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USING VOLUNTEERS IN COURT SETTINGS

GENERAL PRINCIPLES OF PROGRAM MANAGEMENT

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FOREWARD

At this point there is a real need for a special compendium of practical knowledge and information in the State of Indiana on how to develop and manage volunteer programs in a court setting. This publication is designed to provide court systems with a "how-to-do-it" manual on utilizing volunteers. Although the principle of employing volunteers is not new, the trend to do so is increasing at a rapid pace. Therefore, it is hoped and anticipated that this manual will meet a real need and assist courts wishing to develop volunteer programs.

The Indiana Department of Correction assumes an unlimited debt to those persons who contributed to making this a worthwhile endeavor. We thus express our appreciation to: Dr. Ivan H. Scheier, PH.D for his never ending assistance; to the National Institute of Law Enforcement and Criminal Justice for the use of its publication Guidelines and Standards for the Use of Volunteers, and to the Indiana Criminal Justice Planning Agency whose fiscal appropriation, wisdom and insight made this all possible.

Indiana Department of Correction
Division of Probation

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CHAPTER I

PLANNING AND GEARING UP

Introduction: Definition and Purpose of Planning

This chapter is addressed to correctional executives and judges, and those people responsible for volunteer program planning, development, and administration.

Planning, as described in this chapter, includes not only the initial planning which occurs prior to program implementation, but also replanning and growth planning, which operate on an established program to improve or expand it. Volunteer program planning should be a continuous rather than a one-time process. Moreover, since initial planning and continuous or growth planning involve essentially similar operations, they will be considered as one here, unless stated otherwise. In practice, growth planning may sometimes prove to be the more difficult process due to the complexities involved in dismantling or revising established but ineffective procedures in order to start fresh.

The Rationale for Planning

A recent national volunteer survey, conducted by the National Information Center on Volunteers, strongly implies that volunteer programs today are not well-planned. The need for better program organization was specifically mentioned by respondents. Moreover, only 2% of survey respondents were satisfied with their present level of program effectiveness. Finally, the survey results together with the experience of the National Information Center lead to the estimate that one out of every four or five volunteer programs fail sometime within its first two years of existence.

Moreover, through careful planning, one can anticipate and avoid later program problems. Once a program begins, it tends to establish its own procedures and generate its own momentum. It is far easier to anticipate and deal with problems before the program gets rolling than it is to change ineffective procedures once they become rooted in everyday operation.

In summary, we believe that well-considered planning can do much to avoid program problems and prevent program failure.

Amount of Planning Time Required

When starting a new program or reworking an existing one, we recommend you spend at least three or four months planning before the first volunteer arrives on the scene. Possibly, you should even spend as long as four or five months planning

There is a right time for moving from planning to action, usually sometime within the recommended three to five month thinking period. It is a part of good planning to be able to identify that propitious moment and then move. Remember that planning cannot iron out all program problems--some aspects will have to be tested out through actual experience. Moreover, some staff may unconsciously prolong the planning period because they fear the program is not ready to be implemented. Planning thus becomes an excuse for inaction or at least a delaying action.

Planning should not be more sophisticated than the scope and nature of the program. For example, in a rural municipal court, extensive planning may be unnecessary. The best plan here may be to begin with only one or two volunteers who already somewhat qualified to conduct pre-sentence investigations. Then once the program has been implemented continuing planning can eventually expand it, while sophisticated initial planning would only have delayed it.

You must be sensitive to all these possibilities. Throughout this chapter be aware of the guidelines implicit in: We have planned sufficiently, now is the time to begin.

Who Are The Planners?

In our experience, there is no single individual or group who is designated as the planner. There are several models to examine and there is no right or wrong way. Very often, the program planner is the person who is the most interested in a volunteer program and takes the initiative to start planning for one. That person can be a criminal justice agency director (e.g., a judge, a warden, etc.), line staff (e.g. probation officer), or a private community group (e.g., Junior League, YMCA, etc.).

Very often, the criminal justice agency director or line staff person will do some of the initial planning and then hire a Director or Coordinator of Volunteer Services to complete and then execute the plan.

Whoever the planner happens to be, however, the following people should be involved in the initial planning: the client, line staff, agency director, and community group(s) that will be contacted for assistance. The client will receive the planned for services of the volunteers; line staff will be supervising volunteers; the agency director is responsible for programs conducted within his agency, and the community will be involved as volunteers--all must work together in order for the program to succeed.

Because it is thought that the involvement of staff (including top management or the agency director) to be so important, and often neglected, the following section outlines reasons and strategies for involving staff.

Involving Staff

A volunteer program will not live without staff acceptance, understanding, and support. There are two reasons for this: (1) Good volunteer programs involve a lot of work for staff. If they're not committed enough to do this work, the program withers. (2) Volunteers are paid in job satisfaction rather than money. Knowing that staff appreciates their work, and is willing to give them leadership, contributes greatly to that satisfaction. If volunteers don't get that "paycheck," they often quit or perform indifferently. If you ever have a high volunteer turnover rate, look at staff just as hard as you look at volunteers.

For these reasons, unaccepting staff need not actively or deliberately sabotage a program, all they need to do is be indifferent. Because of their attitude, the program they believe will fail (or unconsciously hope will fail), will indeed fail.

Definition of Staff

"Staff" refers to the following three levels: (1) top management (judge, correctional executive, etc.); (2) middle management (depending upon the administrative organization, can be chief probation or parole officer, or captain of the guards in a prison, etc.); and, (3) line professional staff (probation officer, parole officer, guard, etc.).

In some agencies, a proportion of non-professional staff should also be involved. Your emphasis here depends on the agency and the extent to which non-professional staff can harass or block volunteers. An indifferent or hostile secretary, even though not directly supervising volunteers, may still come in contact with them frequently, and really turn them off.

If volunteers are actually doing routine office work, non-professional staff are even more likely to be threatened. By contrast, the self-confident professional knows he has unique skills which no lay person can supplant; in fact, volunteers can free him to use these skills by relieving him of non-professional burdens. The clerk, or even the guard, is less likely to be so secure.

Strategies for Involving Staff

The basic elements are given below. Please note that this is a process which not only precedes the program, but continues

throughout its life.

Here are some general pointers:

Be sure staff has ample opportunities to ventilate their anxieties in an open atmosphere of: "Let's get it out on the table and talk about it; sure you have worries, everybody does at first."

Staff unexperienced with volunteers may have realistic anxieties; the main ones may be:

Are volunteers effective with offenders and with clients?

If they are effective, will I lose my job or will it lose its importance?

Will I have to take the rap for their mistakes without adequately being able to control what they do? (e.g. breaches of security, confidentiality, etc.)

Will volunteers accept supervisory control from me, especially when some of them may have a higher socio-economic and educational status than I do?

This book, it is hoped, contains reassuring answers to all these questions, but you have to get the questions out in the open first.

Give staff ample opportunity to talk with staff in other agencies using volunteers, or someone on your own staff who's had positive experience with them.

Moreover, "do-gooder" and "drudge" sterotypes of the volunteer tend to vanish rapidly after your staff has had a chance to talk to one, or a few, veteran volunteers in courts or corrections. They're almost always impressive people.

Staff should be given the maximum participative input into the program, from the earliest planning on. Make staff feel that the program is theirs. One of their deepest fears is that it will belong primarily to someone else, then be foisted on them; "like it or lump it."

Regarding line professional staff, if you wait to convince all of them, in a larger agency, you may wait forever. Try to identify the more receptive individuals and work with them. Try to build the program so that volunteers will come in contact primarily with receptive staff. Let non-receptive staff sell themselves later by talking to staff who have had positive experiences with volunteers.

Throughout the above process you must be alert to distinguish between merely verbal support, which isn't enough, and active commitment, which is what you need. You must rely on your own perceptiveness here, and your previously gained insights into the response styles of your staff. Here are a few hints for finding committed staff.

Among the better prospects are staff who have had previous experience with volunteers, talk about it positively, and even

take some lead in answering other staff questions. Also, asking a lot of questions is not necessarily a negative sign, if the questions are good and relevant. But beware the person who keeps repeating the same question when in your judgment that question has been answered satisfactorily. Also, be a little careful about the quiet one who doesn't ask any questions. Furthermore, the person who suggests roles for volunteers, but only trivial ones, may well be among the unconvinced. Program planning committee people who do their homework promptly and effectively are good bets; those who don't are not. Beware the person who seems to want to plan forever, delaying program implementation.

Elements of the Planning Process

The planning process for a volunteer program involves essentially the same steps as the planning process for any social service program. Basically, these steps are as follows: (1) Identify the needs of staff and offenders; (2) Establish goals, and priorities among them, to meet these needs; (3) Select the volunteer program; (4) Determine the administrative structure; (5) Identify resources; and (6) Program monitoring.

Identifying Needs

A volunteer program must grow out of agency needs and the needs of your offenders. If it does not, it is a waste of your time and the time of your volunteers, and the program is unlikely to survive except in token form.

There are two sources of program need information: first, staff assessment of need; and secondly, the unmet needs of offenders. Your offenders should be solicited for their input, as well as your staff.

In both instances, whoever has major responsibility for program development should conduct and evaluate these need-surveys. If your Director of Volunteer Services is already on board, he should perform this task.

Staff Needs

There are many ways in which you can sound out staff as to the needs they believe volunteers can fill. Informal interviews or rap sessions can do the job.

The procedure described below is somewhat more formal, but it has been used successfully in this regard, and illustrates the elements in the porcess of identifying staff needs.

1. Ask each staff person independently to make list A: an activity analysis of the things they have done on the the job the past two or three workdays, in approximate order of frequency.

2. After staff has completed list A, ask them to check off the things they had to do but would rather not do, preferring to be free from them for better investment of their time.

3. Discuss these latter as things volunteers might do for them.

4. Now ask staff to make list B: The things they would like to be doing but never, or almost never, have time to do.

5. Discuss these as things volunteers might do.

6. Try not to tell the staff why you are asking them to perform this analysis, prior to steps 3 and 5.

7. You should, perhaps, assure them that you don't want to see the complete list: that may be threatening.

From the above information, you should then work with the staff to develop some basic ideas about job descriptions for your potential volunteers. Realistic job descriptions, with realizable and relevant objectives, are essential for giving the volunteer the impression that staff is committed to effective leadership and moral support. Job descriptions give a sense of program solidarity and continuity. These descriptions should tell the volunteer basically what he may be doing, how he may be doing it, and, of course, why.

Offender Needs

Staff input and an examination of statistical data on your offender population will develop much of this, but you should also ask your offenders directly what their unmet needs are, and hence what volunteers might do for them. Interview as opposed to questionnaire technique would be preferable here.

Your approach to offender input should be sensitive and discriminating. Some of it may be extremely valuable; some of it will not be. For example, the typical incarcerated offender, when asked what his unmet needs are, is likely to say something like: "I want to get out of here, now." Analyzed, no further than that, the need-indicated volunteer program would be one in which volunteers help prisoners escape! But if you insist that the prisoner realistically address the problem of how he can legitimately get out and stay out, e.g. the development of a realistic parole plan, or job planning, you can indeed develop viable volunteer job ideas.

Examining the available statistical data on your offender population can aid you in setting priority needs. For example, if you discover that 60% of your adult offenders have a sixth grade reading level, you should consider inaugurating a volunteer tutor program.

Agency Needs

Presumably, the effective criminal justice agency addresses itself primarily to the rehabilitative needs of the offender, and staff work-needs within that framework. Therefore, agency needs should essentially be covered in the survey of staff and offender needs, described above. However, to some extent, the administrative situation of the agency may restrict its ability to operate fully within the broad framework of offender rehabilitation. For example, a correctional institution may have little or no control of the parole process for its released offenders. This can certainly be viewed as an "unmet need" of the institution, in terms of defining volunteer jobs.

It is only as agency needs have essentially no direct relation to offender needs, that their use in developing volunteer jobs can cause trouble. For example, in a few instances, agencies have attempted to recruit and use volunteers primarily to lobby for the agency before the public, and local or state units of government, more or less regardless of whether this deals directly with the rehabilitative needs of the offender. Such efforts tend to provoke resentment among volunteers, the community and the legislature.

Establishing Volunteer Program Objectives

The critical aspect of program planning is goal-setting. The establishment of measurable objectives is crucial to designing the monitoring and evaluation component of your program. Once goals and goal priorities are set and a program is selected to achieve these goals, your monitoring and evaluation component will tell you to what extent you are or are not achieving these goals.

While goal setting should be part of your initial planning, once the program is launched, ongoing feedback from experience should be reflected in a continual process of goal readjustment. Later, you may even want to set new goals or build entire new programs, based on newly identified needs or in an increasing awareness of the potential of volunteers.

How does one set program objectives, once the needs of staff and offenders have been identified? Basically, this process involves six steps or questions to be answered:

1. What changes does the program seek to make? Do you want to change behavior, attitudes, knowledge?

2. Whom, what type of offender(s), is the program aimed at? Who are the clients to be served by the volunteers? Should the volunteers be working with juveniles or adults? Felons or misdemeanants?

3. When do you want or anticipate the desired change to occur? Are you looking for short-term or long-term effects, or both in time? Some objectives, such as eliminating delinquent behavior, may take longer to attain than others, such as teaching a job skill.

4. How many objectives are desired? Should the program be aimed at single or multiple changes. Attention should be given here to unanticipated consequences.

5. How much effect is desired? Do you want to lesson the seriousness of the offense or eliminate unlawful behavior entirely?

6. How will the objectives be attained--what means will be used? This step is really a bridge to the next step in planning process, that of selecting your program.[1]

In this process, as well as in identifying needs, priorities must be established. This is because it is unlikely that you'll have sufficient resources to mount a volunteer program which addresses all the identified needs and objectives.

Selecting the Volunteer Program

Two general guidelines should be followed when selecting the type and scope of your program: (1) learn from the experience of previous and existing volunteer programs; and (2) start small, but do not stay small.

Learn from Experience. Once you have established program objectives, you should be willing to learn from the experience of existing volunteer programs. While we warn against slavish copying, you can profit equally from knowledge of avoidable mistakes other programs have made and the successes they have achieved. We therefore, suggest you consider precedent as to what volunteers actually have done in programs around the country.

Court and correctional agencies now have volunteer programs in juvenile and adult probation, parole, detention, and in institutions. They have made some mistakes and there is no reason for you to make these same mistakes again. They've recorded some real achievements and you should be aware of how they did it.

Volunteers have been used in an almost infinite variety of roles in the criminal justice system. They have been used to provide direct and personal service to clients, administrative

[1]The above steps are adapted from Edward A. Suchman, Evaluative Research, New York, Russell Sage Foundation, 1967.

and clerical support, medical assistance, contributors of money, materials, facilities, etc. The type of volunteer program and volunteer role which you select will depend upon your needs, objectives, and the resources available.

Start Small. If there is one universal maxim of the correctional volunteer movement, it is: start small. No matter how good your planning is, some "bugs will always remain in the program, and it is much easier to work them out with a few volunteers. With many volunteers, the impact of mistakes is massive and far harder to reverse. Starting small can be viewed as a pilot test of your program plans, designed to feed back into the further perfection of these plans.

"Start small" does not say "stay small." To be sure, there are a number of specious advantages in staying small. A small program require little extra effort, attention, or funding. Yet it can be pointed to with pride should anyone ask if you use volunteers.

In short, staying small is a temptation to tokenism. It must be resisted. Given 3-6 months experience with your small pilot program, you should begin steadily to expand your number of volunteers, if feasible and needed. In so doing, consider these general guidelines on the maximum number of volunteers in any one program. First of all, estimates today are that anywhere from 30-70% of your offender population can benefit in some way from the services of volunteers. Second of all, for every 50-75 additional volunteers you acquire, another new professional staff member should ideally be added.

Determine the Administrative Structure

Volunteers as Unpaid Staff

The trend here is to incorporate the volunteer program into the agency. Paid agency staff would supervise the volunteers. Accountability of volunteers to staff has to be determined--ask yourself these questions: Who will volunteers report to? Who will supervise their work? Who will be responsible when things go wrong?

The professional staff roles will change somewhat from pre-volunteer days. First, the professional will become more of a diagnostician, with primary responsibility for deciding which offender fits where in the far broader range of rehabilitation options made possible by volunteers. Secondly, he jumps one grade in leadership level. Even the lowliest line professional might become a supervisor--of volunteers.[2] Generally, the basic principles of supervision of paid staff apply to volunteer supervision as well. However, if anything, supervision of volunteers is even more demanding than supervision of paid staff because, in the first place, volunteers are part-time people not often in the office. Hence, communication skills are sorely tested. In the second place, you cannot paper over

[2]In orienting staff to volunteers, one of the principal subject areas has in fact been: how to supervise volunteers.

your mistakes with greenbacks, because the volunteer takes his pay in leadership (yours), in satisfaction (which you must provide), and in the rewards of working with a basically compatible offender (but only if your volunteer-offender matching is effective).

Incorporating volunteers in your agency will require some reallocation of time. Ask yourself how much time you want to invest in the volunteer program in relation to the amount of volunteer time returned in service to the offender and the agency. You should consider ways in which this input-output ratio can be made most favorable to you while still keeping the program adequately supervised.

Volunteers as an Independent Auxiliary

All the above assumes the use of volunteers as unpaid staff, directly accountable to you within your regular staff structure. A quite frequently existing alternative is the independent-volunteer auxiliary model. In this model, volunteers are allowed to proceed (perhaps after some screening and job assignment by you) quite independently of the agency. The volunteers may also be organized into an auxiliary which functions relatively, or totally, independent of the agency, and is responsible for performing all or most of the volunteer program management functions such as recruiting, screening, training, supervision, and financing. This could occur either in a pre-existing organization, e.g. Big Brothers, or an ex-offender organization, or a citizen group organized specifically to provide service to an agency's offenders.

The criminal justice agency administrator or appointed staff will need to work out mechanics of incorporation with the head of the volunteer auxiliary. Issues such as supervision, accountability and reporting need to be clearly defined. One person within the agency should be appointed to intersect with the auxiliary.

The advantages of this "auxiliary" model are, first of all, that it requires less input of effort and money on the agency's part, for a given amount of volunteer service returned. Indeed, if you are a smaller agency with no staff, or cannot hire any to manage the volunteer program, this model may be your only choice. A second possible advantage is that, in case program difficulties arise, you are not percieved as being solely responsible for them.

The model also has potential disadvantages from an agency's viewpoint. The principal one is that you have far less control of the program and must count on natural or negotiated similarity in objectives between you and the auxilary for what control you do have. The choice among these two models, or variations of either, must be yours in terms of your planning committee's appreciation of local and agency conditions and situation.

Other Aspects of Administration: Funding-Insurance

A word is in order here about some other features of volunteer program administration.

First in regard to funding and finance, volunteer programs do cost money. While the survey showed that funding is not a major concern of program planners and leaders, semi-starvation is the rule rather than the exception in volunteer programs today. This area is therefore allocated an entire chapter later in this book. It is mentioned here only to stress that program financing should be an integral part of the planning process from the very beginning. This component of the final plan should include two major steps. First, you should cost out the program so you can eventually construct a complete preliminary budget. Secondly, unless you've already been assured of funding prior to or during the planning process, then proceed to list probable funding sources, and prepare approaches to them.

There is often a paradox here. Some funding sources will not finance you until you have proven yourself in volunteer program performance. But it is difficult to prove yourself in performance until you have some funding. In this regard, some funding sources will be satisfied with a strong evaluation component built into the plan; that is, a clear promise to demonstrate program effectiveness. Another approach is a small pilot program, inexpensive or absorbably into your pre-existing budget, which is nevertheless adequate to demonstrate results.

Somewhat the same kind of practical consideration as funding is the matter of insurance and liability in regard to volunteer programs. Most planning committees run into this issue at some point in the planning process.

Actually, there have been virtually no recorded disasters in regard to lack of accident and automobile coverage for volunteers, or liability coverage for the agency itself, for volunteer programs. The authors believe this issue tends to be overemphasized by planners. Nevertheless, a number of administrators are concerned about this point, and the time to do something reassuring about it is during your planning phase.

Identifying Resources

Concurrently with defining need and goal priorities, you must also determine the potential of available volunteers resources to meet these needs and achieve these objectives. There is no guarantee that volunteers potentially availible to you can meet every need, or even any particular high-priority need.[3]

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[3]There is an even more fundamental question here, which this chapter does not argue: What is the effectiveness of volunteer programs in general? Do they work at all? This book assumes that its readers subscribe to the potential value of volunteer programs in courts and corrections, and simply want to know how to implement these programs for maximum impact.

Knowledge of your community is essential to identifying the available volunteer potential. Contact your local Volunteer Bureau, if you have one; they will probably have already done the initial legwork required to determine what resources are available.

A list of national organizations which do assist local volunteer programs include the Red Cross, YMCA, PTA, American Bar Association, Junior League, etc. All are currently operating or assisting local volunteer programs in courts-corrections. Ask them for information and assistance. Other sources of volunteers are local colleges and universities, and churches.

Program Monitoring and Evaluation

Designing the instruments and procedures for continuous monitoring and evaluation of your program is another aspect of program planning. Forms and procedures for accurate record-keeping are essential.

The instruments and procedures used for monitoring and evaluating your program will depend upon the objectives you have established. For example, if one of the objectives of your volunteer program is to find jobs for certain number of probationers, you should have some means of determining whether or not these probationers are, in fact, being employed through the efforts of your volunteers. Quarterly progress reports by your volunteers and your volunteer coordinator, plus a periodic check with the probationer, will tell you whether your objective is being achieved.

Every objective should be measured and measurable. If you don't know whether your program is achieving what you intended, then you may not know whether it is producing harm or good. Others cannot profit from your successes or failures if you can't tell them whether or not your program achieved its intended objectives.

Evaluation and record-keeping are dealt with in more detail later. The discussion here is intended to alert you to the fact that instruments and procedures for evaluation must be part of your initial and continuous planning.

The Director of Volunteer Services:[4] Who, When and Where

It was not quite right previously to have said that the

[4]Throughout this section the title "Director of Volunteer Services" is used. The title "Coordinator of Volunteer Services", also used, describes essentially the same job. The authors prefer and recommend the "Director" designation, as more accurately reflecting the true responsibility and importance of this position.

introduction of volunteers as unpaid staff simply raises your staff pyramid one level. A new and crucial position is introduced: Director or Coordinator of Volunteer Services.

Indeed, the quickest way to gauge a volunteer program is to look at the Director of Volunteer Services. If he or she is a quality person, carefully selected, and at a supervisory level in the hierarchy, the program is being taken seriously; if he/she is not, it is not.

It does not matter how good your objective-setting is, or your program organization, or your ability to involve staff generally. If this one person is not effective, everything else will flounder.

Therefore, a central goal of planning is the hiring of the best possible person for Director of Volunteer Services, and the placing of that person in a position in the agency where he can do the job. Depending on the size of the program this person may be a staff person working part time on the volunteer program.

It is very important that a suitable Director be hired as early in the planning process as possible, preferably at the beginning. As a practical matter, this may not be possible, since funds may not be available until the program actually begins. But where practically possible, it is a priority. Otherwise, the Director of Volunteer Services labors under the difficulty of inheriting plans someone else has made.

Job Descriptions

To repeat: the volunteer program stands or falls with the Volunteer Program Director. This will be evident from the job description of this position, and we will let people in the field speak for themselves on this point.

First, here is a job description for the position, put out by the State of Washington in 1971. This particular description includes implications for area-wide as well as local program coordination.

General:

> Plans, initiates, promotes, facilitates, directs, and evaluates a program of volunteer services, assisting the criminal justice agency to utilize citizen participation to the maximum on advisory bodies, in direct services to applicants and recipients, in supplementing the efforts of the various staff services, and in increasing public understanding of the agency and the persons it serves.
>
> Participates in program planning, policy development, in the preparation of guides, development of training and orientation materials and press releases relating to citizen participation. Maintains relations with community and state organizations of volunteers.

Specific:

1. Gather materials, with staff aid for the orientation and training of volunteers and local directors of volunteer services; participates in the orientation and training of staff regarding the purposes, methods, and values of volunteer services.

2. Formulates the objectives of citizen participation and recommends patterns of organization, standards, and policies for the effective utilization of volunteers at the state and local level.

3. Provides consultation to local agencies concerning the initiation, development, evaluation, and expansion of a program of citizen participation.

4. Participates with program directors in developing policy for the planning, administration and delivery of probation, parole, and rehabilitation services.

5. Delineates methods for recruiting, selecting, training and utilizing volunteers.

6. Maintains liaison with state agencies and organizations concerned with citizen participation.

7. Suggests resources and criteria for the selection of citizen members of advisory bodies.

8. Maintains records concerning such matters as the numbers of volunteers serving and the nature of their services.

9. Keeps abreast of program developments affecting citizen participation and informs state staff and local agencies of innovative and creative uses of volunteers.

10. Represents the Criminal Justice Agency and program at meetings relating to citizen participation, participates in professional meetings and prepares material for publication.

Secondly, here is a description of her job written by an experienced and highly capable Director of Volunteer Services.

Duties:

1. Consult with the County Probation Officer and the Chief Deputy to determine policy and establish long and short-term goals for volunteer program.

2. Participate in administrative decisions pertaining to current and new use of volunteers.

3. Actively investigate areas where volunteers can be utilized making appropriate recommendations to Administrative Staff.

4. In cooperation with the Volunteer Bureau Staff, formulate and implement methods to recruit volunteers from all facets of the community including college students, senior citizens, former and current clients.

5. Confer with Probation Department Administrative and line staff and appropriate Volunteer Bureau Staff to establish needs for orientation and training of volunteers. With the advice of the training officer, design and implement training programs for both volunteers and staff where appropriate.

6. Interview and screen all interested potential volunteers apprising them of the goals of the agency, purpose of the volunteer program and responsibilities and duties of both volunteers and staff.

7. Keep staff informed of available volunteers suitable for placement. Receive all volunteer requests and make referrals to appropriate staff.

8. Maintain system for follow-up and supervision of volunteers as determined necessary by Administrative Staff. Maintain and furnish current records of volunteer activities as required by the County Probation Officer, and the Executive Director of the Volunteer Bureau.

9. Provide ongoing contact with the volunteers through a newsletter, workshops and in-service training.

10. Develop and maintain liaison with other County volunteer programs, public and private, for purposes of coordination, referral and to avoid duplication of services.

11. Be available to fulfill speaking engagements with community organizations to inform them about the volunteer program and encourage their participation and support of the volunteer activities.

12. Participate when appropriate in local, statewide and national organizations, workshops and conferences which gave a direct relationship to the improvement of the program and the skills of the coordinator.

13. To perform other duties as assigned by the Volunteer Bureau and County Probation Officer.

Qualities and Qualifications

Clearly, we are talking about a demanding position. Let us analyze what to look for in such a person in terms of three major categories: human qualities, experience, and education.

Human Qualities: To a large extent, volunteer coordinators are born, not made. That is, certain qualities of temperament are required which are a quite typical and permanent part of the person's life style and cannot readily be learned late in life.

The main qualities seem to be warmth, tact, a good flair for organization, flexibility, and maturity.

By way of illustration, consider this quote from Dr. Robert McCreech, former president of the American Association of Volunteer Bureaus: "I would suggest that anyone working with volunteers. . .needs to have the patience of Job, the wisdom of Solomon, and the hide of a rhinoceros. A few years ago (a man) sought to describe his wife's role as Director of Volunteers in a Los Angeles area hospital. She was expected to scintillate like a social matron; plan broad programs like an executive; compose detailed procedures like a method analyist; interview people like a well-trained psychologist; keep time like a clerk; write sparkling, yet homey, yet businesslike correspondence; speak with authority, yet social temerity; investigate irregularities like a James Bond; coordinate like a joint chief-of-staff in the Pentagon; and, finally, sit on a fence and take a stand."

The job can be stressful, and is not for anyone who is primarily working out their own personal problems.

The kinds of experience that are helpful for your director to have had are as follows: as a volunteer; as a volunteer program director in another agency; as a professional in the criminal justice system, in an agency as similar as possible to yours. (Frequently, we find that volunteer coordinators are appointed from the ranks of existing staff in the correctional agency, and in the community.) Other things being equal, it is desirable that your volunteer coordinator know and have lived in the community from which you hope to draw volunteers.

You're unlikely to get all these background features in any one person, but you should seek as many of them as possible.

We need not be snobbish about degrees. Many people with only a high school education are doing a superb job running volunteer programs. Moreover, to a large extent previous experience is exchangeable for a formal education.

On the other hand, relevant education attainment is to be valued in a volunteer coordinator, for several reasons.

First of all, certain skills can be taught in school, and are helpful in job performance. A recent national conference on college curricula for training volunteer coordinators identified these as the relevant interdisciplinary set:[6]

[6]Frontier 3, NICOVIC, "College Curricula for the Leadership of Human Service Volunteer Programs: A Report of a Conference."

communication, public relations, community organization, trainer skills (education), interviewing skills (personnel), business and public administration, corrections itself, of course, and some general acquaintance with sociology, social work, and psychology. Ideally, the conference concluded, this could well be an advanced degree course and in fact, Southern Illinois currently offers a Doctorate in Volunteer Administration.

As a second point, the world being what it is, the possession of a degree will give your volunteer coordinator more respect and influence with other professional staff, in his negotiations on behalf of the program. Thus, if a Bachelor's Degree is a minimum requirement for your professional staff, it's good for your volunteer coordinator to have one, too.

If your Director of Volunteer Services does not have these kind of educational attainments, he or she should take relevant coursework while on the job. Try to make released time readily available so he can take these courses. Encourage him in every way to do so. It is very possible in the future that correspondence courses will be offered for credit and credentialing of volunteer coordinators.

In summary, recruiting a Director of Volunteer Services is very difficult. Nobody could possibly have all the tremendous attributes required; but it is very important to get a person who can come as close as humanly possible.

Conditions of Employment

Now that you've got the best possible person, use him or her to the fullest.

Almost always, the Director of Volunteer Services should be paid. This may seem paradoxical in a book advocating the use of volunteers, but we are speaking here of continuous on-the-spot administration of programs, the one thing volunteers cannot ordinarily do. In such circumstances, pay does give incentive for the greatest amount of work attainment. We do advocate a full-time paid coordinator especially if your target is 30-35 volunt-ers or more. If your program intends to stay below 30-35 volunteers, a half-time coordinator may suffice. If all you want is 5-10 volunteers, you may be able to absorb the extra coordinative work in present staff structures or possibly with a 5-10 hour a week volunteer.

Your Director of Volunteer Services should be involved in the program planning process from the very beginning, insofar as possible.

He/she should be at a supervisory level in your administrative structure, e.g. on a par with other division heads, and with direct access to top policy makers in the agency.

Look for trouble if the Volunteer Coordinator is not considered a part of regular staff, regularly attending staff meetings, etc. Another symptom of non-seriousness about volunteer programs is when the Coordinator's Office is down the street somewhere, or in the same building, but away from other staff offices.

CHAPTER II

ORIENTING STAFF TO VOLUNTEERS

The usual management manual for volunteer programs begins with recruiting, and goes on to the screening and training of volunteers. But while we have all been busy orienting volunteers to their work with staff, we have been missing an equally important priority: orientation of staff to volunteers. It will be recalled that the national survey mentioned earlier revealed this as one of the concerns of respondents, if not the very highest one.

Staff orientation to volunteers should come very early in program planning. Indeed, it should probably begin before the first volunteer is recruited, and should be continuous throughout the program's life.

Why is this so? First of all, successful volunteer programs demand an effective working relationship between staff and volunteers. Certainly the volunteer must be trained in his role vis-a-vis staff. But it takes two to make a partnership, and it is therefore equally important that staff be trained in their new roles vis-a-vis volunteers.

Two Major Objectives of Orienting Staff to Volunteers

Orientation of this sort has two major objectives:

First, to develop and maintain an early and continual staff commitment to the program. Particularly since volunteers are not paid, they respond with special sensitivity to staff attitudes toward them. Staff hostility quickly discourages them, and mere indifference on the part of staff is often enough to do so. It takes an unusually well-motivated volunteer to work without pay under these rejection conditions. What is needed is a staff which is able and willing to show that they value volunteers positively and actively.

The key to securing this ideal state of affairs is to give staff, from the first, a stake in, and a continuing input into the volunteer program.

For example: Staff must be given a major role in planning the volunteer program, e.g., suggesting the kinds of jobs volunteers should be doing, etc. It is desirable that staff participate actively in recruiting volunteers, screening them

(at least a veto on any given volunteer assigned to them), and in the training of volunteers. Volunteer training should also attempt to give volunteers some insight into and smypathy for the problems faced by staff.

One major dimension of program evaluation must be the reactions and suggestions of staff. Even volunteer incentive and support has a staff-commitment aspect. Recognition for volunteer programs success should not go to the volunteers alone; rather, it must be shared with staff, for without them as committed partners, the program has far less chance of success.

It is not enough to secure staff commitment once, then assume it will stay secured. A continuous process of communication is necessary, in which mutual grievances can be aired openly, negotiated and resolved. Some agencies schedule informal volunteer-staff rap sessions for this purpose. Small-group volunteer inservice training meetings, with staff present, can serve the same purpose.

Thus the first major objective of staff orientation to volunteers is to develop positive attitudes towards what volunteers can do. The second major objective is to develop the special skills which staff needs in order to supervise volunteers well.

The overall problem is well stated by the Chief Volunteer Coordinator for the State of Georgia, Board of Pardons and Parole: "The quicker the parole supervisor's attitude and thinking change toward volunteers, the quicker a volunteer program will start moving forward. It is important that more emphasis be put on training field staff in the use of volunteers in the beginning of a volunteer program rather than on training volunteers."

The Skill Component: How to Supervise Volunteers

The previous discussion has emphasized strategies for promoting positive staff attitudes towards volunteers. The equally important skill component in orienting staff to volunteers appears to center on knowledge of how to supervise a volunteer. It had been assumed until recently that staff more or less naturally knew how to do this. But the only direct study we know of in this area strongly contradicts this assumption.

The Hennepin County, Minnesota, court recently surveyed their volunteers with this question. "Do you think you are being given good supervision by staff?" Only 34% of volunteers said yes.

The same kind of question was asked of staff. "Do you feel you have been given adequate skills with which to supervise volunteers?" Only 30% of staff said yes.

The Hennepin County Study, after compiling information from volunteers and Probation Officers, drew the following conclusions.

Conclusion I. - A relatively large percentage of the probation staff involved in the study feel they are inadequately prepared to supervise volunteers. (1) 80% felt that they did not completely understand their role expectations as supervisors. (2) 70% felt they needed additional training to adequately supervise volunteers. (3) 68% felt they didn't totally understand how to fill out volunteer request forms, and (4) 73% felt they could use some training in giving volunteers information on community resources.

Conclusion II. - A relatively large percentage of the probation staff involved in the study are not adequately carrying out their role working with volunteers. The following questionnaire findings support this conclusion: (1) 75% had no direct contact with volunteers during the last month. (2) Only 11% participated in goal setting with each volunteer concerning the probationer. (3) Only 33% had discussed volunteer's function as a "team" member. (4) None of the probation staff had strongly encouraged their volunteers to participate in in-service training during the past month. (5) 55% felt that problems concerning the probationers or probation office-volunteer relationship were not always discussed candidly. (6) 55% felt that feedback from his volunteer concerning his effectiveness as a supervisor was not adequate.

Conclusion III. - A relatively large percentage of volunteers involved in the study were dissatisfied with their relationship with the probation staff. The following findings support this conclusion: (1) 66% felt that they did not talk enough in person to the probation officer during the last month. (2) 52% did not feel they were receiving adequate support from their supervisor. (3) 66% felt they were not receiving adequate information regarding community resources from their supervisor. (4) 60% felt they did not completely understand their role. (5) 48% felt that problems concerning client or supervisor were not discussed candidly. (6) 49% felt they had not received adequate feedback concerning their performance. (7) 75% felt that the supervisor did not adequately participate in joint goal setting. (8) 78% felt their supervisor had never discussed their function as a "team" member.

Based on the above findings we believe that any serious volunteer program should have a staff training commitment equal to its volunteer training commitment. The Hennepin County

Court has indeed done so and their Director of Volunteer Services explains why:

> "The history and literature of court volunteerism in America has been directed toward one object: the volunteer. The primary emphasis in the work that has been done has been directed toward volunteer recruitment, screening, training, and, in general, integrating the volunteer into the service delivery system of an agency. Little or no attention has been paid to the impact that volunteers have upon an agency, and particularly the staff of an agency, with whom they will be working.
>
> The most effective relationship between volunteers and staff is one that emphasizes the team approach. The time has come, however, to examine critically the role of the professional in that relationship and particularly the duties and responsibilities of the professional as he relates to the volunteer. In the past, the assumption has been that the professional has the skills and capabilities to work effectively with volunteers. Experience on the part of many agencies indicates that this assumption is false. The problems of staff resistance, high volunteer drop-out rates, and volunteer discouragement are directly related to the type and quality of supervision the volunteer receives. Many professionals working in a direct service capacity do not understand, or have skills in, the area of supervision. Particularly, professionals are deficient in assuming the role of a supervisor, acting as a teacher and consultant, and in moving the volunteer through the process of job clarification and objective-setting and in being able candidly to evaluate the volunteer's performance.
>
> The Department of Court Services, in order to combat this problem, has declared that training in the area of supervision of volunteers be mandatory for all line staff. The training will be directed toward helping agency professionals do the following:
>
> 1. Learn to assume the role of the supervisor and act as a consultant.
>
> 2. Learn how to impart their knowledge and skills to the volunteer.
>
> 3. Learn how to clarify the role of the volunteer and evaluate their performance.
>
> The managing of people and resources is expected to be a critical part of this training. Over one year's

period of time, all agency staff will have been exposed to this training. The Volunteer Program office has developed pre- and post-test instruments designed to measure the growth and development incurred on the part of staff as a result of the training. These instruments will help in assessing the impact of the training, its relevance, and the effect it has on improving the overall supervision provided to volunteers.

It is well-known that people will work in areas or with tools with which they are most familiar. Lacking skills in supervision is felt to be a major contributor to staff resistance in using volunteers and for minimizing the impact volunteers have in the delivery of direct service. The development of these skills within the staff should help to minimize these problems and do much toward developing an effective teamwork relationship between volunteer and professional.

It is the responsibility of the volunteer director to point out the need for staff training to agency administrators. The use of volunteers must be an integral part of an agency's overall delivery system. As a result, this type of training should be a part of an agency's normal in-service training program. For example, monies for training in the area of supervision for line staff in the Hennepin County Department of Court Services were made available through the in-service training budget. This adds credibility to the training and communicates to staff the importance of their obtaining skills in these areas."[7]

Content Suggestions

Though we are just beginning to realize the importance of staff training for volunteers, broad curriculum outlines are reasonably clear at this point. The following are some suggestions to supplement suggestions already made in this chapter.

Establish that the court volunteer movement is a fait accompli, and that the professional is very likely to be expected to work with volunteer programs wherever he goes. The question has changed from "will it be done?" to "will it be done well?" and "how will the professional use or misuse this vast new resource?"

Hammer away at obsolescent stereotypes of the volunteer as "drudge" or "do-gooder." Emphasize modern concepts of the

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[7]Ira Schwartz, Department of Court Services, Hennepin County, 22 Court House, Minneapolis, Minnesota 55415.

volunteer in amplification of services, humanization, diversification, and community education. Stress diversification options--if you dislike one type of volunteer you might still like any one of 999 other kinds of volunteer jobs.

In relation to the above, have staff analyze their own jobs. They can be asked to list, a) the day-to-day activities in their job now, noting the activities they'd rather not be bothered with, which therefore volunteers might take over, and b) the things they are not doing now for want of time, and would like to do. Could volunteers help here? Relate both above to present and possible future jobs in your volunteer program.

Be sure staff knows that volunteers really can impact positively on offenders in well-run programs; also research data on volunteer attitudes to professionals, professionals' attitudes toward volunteers, volunteer turnover statistics, etc.

Make the point that well-run programs require more staff, not less. Discuss alternative supervisory models, and especially, communication channels between staff, coordinator, and volunteers of probationers. Be sure staff knows these latter specifically for your program: precisely how and where to commend, complain, or suggest.

Stress that the quality of volunteer programs closely reflects staff attitude and leadership. Overview the latter, as a professional skill, e.g., recruiting, screening, training, supervising of volunteer. Give particular attention to an analysis of various levels of volunteer motivation and incentive.

Have staff role play, in critical staff-volunteer interaction situations (which you may have already set up for volunteer training). Of course, playing the volunteer role will be good sensitizing for staff, but have them plan the staff side, too.

Role Play and Discussion Sessions for Staff, about 15 minutes each with more time after each for discussion.

A. Situation - Probation Officers and Supervisors weekly meeting.
To demonstrate:
1. Selecting appropriate case for volunteer, and
2. The role of a supervisor in a case where Volunteer and Probation Officer have difficulty.

B. Situation - Introduction of volunteer by staff to the case, the kid/family. Probation Officer and Volunteer going over case. Introduction to kid/family.
To demonstrate:
1. The minimum basic information a Volunteer needs to start on case. The Probation Officer's plan and role and the Volunteer role, and
2. The introduction should be realistic.

C. Situation - Transfer of a case from Professional Staff only to Probation with a Volunteer on it.
To demonstrate:
Methods of handling - Possibilities. Ruffled fur.

Have staff a) attend volunteer pre-service orientation (if possible, not identifying themselves as staff), b) attend volunteer in-service orientation, or any similar meeting, c) sit in as non-participant observers when the volunteer coordinator interviews volunteers for screening, supervising, etc., d) sit with audience during a volunteer-recruiting speech, e) if possible timewise, actually fill a volunteer role with one probationer, (staff identified as volunteer), f) possibly, apply for a job as a volunteer at another agency or at the Volunteer Bureau (by previous arrangements they agree you'll send them a few "volunteers" a year, but they won't know when they'll come).

Staff orientation to volunteers is desirable and necessary. However, it does represent more investment in the volunteer program. Who can do the job for you, and where is the help for it? The Director of Volunteer Services must certainly be centrally involved. Staff already experienced in work with volunteers, in your agency or another, must be utilized. Your staff will be particularly receptive to a staff person at their level in another criminal justice agency who has had positive experiences working with volunteers.

Outside agencies often have the expertise to assist you in staff orientation to volunteers, notably your local volunteer bureau, Voluntary Action Center, or Red Cross.

Each of these agencies currently has outreach programs, designed to get them involved in agencies outside their traditional area of concern--which would include criminal justice volunteer programs. All of them have long experience working with staff orientation to volunteers (the American Red Cross, for example, has several teams touring regions of the country doing just this). Moreover, there is enough in common to volunteer programs in whatever service area or agency setting so that their assistance could be helpful to you.

CHAPTER III

RECRUITING, SCREENING, TRAINING VOLUNTEERS

Recruiting, screening, and training of volunteers should not be considered separately. They are part and parcel of the same process: putting the right volunteer, properly prepared, in the right job.

For example, focussed recruiting, which goes after the kinds of volunteers you want, is also pre-screening, for it selects out volunteers you don't want. Good training is also a screening device, ideally offering a realistic picture of what the volunteer job will be like, and allowing honorable exits to volunteers who discover that it's not for them. During your volunteer screening process, the volunteer also begins to learn about the job and the agency. That is training. So is a good recruiting talk, realistically describing what volunteers do in your agency. Finally, training will become a major recruiting attraction as it becomes known in the community that you provide growth and learning opportunities for your volunteers.

A. Recruiting

There are three areas in volunteer recruiting which can be improved upon.

First, we need more involvement of poor people and indigenous people, including minority groups, ex-offenders, offenders themselves, youth and older people who need expenses defrayed, etc.

Another critical area needing attention is consistent and continuous mass recruiting for metropolitan areas desiring more-than-symbolic programs.

Thirdly, there is some need to develop special methods of recruiting volunteers in rural areas, and in recruiting men volunteers.

For the rest, the middle-class volunteer in middle-sized communities, the rule has been: There are plenty of good people out there. If you have an attractive, meaningful program, the problem may be having more volunteers than you can use. However, this may not always remain so. As volunteerism grows, competition for the good volunteer will increase.

General Strategies for Recruiting

The key is FIC: Focus, Initiative, Challenge.

Focussed Recruiting. Volunteer program leadership sees the need for more goal-oriented deliberate recruiting as distinct from the just-let-it-happen type. In practical terms this means you first decide who you want. To do so, start with the job rather than the person. First of all, have your volunteer job descriptions ready. Step two: from these job descriptions, decide what kind of person can best fill the job. Finally, go where that kind of person is likely to be. Thus, if you decide that you need young black volunteers who can communicate with your black juveniles, go to a college or a black college, not the Kiwanis Club.

Initiative. Be the aggressor. Go out and actively seek volunteers in the locale where they are most likely to be. Don't issue broad and vague appeals for just anyone. Waiting for walk-ins, and "casting your net wide" will get you a relatively large number of people who don't meet your needs, placing a greater burden on screening and training.

You should not think solely in terms of addressing groups. Contacting individuals on a one-to-one basis (either staff or even volunteers could do this) is perhaps more effective, and also more focussed. Be honest, straightforward, and sincere.

Challenge. Don't make it sound easy unless you're looking for people who want an easy job. Come on strong with the challenge of the work, its seriousness, and significance. The modern volunteer responds positively to challenge; he doesn't want to be ornamental.

There is an exception to this, however. Sometimes volunteers with the best potential tend to be modest and even humble people. Watch for these people and stop short of scaring them off. Give them special reassurance if necessary.

Focus, initiative, challenge--go out after the good people you want. There may be fewer of them, but a few good people can do far more than many mediocre ones, particularly at the beginning of your volunteer program where, as previously noted, the rule is "start small" with hand-picked people.

The Lure of the Program

Suppose you know just who you want. What can you offer them as an inducement for volunteering? Remember, the good people will be shopping around for the agency which offers the highest "volunteer pay" in work satisfaction.

Attracting quality volunteers is a major problem for volunteer program leadership in the field. Let us examine the lures.

People with a recruiting problem should be sure to ask the right question. It is not: "What's wrong with those community

people?", nor: "What's wrong with our specialized recruiting techniques and incentives considered in themselves?" The primary question is: "What's wrong with our program?"

The quality of your volunteer program is the single most important recruiting attraction you have. This includes meaningful, responsible volunteer jobs, an accepting and supportive staff, dedicated and effective program leadership, meaningful training for volunteers. If the program has just begun, be sure there is at least a good promise of these things.

Deep citizen concern about crime and corrections puts you ahead of other service areas.

Opportunities for personal growth and learning and a change of pace from routine are also important. This can legitimately extend in some cases to career entry (e.g. college interns, minority people) or re-entry (e.g. housewives with grown-up children). In the same vein, the opportunity for a personal and meaningful relationship with another human being, offender and staff. There is where the effectives of your volunteer-offender matching procedures will play an important role.

The chance to make a difference in the way things are. Be sure your potential recruits know that well-run volunteer programs do make that difference: reducing recidivism and institutionalization rates, improving offenders' attitudes towards themselves and others, helping them get and keep jobs, etc. Draw here or known results when you have them, the results of your own program will be even more pertinent.

Recruiting Methods

No amount of sophisticated recruiting technique will compensate for a basically unattractive program. But assuming you have a solid program or at least some solid program plans, here are some suggested recruiting approaches.

Start with your own friends and friends of staff.

Have them bring in their friends. The veteran volunteer, recruiting new volunteers among his own acquaintances, is a most effective method of bringing in good new people. In non-metropolitan programs this word-of-mouth "friendship chain" may bring in as many as two-thirds of your new volunteers.

Word-of-mouth also requires little deliberate effort on your part, although you can facilitate it a bit, e.g. have each volunteer bring one friend to the next volunteer meeting. A caution in regard to exclusive reliance on the friendship chain is: beware of too much inbreeding.

Invite prospective volunteers to visit the agency to observe public agency proceedings or facilities (i.e. the local lock-up) or to sit in on volunteer meetings. Some agencies invite prospective volunteers to take the regular volunteer pre-service training sessions, with no obligation to join up. If they don't join up, you've at least helped educate a wider segment of the community.

Talk before groups in town. Be sure you're ready with recruiting brochures and other introductory material for those who are interested.

Expecting everyone in the club to volunteer, as a group, can be very dangerous, because some of the people will be volunteering for the wrong reasons. Look instead for individuals within the club who want to volunteer as individuals. It may be quite a small percentage.

Utilize press, radio, and T.V. Except in the case of mass recruiting for metropolitan areas, be sure this is focussed towards the work to be done and the kind of people you want. Avoid a come-one come-all connotation.

Secondly, be sure that a general public relations or educational article about the program doesn't inadvertently imply a recruiting message. If it does, it's likely to net you more volunteers than you can possibly use, and consequent ill-will from these people.

An example of focussed newspaper recruiting is this "help wanted" ad, donated by a local newspaper:

HELP WANTED

> Male or female. 15 to 80 years old. Important for as many or as few hours per week as you wish, at $00.00 per hour, supporting the work of 125 other volunteers now working with juvenile delinquents in Boulder County; secretarial assistant, clerical, transportation, library assistant, test administration and scoring, data analysis, babysitting, program coordinator, lawyer consultant, etc. If interested call 444-1444 and ask for Mr. Hargadine.

Some programs also run regular newspaper ads of this type, and public service spots on radio or T.V. Local Volunteer Bureaus may also do so for a range of job openings across all volunteer service areas in the community, including your own agency.

Special Recruiting Problems

Minority Groups, The Poor

As near as can be estimated at present, 40-50% of criminal justice agency clients are minority and/or poor people, but only 3-4% of volunteers are drawn from these same kind of people. The following are suggestions for increasing this involvement.

Expense-subsistence money must be routinely, completely, and promptly, proferred, with dignity. Minority and low-income people may be willing to work for you free, but they can't afford

to lose money doing so. Moreover, maybe the money should be offered a bit ahead of time. Viz. the ghetto lady who wants to come to your volunteer meeting but simply can't afford the $.90 for a bus cross-town.

And why should she have to take a bus cross-town, anyhow? Try setting up your volunteer office and headquarters as a natural part of the neighborhood. Keep the administrative head in the imposing, threatening, and remote courthouse, if you wish, but, for attracting ghetto volunteers, put the day-to-day operation in a "storefront" right in the neighborhood where the minority volunteer feels most comfortable. Volunteer Opportunities, Inc., 501 East 161st Street, Bronx, New York, is trying this.

Where possible, try to get a paid professional or sub-professional of similar racial or cultural background to lead volunteers of the same background. As a closely related point, deal with minority group people in their own language--don't force them to adopt yours. Thus, Los Angeles' VISTO's recruiting brochure, targeted for Spanish-Americans, is written in Spanish.

With a predominance of middle class volunteers, we have tended to adopt a middle-class work model for our volunteers. By this is meant such things as filling regular volunteer reports, appearing for formal pre-service volunteer orientation sessions, and, in some instances, showing up at a certain time for a work assignment. However, these things are frequently outside the current work ethics for minority and poor people; they may simply be outside their range of practical capability.

There are ways of adjusting your work structure to deal with this situation. For example, the "clothes closet" volunteer program at the Washington, D.C. Juvenile Court, asks four or five low-income black volunteers to be present for a morning's service. Thus, if a crises prevents attendance or on-time attendance of one or two of the volunteers the others are still likely to be able to attend.

Even irrespective of the formality problem, minority people seem interested in volunteering as groups rather than individuals, and accordingly more job designs of this type must be considered.

Informal personal approaches are particularly effective in recruiting minority volunteers. For example, several agencies have found that the best way to secure potential minority recruits is to ask the offender or his family who they know personally that might help him, then look at that person as a potential volunteer. The person thus named might be highly unlikely to volunteer in any formal way to serve the court or institution, but he is far more likely to help as a personal favor to serve his friend or acquaintance.

When less privileged people come to you (as a group, particularly), they may have their own more "militant" ideas about what needs to be contributed to the court or institution to improve programs for offenders. For example, the Chicano college group who may want to motivate your Chicano juveniles with pride in their cultural heritage (while your programs may be

more to adapt them comfortably to the culture as it is). Ask yourself: are you at least prepared to negotiate here? Some groups or individuals may be so distant from the agency in outlook that no amount of negotiation will eventuate in their working totally within the agency structure.

But that is no reason to lose contact with them altogether, failing to seek at least some areas where mutual interests do coincide.

We forward an excellent suggestion in this regard, made by Mr. Fred Persily, Community Services Consultant for the Parole and Community Services Division of the State of California (3745 South Grand, Los Angeles, 90007). Mr. Persily suggests that while we are probably not going to supervise the work of some minority group people, ex-offenders, etc., in the sense of their being under direct agency control, we at least ought to train certain court or corrections specialists in how to understand these groups, communicate with them, seeking to avoid unnecessary conflict, while accentuating areas of common objective. This kind of ambassador to minority volunteers would indeed have to be as specially selected and trained for this position as any traditional direct supervisor of volunteers. We, indeed, have recently learned of a similar position in the Winnipeg, Manitoba Court system. An indigenous paid person serves there as "court communicator," between the court and the indigenous people who comprise a large proportion of the court's clientele. One of the court communicator's tasks is to seek out indigenous people in the community, and involve them in voluntary action helping indigenous offenders.

Some minority leaders have indicated that even though the nature of the volunteer work itself would permit them to function within the agency structure, they would thereby lose credibility with their own people.

In such cases, a referral model, agency-monitored remains possible. That is, the agency refers the minority offender to the voluntary minority group which then works with him towards general objectives which the agency has determined. The agency also monitors the minority group in that regard.

The need for negotiation cannot be overemphasized. Indeed, the above strategies for involving minority people, the poor, and ex-offenders, have been shown to work. These methods can work; the only question is whether the agency is prepared to accept the inconvenience, the change, and the challenge which they surely entail. It is the authors' belief that these inconveniences are worth the potential dividend. The unique closeness of the minority and ex-offender volunteer to the offender, notably his unique experience and understanding of crime-causing conditions, and his special ability to relate to the offender and exert peer pressure.

While minority involvement strategies are reasonably well-developed today, they certainly require further thought and

development in the years ahead. For example, their concentration today is on recruiting minority people. What about screening and training them? All we can say at present, at a very general level, is that focussed recruiting of minority volunteers, and the negotiation process with minority groups, will tend to supplant more formal screening methods more appropriate to middle-class volunteers. Minority volunteer training may similarly be more informal than current methods.

Metropolitan Program Recruiting

In this situation, you'll normally want a higher proportion of minority and indigenous volunteers. Mass recruiting has to be employed here, sacrificing focus to volume. After recruiting, screening can still be handled by interview, and/or by observing volunteers during training.

Mass recruiting can be handled by talks before groups, posters around town, newspaper appeals, and spots on radio and TV (as public service time), incorporating good audio-visual recruiting aids. Some volunteer programs use the donated services of an advertising firm to make their promotions as effective as possible.

For specimens of posters, and spots which have proven effective in metropolitan recruiting, contact the following:

1. There are two fine posters from Partners of Denver: "Unwanted" (a boy), and one about a girl who stole many cars. (326 W. 12th Avenue, Denver, Colo. 80204).

2. The Office of Volunteer Programs, Washington State Office of Economic Opportunity, Hotel Olympian, Olympia, Washington 98504, has available, at the small cost of 18¢ each, twelve kinds of 18 x 12 colored posters. The posters are open-ended so they can be adapted to your program simply by putting the name, address, and phone number of your agency at the bottom. We mention here only the ones which might be most relevant to probation, parole, prevention or detention.

(a) A thirteen-year-old girl's portrait, "Unwanted. Take someone off the unwanted list," (b) A sketch of a youngster fishing from a dock, "All some kids want is someone to go fishing with them," (c) A sketch of a young man behind bars. "It's lonesome here. Where are you?" (d) A senior citizen standing on the sidewalk at the head of a block. "Life doesn't have to be a lonely road."

3. Large city agencies which have successfully recruited large numbers of volunteers are:

VISTO, Box 4002, Terminal Annex, Los Angeles, California 90054.

Cook County Juvenile Court, 1425 So. Racine Avenue, Chicago, Illinois 60608

Denver County Juvenile Court, City & County Building, Denver, Colorado 80202

Friends of the Juvenile Court, 410 E Street N.W., Washington, D.C. 20001

It is a good idea to organize a volunteer program around neighborhoods, with field offices and a coordinator in each neighborhood. The program should then have an easier time recruiting. Partners of Alaska and Partners of Denver have their offices in neighborhood homes rather than the courthouse. It's a better idea for people, especially minority and low-income people, to feel at ease in their own neighborhood rather than ill-at-ease and insecure in the county courthouse. You will then appear not to be so much a part of, and associated with, the power structure which for years has only meant trouble for these people.

Given the size neighborhood structure of metropolitan areas, it may well be that middle-class volunteers, too, may in some circumstances prefer to work out of their own neighborhood. Today, there appear to be more and more middle-class offenders for them to work with in their own neighborhood.

Rural Recruiting

Most of our volunteer recruiting problems tend to come at the extremes of population--metropolitan and rural--though they are quite different kinds of problems.

Some general principles of rural programming:

Less Formal. Few or none of forms and formal meetings.

Personal direct knowledge of potential people and their position in the community. You have to be a very good practical sociologist or anthropologist.

Personal intensive knowledge of each rural community.

Even more than elsewhere, let them do it their way.

Particular emphasis on the development of volunteer leadership for other volunteers, in each locality.

Capitalize on pre-existing local efforts; build on them.

Men

Women have done wonderful work as volunteers in corrections, probation and parole. We don't want fewer of them; but we do need more men. Correctional clients are perhaps 10-to-1 men; the tradition of volunteerism in this country has been approximately 10-to-1 the other way. While women often can and do work with male offenders, in many cases a male volunteer would be more desirable, if not a necessity.

Some suggestions for getting your man:

Be sure your recruiting approach stresses the challenge of working with a male offender.

Key in on your women volunteers, suggesting they talk it over with their husbands or men friends. Often the husband naturally becomes interested in his wife's correctional volunteer work; perhaps they'll end up working as a team.

Your present men volunteers should be especially urged to use the word-of-mouth "friendship chain," in recruiting their mail acquaintances. Men staff members should be encouraged to do the same.

Concentrate recruiting on men's service clubs, men's church groups, and even men's athletic and hobby groups. (Get the latter interested by utilizing the fact that their clubs' interest may be of interest to offenders.) Unions are a real possibility, too.

Prospects are generally quite good with the following groups (though every locality differs): (a) Among service groups, the Jaycees; (b) A nearby military base; (c) College men; (d) Retired or semi-retired gentlemen.

It won't come all at once, but by plugging away, you should be able to get the men you need.

B. Screening Volunteers

There are two ways you can look at screening of volunteers.

The old way is that whatever nice people offer you in the way of service, you have to accept, and smile as if you like it. Your main responsibility is to the volunteer.

Modern volunteerism emphasizes, instead, responsibility to the client and to the agency. It is probably for this reason that the Survey Results previously mentioned, state that screening was the highest priority area needing improvement. For, if providing the best possible service for the agency and clients is your basic objective, then it doesn't matter whether the person providing those services is paid or unpaid, part-time or full-time. In all cases, you will want the best people possible for the tasks at hand.

Therefore you should screen volunteers just as carefully as paid people, and you should be not at all embarrassed about it.

Moreover, the methods of volunteer selection parallel the methods of paid staff selection, with these three main exceptions:

First, many good-prospect volunteers will respond positively to hard screening. It means to them that this is an important job and that the agency is taking them seriously. However, a certain type of good prospect tends to be humble, modest, too easily discouraged at first. Be sensitive enough to spot this person and encourage him.

Secondly, volunteers typically detest paperwork or bureaucracy even if they accept it in their non-volunteer life, and they may balk at too much bureaucracy in the screening process. Similarly, some will not tolerate much in the way of written attitude and personality testing.[8]

Finally, in most paid work, the applicant must fit the job. However, because a lot of money isn't needed to create a new volunteer position, you have an added option here. If the person doesn't fit the job, you can sometimes create a job to fit the person. With the crucial proviso that this new job, too, is responsive to client and agency needs. Job creation calls for extra sensitivity and flexibility on the part of the volunteer screener. You're not just seeing if people can all pass through the same standard door; you may find yourself creating new doors to the shape of good, talented people.

Who Does the Screening?

The Director of Volunteer Services should have a major role in screening. After all, he or she is your specialist in volunteers, expert in identifying characteristics of the potentially successful vs. unsuccessful volunteer.

If at all possible, at least one other staff member should be involved in screening each volunteer. This will probably be the staff member the volunteer will work directly for, if other than the Director of Volunteer Services.

Some agencies also rely on the judgment of successful veteran volunteers in screening new ones. A few agencies combine these three ingredients into a screening committee, perhaps including also a professional person skilled in personnel evaluation. Also, involving clients as part of a screening panel is a method used in Spokane, Washington.

Your recruiter(s) are also screeners, and this will probably include some of the above three kinds of people. The reason is that focussed, selective, recruiting is really pre-screening. Your recruiters should therefore be oriented to your screening standards.

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[8] An exception seems to be testing for the stated purpose of matching the volunteer once accepted to the offender, rather than screening him in or out.

Your trainer of volunteers has an important role in volunteer screening because volunteer training can also be a realistic screening device. The next section will detail this.

Sometimes there may be sources of pre-screening even before the volunteer gets to you, such as: (a) A local Volunteer Bureau, Voluntary Action Center, Red Cross or similar organization; (b) A Citizen group (service club, church group) may also do some pre-selection from among its own membership; (c) College faculty can pre-screen an intern group for you.

Obviously, the volunteer program agency should have the right to veto such people selected for it by another group.

What to Look for in a Volunteer

The volunteer work force in this country is a minimum of twenty million people. Some estimate it as high as sixty million. If volunteers ever went on strike, most of our major human service institutions would fold within a few weeks. Yet, incredibly, evaluating the potential of the prospective volunteer is still very much an intuitive art, with very little in the way of systematic, objective knowledge.

This is another reason why your Director of Volunteer Services must have high-level abilities, and sensitive judgment as an interviewer.

But no amount of intuitive judgment is effective unless you're clear from the beginning what you're looking for. Have your volunteer job description firmly in mind, so you have a clear standard against which to compare applicants. In a diversified volunteer program, you will have multiple job standards, and the volunteer who doesn't measure up to one may measure up to another. Indeed, matching of volunteers to offenders, discussed in the next chapter, not only screens the volunteer against the general job; it screens him against a range of offenders. If he is screened out as incompatible with one offender or group of offenders, he may be screened in as compatible with another.

In other words, volunteer job-worthiness is relative to the job(s) you have available, and the offenders with whom you work. Be clear about what these are.

Background Characteristics

Use a Volunteer Registration Form indicating the kinds of things you'll want to know about the applicant.

Notice how similar this is to an application for paid work. Of course, you'll be emphasizing somewhat different things in your application analysis, e.g. previous volunteer work, free time in addition to paid or other mainline occupations (e.g. housewife), etc.

You may also be looking at the applicant's family more closely than you would in the case of paid work. Thus, if a

woman comes to you seeking paid work, you can ordinarily assume her husband approves, as a contribution to the family budget. But unless he thoroughly understands and accepts beforehand the volunteer commitment she is undertaking, a husband may come to resent the unpaid time taken away from him and the family, by his wife's volunteer work. So check directly with the husband, or develop in the screening interview that the woman applicant has done so. The same is true for the wife, if a man applicant, and even the children, if the volunteer work will tend to involve the entire family, e.g. volunteer foster parents.

The Volunteer Application Form as a Basis for Further Checking

Note that the above does not simply involve reading the volunteer registration form. It involves moving outwards from it, when you deem it appropriate to do so, e.g. checking out character references, or a call to any previous local volunteer program for whom the volunteer has worked. Many programs incorporate a routine police check in their screening process, advising the applicant beforehand that this will be done.

While checking out the application, a major pitfall may arise, and should be avoided at all cost. Don't make any immediate judgments when confronted with an applicant with a "troubled" past, e.g. psychiatric problem or incarceration. The important point is to attempt thoroughly to understand where the applicant is now.

Increasingly, correctional agencies are asking additional written material of the prospective volunteer; attitude tests, personality tests, even book reports on assigned reading in the correctional area. You may suit yourself on this, but remember there is a definite limit to the form-filling-out a prospective volunteer will tolerate. Thus, we sometimes find that court volunteer foster parents of good quality have applied previously to another agency for the same role, and been turned off by the excessive paperwork required.

Special Skills

In many volunteer positions you are looking for special skills or attributes as well as a good person. The rule here is to evaluate these relative to the job, just as you would for paid work.

Skill becomes of predominant importance in the case of a professional who seeks to serve as a volunteer in his professional capacity. Thus, an established optometrist, dentist, M.D., or psychiatric social worker, has already been judged as competent in his field, by his professional school and his peers. It is not up to you to judge him further on that score. In these cases, all regular volunteer screening may be short-circuited.

On the other hand, if a professional wishes to serve in a capacity outside his profession, he ordinarily goes through regular screening for it.

Personality and Attitude Characteristics

Generally, your judgment of the person should be keyed to these kinds of personality characteristics:

Maturity

Stability

Self-directed in his motivation for the work.

Perceptive, not rigid. Especially, not rigidly judgmental.

Accurate empathy. Ability to place onself in other's shoes, as distinct from sheer sentimentality.

Not primarily working out his own problems in his relations with others.

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

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

For direct-contact work with offenders, a strong self-identify. Someone unlikely to become a kook who'll do anything to win the offender's friendship.

Better volunteer screening is of paramount concern to professionals in corrections. Yet, when all is said and done there is such a thing as over-screening.

Thus, in many personality and attitude characteristics, volunteers can vary widely and still do good work. For instance, the chapter on matching describes four distinct kinds of basic attitudes, each of which may be quite suitable when the volunteer is compatible with the particular job or offender he's assigned to.

Secondly, we must all beware of venting snobberies or prejudice by unconscious screening on class characteristics not directly related to the individual's job potential, for example race, educational level, membership in a formal religious denomination, non-membership in a formal religious denomination, and offender or ex-offender status. In all such cases, weigh the worth of the individual, pro or con, rather than the stereotype of the class.

type of the class.

Two other situations which should be alertly identified as reducing the need for screening are first, as noted previously, an established professional seeking to serve in his professional capacity. Secondly, for a long-time personal friend of staff, the regular screening process can be short-circuited. If you haven't learned enough about the person from personal acquaintanceship, the formal screening process will probably teach you little more.

Methods and Approaches to Screening

All the above can be drawn together in terms of main screening methods used.

An analysis of the volunteer registration form, and perhaps other forms filled out by the volunteers, will give an indication. This includes further checking out of appropriate items on the registration form, as discussed previously, e.g. contacting character references and previous volunteer employers.

Further information will be supplied by an interview, preferably two: one by the Director of Volunteer Services and one by staff member directly concerned with the program and/or for whom the volunteer will work. The idea is to develop further and if necessary validate in direct confrontation, items as the volunteer registration form, plus the skills and personality characteristics described above, many of which may not be visible from the Volunteer Registration Form.

Realistic job previews or work-samples can be very helpful. The general idea here is to observe the volunteer on-the-job, as much as possible, before committing yourself finally to retaining him for long-term full work.

This strategy has been previously implied but not really described, so we will devote more explicit attention to it here.

-Do not accept volunteers until they have completed a pre-assignment orientation designed to give them a realistic foretaste of what is in store for them. Observe the prospective volunteer in role-playing of typical volunteer problem situations and small group discussions.

-For some jobs, a trial or short-term probationary period on the job, or in a less demanding version of the job, may be possible and desirable. This may be true of some administrative jobs; it is <u>not</u> ordinarily true of a 1-to-1 offender assignment where you want to ensure consistency over a long period. Probably the offender has already had too many in-and-out "trial" relationships with adults. However, one possibility here is lay group counseling or similar group work, to assign the prospective volunteer for a trial period as secondary assistant to the established volunteer who leads the group.

-Veteran volunteers from another correctional agency who've moved to your town have had a realistic job preview elsewhere.

-As a general rule, some screening can occur <u>within</u> your volunteer job system. Thus, if you're uncertain as to the volunteer's suitability at any given level you can:

Use the short-term probationary trial period, as described above. You may also be able to observe a prospective volunteer in an occasional-service capacity before accepting him for more demanding regular service. Finally, you may be able to watch the volunteer's performance in a less demanding volunteer position before accepting him in a more demanding one, e.g. observe volunteer probation officer performance as part of screening for volunteer foster parent or lay group discussion leader.

Again, the general principle in all of this is to use a sampling of actual, or similar, job performance as a basis for evaluating the volunteer's suitability for a more demanding or continuous version of the work.

Guidelines for the Turn-Down

Volunteer selection and screening is a sensitive, time-consuming process. If you're going to end up accepting all comers, there's no point taking the trouble to screen in the first place. In other words, careful volunteer selection implies turning down some people, including nice, well-meaning people. This is likely to be unpleasant, but it is necessary, for the welfare of the client and the agency. The alternative is to get, and deserve, a reputation for accepting slipshod service for your offenders and your agency. No quality volunteer program can survive such a reputation.

Here are some guidelines for the turn down, presented as a kind of defense in-depth. Focussed recruiting will lessen the number of people you will potentially have to turn down. At any point prior to final acceptance, avoid explicitly promising the availability of a position. Such a promise only sharpens the disappointment of a turn-down. Provide the maximum number of what have been called "honorable exits" prior to the final decision. In other words, give the volunteer the maximum number of opportunities for screening himself out before you have to do it for him. For example;

> After the first recruiting speech, he must take the initiative in coming to your office.
>
> Give him the registration form to fill out, perhaps after an initial interview, and let him take the initiative in filling it out and returning it.
>
> Don't sign him on before the end of the pre-assignment training period. This allows him to find it inconvenient to appear for any or all of the sessions and thus screen himself out.
>
> You might consider other pre-acceptance "test duties" such as writing a book report on a relevant book.

Explicit and substantial commitment. Will the volunteer sign a solemn work pledge, etc. He can decide not to.

Your own foot-dragging on the application is a further opportunity for an honorable exit for the volunteer. Some agencies, when a volunteer calls to make a screening appointment, deliberately don't call him back right away to see if he'll call them again.

The other side of the coin in all this, especially the last one, is the danger of discouraging good people. "In-depth defense" shouldn't be laid on too thick.

If you have a diversified program, you can offer a volunteer who's unsuitable for one job, another less demanding job you feel he can handle. Then if he refuses, he's turning you down, not vice versa. Creating another less demanding job for the person also eases the turn-down situation.

Along the same line, many Directors of Volunteer Service keep on tap a list of other volunteer openings in the community, or keep close contact with the local Volunteer Bureau in that regard. Then, if the applicant doesn't qualify for any position you may have, you can at least refer him to other positions for which he might qualify. This says to him that though you can't use him, you do feel he has something to offer, and are interested in him getting the chance to make this contribution.

A few agencies avoid the moment of truth, simply by ceasing to act on the volunteer's application. Thus, they never get around to assigning a job or an offender to the applicant, hoping he'll get the point that way without direct confrontation. This procedure raises the essentially ethical question--does the volunteer deserve to be told the truth directly, or is it sometimes kinder to do it indirectly? The direct method is usually the best.

When all your in-depth defenses have been breached, there will be times when you'll have to say to a person honestly--sorry, thanks for applying, but we can't use you. It is compassionate to take the time to explain why, if the applicant wants to know. Certainly the turn-down duty should be handled by a very sensitive but firm person, with some counseling skills if possible. Given this, it can actually be a positive insightful experience for the volunteer.

This is never easy, but it may become somewhat easier as your program builds a reputation for insisting on the right person for the right volunteer job in your agency, due to the primary responsibility of getting the best possible service for the client and the agency.

Not every person expects to be accepted for a paid position. For the same reason, and as modern concepts of volunteerism take hold, not everyone will expect to be accepted for the special demands of "correctional volunteer."

C. Orientation and Training of Volunteers

A chapter on training volunteers used to begin with a defense of the need for such training. That is no longer necessary. Amont other things, the verdict of usage is in. Volunteer training of some sort has actually been installed in about 97% of all programs.

Orientation and training is usually thought of as a means of presenting information necessary for job preparation. This is true but incomplete. Training also has an astonishingly broad impact across the spectrum of program management:

Training should be directly keyed to conveying volunteer job descriptions and to the philosophy that unpaid service is no excuse for inferior service.

An established quality training program is a powerful recruiting lure. Many volunteers have the desire to learn and grow as a main motivation.

Orientation is a prime builder of espirit de corps and sense of mission among volunteers.

Continuing training is a prime incentive for volunteers in continuing their service.

Volunteer pre-service orientation should be viewed as an integral part of the volunteer screening process. Up to 30-40% of prospective volunteers may screen themselves out during or after a realistic pre-service orientation course.

Some agencies allow some people to sit in on their volunteer orientation program, regardless of the likelihood these people will ever participate actively as service volunteers in the agency. This gives training a public education and a public relations significance.

Training sets the tone for the volunteer supervision process generally, and is actually an initial phase of it.

Volunteer Training: Six Objectives and Components

These beneficial by-products are important. But from here on let us concentrate on the goals of volunteer orientation in the "narrower" sense of deliberate preparation to do a better job as a volunteer.

Every volunteer must know what his job will be like, what the system is like, and what the offender is like. In addition, he may need to know where the helping resources are, counseling or other job related skills, and some ceremonial components.

Note well all this is a matter of attitude change as

information intake. As Professor James Jorgensen[9] says: "A principal purpose of volunteer training is to replace fantasy with reality." Information can do much of this, but there may also have to be some emotional eye-opening experiences. It doesn't matter how fine, intelligent, well-balanced, or mature the volunteer is. Ordinarily he doesn't know a great deal about the corrections system or clients, and he's not a mind-reader. He doesn't know what you expect of him as a volunteer until you tell him, clearly and completely.

Anyone who doubts this should examine some research which tested volunteer applicants as to their knowledge prior to training. Half of them didn't know the name of the Judge; none of them knew the name of the Director of Court Services.

Let us discuss each of the six components of volunteer orientation.[10]

(1) What the volunteer job is like.

Work from your volunteer job description: hours, length of service, reporting and other required procedures. The volunteer doesn't know what his role is until you tell him what it is and what it is not. Provide plenty of time for question- and discussion of presentations, role playing, films, and other training aids. All of this should be keyed to the volunteer job in relation to clearly specified goals of the volunteer program.

(2) What the system is like.

This is not a course in law, but a common sense appreciation of the correctional system and the rules under which you and the volunteer will operate. You should include such things as a lay summary of general state codes; they should also emphasize local procedures and administrative systems, e.g. probation rules, security regulations at an institution (very important), and a glossary of common terms.

(3) What the offender is like.

The average citizen is woefully ignorant of what the offender is like and he can't operate successfully on unrealistic stereotypes. Your job is to puncture fantasies and replace them with

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[9]Professor, Denver University Graduate School of Social Work, National Court Volunteer Consultant, and author of a book on training the court-correctional volunteer.

[10]Every one of these areas is covered in far more detail in the forthcoming book, Volunteer Training in Courts & Corrections, by Professor James Jorgensen and Dr. Ivan Scheier.

reality. An offender or ex-offender should be part of your faculty. You should also include slides and tapes telling it like it is. At least one program is seriously contemplating training volunteers and offenders together, so each can learn to work with one another.

Tours and visits to jails, court proceedings, high delinquency neighborhoods, will help. At least one court gives the volunteer the other fellow's viewpoint by putting him in a jail for a little while.

A special problem for volunteers in institutions is understanding not just the individual offender, but the inmate culture.

(4) Vocations and utilizations of helping resources.

Examples here are welfare, mental health, Alcoholics Anonymous, employment or vocational rehabilitation agencies.

In this regard the community to be worked in can be either misunderstood and misused, or it can harbor a wealth of information, and resources, in people, institutions, and general support. It is imperative that the volunteer be well-equipped with local resource information in order that he/she can feel confident and knowledgeable about their community's potential to aid them in their job. Most orientation programs provide volunteers with a concise listing of community helping resources which might be needed for their offenders. These are further discussed with the volunteer, preferably by people who actually work in these resource agencies.

Note that it is not usually enough simply to tell the volunteer where the helping resources are. He must also know how to approach these agencies to secure this help. Do you want him to do so only through the intermediary of an appropriate person in your own agency? If not, what are the best procedures for the volunteer to use in approaching these agencies directly.

As a final point here, the volunteer's knowledge of community resources should be periodically updated, perhaps as often as twice a year, because the community resources situation is frequently complex and rather fluid.

(5) Counseling or other job related skills.

The old canard here is: Don't deprive the volunteer of his humanity by making him a "watered-down professional." To the contrary, much recent literature conveys the desirability of conveying to layment as helping agents, certain professional insights. The community Mental Health movement is but one example of this; another related one is the impressive recent development of "lay counseling" as a distinct and valuable body of knowledge.

In the "watered-down professional" warning, there is also the unfair implication that such skill training would deprive the volunteer of his humanity, hence that professionals generally are cold fish, lacking in humanity.

This is an unfair implication, and the canard is not true. A good human being can learn to be a better human being when exposed to the benefits, sensitivities and basic methods current to counseling methodology and community resource development. Certain basic aspects of counseling and other treatment methodology can be made understandable to laymen and effectively applied by them. Indeed, lay counseling is today an organized body of knowledge which has helped many court-correctional volunteers do their job better. Some programs also give their volunteers the benefits of Behavior Modification, basic insights, or even transactional analysis. Again, the art of listening can be taught, needs to be taught to most of us, and is taught to volunteers in many programs.

The major point is that skills and insights, humanely and realistically conveyed, can bring the volunteer closer to the client. This reminds us of another form taken by the objection to conveying skills to volunteers: "You can't teach a person to be a friend." The erroneous assumption here is that the volunteer-offender friendship occurs naturally and spontaneously as in the world-at-large.

But at least at first, the volunteer is an assigned friend. Typically, the offender is not a person he would ordinarily choose or be chosen by as a friend. Therefore, some skills and insights have a role in helping this "assigned friendship" become eventually a natural one.

(6) Ceremonial components

These may include a welcome by the agency head or high official and some form of graduation ceremony at the end of training (including sometimes, a swearing-in ceremony). The purpose is to impress upon the volunteer the seriousness of his service, and to build a sense of shared goals with his fellow volunteers and the agency.

Following the general training which all new volunteers should attend, special sessions for specific job training should take place. For example, have your tutors get together separately of the large group for special skill training. Often a veteran volunteer in the special job and/or a client of that service can help with the training. This special training is ongoing throughout the assignment.

Moods and Approaches to Training

Make training relevant, practical, and realistic. Ordinarily volunteers don't want theory and abstraction.

Volunteers are by definition participating people. Give them the chance to express this healthy predirection right from the start, in training. There should be a minimum of

lectures and other one-way transmissions. Instead there should be lots of small-group discussion, plenty of time and encouragement for questions and answers, emphasis on role-playing and other participative methods. The use of video tapes and playback is regarded favorably here and coming into increasing use.

Change the pace and mood. Remember, your volunteers are apt to be a bit tired after a full day in their other life--most volunteer training has to be evenings or weekends. Therefore, avoid overlong commitments to any one mode or medium. Lectures should be no more than 15-20 minutes, or at most 25-30 minutes. Change pace regularly from such one-way transmissions to the participative mode, and keep mixing your media: lecture, panel, small groups, role play, films, tapes, slide shows, the use of video tapes, tours and visitations, etc.

There are a number of quite good volunteer training aids coming out. There are a number of fairly bad ones, too. Try to review them personally before actually using them, or at least read reviews and ratings of them in directories of volunteer training aids.

In general, however, the poorer ones are over-long, poorly made technically, out of date, or concentrate on "selling" one particular program or approach, instead of providing the volunteer with a balanced view of pros and cons and reasonable alternatives.

Your Volunteer Trainers

1. Your Director of Volunteer Services must be a skilled volunteer trainer. That's one of his main functions; he has to pull it all together.
2. The head of the agency, or a high official, at least for those important ceremonial appearances.
3. Regular agency staff, for what they know about the system and to keep them directly involved in the program.
4. Veteran volunteers.
5. Offenders and ex-offenders.
6. Correctional and social science experts from the community, e.g. the local college. Past experience here demonstrated that they are frequently willing to volunteer their services as trainers. Just be sure they avoid the theoretical approach.
7. Representatives of community resource agencies your offender might have need of or be involved with, e.g. mental health, welfare, schools, employment and vocational rehabilitative services. This not only conveys useful information; it gives these other agencies a direct involvement in your program, and makes it more likely they will respect your volunteers and the program as a whole.
8. Trainers from local industry, as a public service.

Concluding Remarks

This section has given broad guidelines, rather than detail, for two reasons:

First of all, your volunteer orientation program should copy no one. It should be as unique as your program, adapted to local agency conditions and objectives. This orientation will grow, once you have the general working principles, out of your program goals, your volunteer job descriptions, the overall agency objectives with which any volunteer program must be closely reconciled.

CHAPTER IV

MATCHING AND JOB PLACEMENT

Matching should be considered a natural extension of the screening process. However, like orientation of staff, matching and job placement have only lately come into their own as crucial features of the volunteer program management process.

The logic of effective matching is as follows: while volunteers should be trained and given some skills, their primary contribution to corrections lies with the natural qualities and pre-existing skills they previously possess. We must, therefore, try to place the volunteer in a job situation which is maximally compatible with his natural qualities and pre-existing skills. Poor matching will make the volunteer unhappy as well as ineffective, and may well account for much of the problem of high turnover rates.

There is no way of being precise about this, but we believe the matching component is at least as important as the training component in producing high-quality volunteer service. It could be twice as important, though heretofore it has received scarcely half the attention volunteer training has received.

Matching, or capitalizing on existing qualities, can be broken down into three major categories:

Matching of volunteer to job.

Matching of volunteer to supervisor.

Matching of volunteer to offender.

Volunteer Matching

Matching the Volunteer to the Job

There is no doubt that a diversified volunteer program, with many job options, is somewhat more complex to administer than a program which concentrates on one or a few job categories. But most programs, as they mature, tend to diversity as well as increase in total number of volunteers, probably because diversification has definite advantages.

First of all, it makes it less probably that you will have to reject a potentially good volunteer because he can't qualify for the one job you have. You have a good chance of finding some job he can fill. Also, you have a better chance of matching the volunteer to the job for which he is naturally best qualified.

Interview and volunteer registration form information will be major resources in matching. Be sure the volunteer is clearly aware of the various job options, and relevant job descriptions, open to him.

Consider, though, that studies of volunteer motivation indicate that some volunteers seek a change of pace in their service; that is, what they want to do as a volunteer may be different from what they have done, and presumably are fitted to do, in their history up to now.

A second qualifier on all the above, relates to the difference between paid and unpaid work systems. In a paid work system, you can rarely create a new job for a person who comes in with unique and useful qualifications. It is far easier to do so in an unpaid work system. For example, in one court, ten years ago, a psychologist came in who didn't really fit any existing volunteer job categories. Three years later, an optometrist offered his services, likewise not fitting existing volunteer job options. In both cases, however, a volunteer job was built around their qualifications: volunteer diagnostician, and volunteer administrator of visual examinations, respectively. Both volunteers are still on the job, and there are many similar instances around the country.

In other words, traditional paid work screening usually can only fit the person to the job, and throws the person away if he doesn't happen to fit the job. Creative screening and matching for volunteers can fit the job to the person.

Matching the Volunteer to the Supervisor

Very little has been done about this. Of course, if you've only got one supervisor of volunteers, you have no problem (and no solution either). But where you have more than one person supervising volunteers, it is probable that any given volunteer will work more smoothly with one of them than the other.

All of us have seen cases where two perfectly good people simply could not work well together. The work suffered and they suffered. The same may be true of the volunteer and his staff supervisor if no attention is paid to their compatibility, or lack of it.

We know next to nothing about staff-volunteer matching, and the following are no more than hints:

> Insofar as staff participants in recruiting and screening of volunteers, they will already have had some kind of choice concerning the type of volunteers they like. Take careful note of this for each staff member.

> Likewise, observe the interactions between staff and volunteers during volunteer training.
>
> What kind of other people on staff does a staff member get along with best? Chances are he'll get along best with that same kind of person as a volunteer.
>
> Try to provide diplomatic ways in which either a staff person or a volunteer can opt out of their relationship. That's easier said than done, of course. One way might be to explain the situation frankly during staff and volunteer training, as we have explained it in this section.

Matching the Volunteer to the Offender

This refers solely to those situations where either a one-to-one relationship is desired and feasible, or a one-to-group situation. In both cases the single individual is the volunteer.

The process can be broken down into two stages, the first of which frequently goes unrecognized. First, is the offender compatible with any volunteer; is he receptive to volunteers at all? Secondly, if the offender is receptive to volunteers, which volunteer is he most receptive to?

Receptivity to Volunteers: The Stop-Go Question

Since the modern resurgence of volunteerism in 1955, well over a quarter of a million correctional volunteers have been assigned to offenders, most frequently on a 1-to-1 basis. Incredibly, we still don't know just what makes an offender receptive or unreceptive to what a volunteer can do for him. Estimates are that anywhere from 30-70% of offenders may be receptive to volunteers, but these are only estimates, and to repeat--even if we got the total proportions right--we still don't know how to identify individually the unresponsive versus the responsive offender.

To assign a volunteer to an offender who will not respond to him, or who could be better worked with in some other way, is surely as wasteful as failing to assign a volunteer to an offender who does need a volunteer.

The following is a preliminary rough checklist designed to help organize your thoughts as to whether or not an offender could be receptive or not to what a volunteer might do for him. Thus far, it is "validated" only by general experience and intuition.

___1. Has low self-image and little self-respect

___2. Presents indications of neglect or lack of attention

___3. Has one parent family

___4. Seems to be too influenced by peers

___5. Tends to be a minor offender, or first offender

___6. Is suspicious, lacks trust, feels persecuted and that others are unfair

___7. Is introverted, cannot loosen up with anyone, has difficulty communicating

___8. Is lonely, needs a friend

___9. Is immature, dependent

___10. Has problems which are triggered or maintained by environment

___11. Does not assert himself appropriately

___12. Has few social skills

___13. Is fearful

___14. Has few interests

___15. Does not appear to need psychiatric or other professional treatment

___16. Does not resist idea of volunteer and seems willing to cooperate

___17. Family indicates they will cooperate too

___18. Does not know how to have fun; behaves like a little adult

___19. Is self-conscious; is easily embarrased

___20. Has fixed expression, lacks emotional reactivity

___21. Dislikes school

___22. Is tense, unable to relax

___23. Is depressed, does not talk or do much

___24. Is clumsy, awkward

___25. Is sensitive

___26. Runs away from home

___27. Does not respond to praise

___28. Is anxious

The above checklist is only a very preliminary approach to a complex problem. While it can be roughly "scored" by counting the checks, it is perhaps better conceived simply as a reminder list of aspects the decision-maker should consider.

Tom James, Coordinator of the Compass program in Winnipeg, Manitoba, has begun using the Interpersonal Maturity Level (I-Level) in regard to volunteer receptivity. Volunteers are assigned to two classifications of youngsters: The Level 3, immature conformist (CFM) and the Level 4, anxious neurotic (Nx).

> "Although the immature conformist category has undergone some major re-evaluation and refinement into various sub-types, we work in terms only of the crude classification of the typical "follow the leader" youngster. We find that he is equally willing to accept the leadership of the volunteer as he is of his delinquent peer group leader. The major drawback is that he tends to follow the leader that is at hand at the moment and this creates considerable frustration for the volunteer. Frequently the youngster will fail to keep appointments with the volunteer because a more attractive leader has led him astray. Similarly, although he appears to be responding to the influence of the volunteer while with him, the minute the volunteer goes away he is equally susceptible to deviant leadership. Volunteers working with this kind of youngster have to be prepared for these facts, and also have to be prepared to provide rather strong positive direction to the youngster, since according to the classification analysis the Level 3 is unable to differentiate and make strong decisions for himself. We find that our student volunteers are often uncomfortable working with these youngsters because their conversation tends to be very superficial and they are incapable of analysing what is going on in their own lives, or the world around them. They do respond, however, to the straight activity kind of relationship and readily enjoy the kind of social opportunities that our volunteers provide them. Our probation officers seem to see indications in certain cases that the Cfm children are maturing in the process of consistent relationship with volunteers. This is apparent, for example, in the way they behave and learn to fit into the middle class homes and situations to which the volunteer may gradually be able to introduce them.

The Level 4 Nx youngsters characteristically feel that they are bad and that no one understands them. They are, however, often able to talk about their feelings and the world which impinges on them. They are more likely to find it easy to "rap" with the student volunteer, for example, who may well share some of their anxieties about life in general, and the world in particular. I-Level theory suggests that Nxes are not impressed with adults repeatedly telling them that they are not as bad as they think they are. These kids only see this as another adult who doesn't really understand them. We caution our volunteers against getting into this trap, and if they can manage to accept the youngster's low self-image at the start, we find that the volunteer relationship can help the self-image to improve over time. Setbacks with these youngsters tend to be more episodic, and although the volunteer may be disappointed, it is a good thing for him to share that disappointment with the youngster without rejecting him in the process. With this level youngster, activity is not so crucial except as a means of building his self-image gradually. He is often content merely to be with the volunteer and to have the opportunity to talk when he is ready or in a crisis situation when he needs some one to listen. As indicated the volunteer who pictures himself more as counsellor is happier with this type of child."[11]

Matching the Receptive Offender to a Volunteer

Let's assume it is decided that the offender is generally receptive to what a volunteer can do. The crucial question is, which volunteer is he most compatible with; in other words, not 1-to-1, but which one with which one.

Why is this a crucial question? The rationale might be termed the "individuality theory" of volunteerism, as described recently in the Volunteer Courts Newsletter.

> "INDIVIDUALITY THEORY OF DELINQUENCY: A THEORY FOR VOLUNTEERS
>
> Here is a theory of delinquency treatment which was never possible before, because volunteers uniquely make it possible. It is the first theory of delinquency which specifically depends on the use of volunteers, for its principal prescriptions are:

[11]Volunteer Courts Newsletter, Vol. 5, No. 2, May, 1972, p. 8.

1. Each offender is uniquely an individual, like no one else except himself. Being an offender does not make him a little tin soldier, stamped in a mold. He is as much an individual as any non-offender. So, out the window go all probation panaceas, because all of them clump offenders together under common conditions, common attitudes, common causation. You've heard these cure-alls before: "Print their names in the paper," "Jail the parents," "Inspire them," "Give them more positive opportunity," etc. Each of these works for some offenders (perhaps only a few), but none of them works for all or nearly all offenders. They don't work, except perhaps as a way of kidding ourselves, because each offender is an individual; and no two offenses have exactly the same causes or conditions. Indeed, over the past eight years, the writer has done psychological diagnoses on 1,750 individual juvenile and adult offenders. No two of these 1,750 were ever exactly alike. Individuality theory reserves a basic dignity to the offender--it says he is a unique human being; not just another cipher, another body in a faceless army. This is of course in the finest tradition of our country: respect for the worth of the individual.

2. Above all, if each offender is an individual and his offense individually caused, it makes sense to assign one treatment agent to each offender, so the treatment agent has time and opportunity to appreciate and work with the individuality of the offender.

3. Only with volunteers can you do this, and then only with good volunteer-probationer compatibility matching can you find just the right individual volunteer needed by each offender. (Notice, while individuality theory requires volunteers, it denies that just any volunteer can help just any offender.) Then, too, as the volunteer and offender use the gift of time together to get to know each other as special people, general role preconceptions fade, and they get to know each other as unique individuals. If there is any magic in volunteerism, it is in this light emerging from intensive mutual understanding between two individual people, made possible by time together. But it is a different light every time.

Another beauty is that with volunteer-reduced caseloads, paid professionals can also come closer to the individual treatment ideal."[12]

[12]Volunteer Courts Newsletter, Vol. 4, No. 1, February, 1971, p. 13.

What, then, are the "procedures" for matching volunteers and offenders? Note that they are mainly guidelines for intuition. Though we may be able to better systematize matching methods in the years ahead, the personal judgment of the volunteer coordinator will always remain central in this regard. The guidelines below are meant simply as supplements to this judgment, not as replacements.

The determinant characteristics of matching volunteers and offenders are: age; sex; race, sub-culture; location; interests and activity preferences; general attitudes and personality; expressed attitudes towards each other; and behavior together.

Each of these should be considered equally. Moreover, within any single one, "exceptions to the rule," as stated below, are quite common, and flexibility is recommended. Let us take each of these volunteer-offender matching considerations in turn.

Age

Probably the 1-to-1 volunteer should be at least a mature 18-19, for the youngest offenders, e.g. ages 12-14, and for any older offender at least 19-20.

In the young offender range, 17-21, the volunteer ordinarily should be at least 3 or 4 years older.

When offenders get into the 25-30 year old range, the volunteer's age per se is not so important, providing the previous suggestions as to age have been observed. Here the volunteer can quite easily be younger than the offender.

The decision as to whether the offender should have a volunteer approximately his own age, as versus someone considerably older, depends on your judgment as to whether his main lack is communication with age-peers, need of an older, stabilizing "father figure" type, etc. It is certainly more than a chronological kind of calculation.

Sex

The general rule has been volunteers and offenders of the same sex, man with man or boy; woman with woman or girl. But there can be exceptions, though they should be carefully weighed by the coordinator first. Thus, it is sometimes appropriate for a woman to work with a younger boy, e.g. if he appears to need "mothering."

In some kinds of less personal and more restricted 1-to-1 roles, e.g. volunteer tutor, the "same sex" guideline is not so binding.

Where a married couple work together as volunteers, they can often, as a team, relate far more easily to an offender of either sex.

Finally, one implication of today's increasing emphasis on responsible correctional roles for women may be that we take another look at our unwillingness to assign women volunteers to "tougher" cases, which often means male offenders. Such assignments are in fact far more routine in English correctional volunteerism, and they are also becoming more frequent in the paid staff area here in the United States, e.g. women probation officers working with male offenders.

Race-Subculture

As discussed in the chapter on recruiting, the correctional volunteer movement is relatively lacking in minority group and economically unprivileged people. Therefore, cross-cultural or cross-class matching is frequently obligatory. The suggestions here are, first of all, where cross-cultural matching does occur, try to find a volunteer who is especially sensitive to and willing to learn about the offender's sub-cultural or racial background. A rigidly patronizing volunteer is deadly here. Other things being equal, a volunteer of the same race or sub-culture should be considered desirable, especially if you feel the offender needs more pride and identification with his culture and race.

We should probably all be striving harder to recruit more minority and poor people as correctional volunteers.

Location

When two volunteers appear equally suited to be matched with an offender a criterion for choice is the volunteer and the offender should live relatively close together. The reasons for this are, first, easier access to and communication with each other. Secondly, the volunteer is more likely to be directly familiar with the offender's home and neighborhood situation.

The Partners Program of Denver, and Alaska, keep track of how they're doing in this regard by placing pins on their city maps, different colors for volunteers and offenders, with a string between each match. Again, it may not always be particularly relevant. But, it should certainly be on your list of things to consider in volunteer-offender matching.

Interests, Activities, Skills

A common, naive assumption is that building a relationship with an offender is all "talking together." Actually, far more of it may be doing together. Scarcely a word may be said as the volunteer and offender work on a car together, go fishing, or visit museums or concerts. In institutions, there may

be a far more restricted range of joint activities possible, hence talk may be relatively more important. But even if it's only talk, just one solid common interest may be worth a million words. The volunteer recruiting and screening process should identify these for the volunteer in his registration form, and during interviews. The same should be done for the offender during work-up.

To ensure that they're systematic and comprehensive about this, the Winnipeg, Manitoba Compass volunteer program asks their volunteers to fill out a "Shared Activity Inventory" which is simply a list of about 50 types of common activity-interests, each of which the volunteer can mark at one of three levels of interest for himself. The form could easily be re-designed so that both volunteer and offender forms could be compared with one another. The number of overlapping checks, and opposite interests, would then be highly significant here. Some relative weighting should be assigned categories in terms of your own judgment. Thus, in any given match, overlapping interest in a single category such as working on cars, may far outweigh lack of overlap in any number of other categories such as symphony, etc. Naturally, a lot of conflicts in direction of interest level should be avoided, too.

General Attitudes and Personality

Corrections has recently begun to implement a common sense, yet profound, insight: treatment agents differ in their attitudes toward treatment, and these differences reflect in their effectiveness with different types of offenders.

This kind of system has been used for matching regular staff with offenders. It can equally well be used for matching volunteers to offenders. One of the extant systems in this regard is the Quay-Ingram Behavior Category or BC system, developed and used at the Kennedy Youth Center, Morgantown, West Virginia. It is hopeful because the four categories in which it places offenders seem to make sense on the basis of correctional experience. It is also relatively simple and straightforward to use, and available preliminary evidence indicates that its use does strengthen the volunteer's chance for success with the offender.[13]

The BC system first places offenders into four major behavior categories, as follows: BC-1 (lazy-inattentive); BC-2 (anxious-guilty); BC-3 (hostile-aggressive); and, BC-4 (peer loyalty).[14]

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[13]"Institute on Research with Volunteers in Juvenile Delinquency," Procurement information in Resource Directory, Section IV. See Frontier 4, NICOVIC.

[14]Volunteer Courts Newsletter, Vol. 4, No. 1, January, 1971.

BC-1. These youth are lazy and inattentive, showing a general lack of interest in most things around them. Their actions may be described as childish in nature, and correctional officers usually label them as blundering or helpless. They are rather weak and naive. Although they lose their tempers they are not assaultive. Frequently they seem preoccupied and may give the impression of being "out of it."

BC-2. Youths in this category feel very guilty and genuinely sorry for what they have done, but they are quite likely to repeat the same thing tomorrow. Despite being very selective about their friendships, they usually are willing to talk about their problems. These individuals frequently have nervous or anxious ways. They may impress you as feeling sad or unhappy much of the time.

BC-3. This type of youth is very hostile and aggressive, showing little, if any, concern for the welfare of others. These people have a high need to create excitement since for them things quickly get too boring. Attempts to control them verbally are not very effective. They are frequently both verbally and physically aggressive. They will lie without qualms and manipulate others to gain their own ends.

BC-4. These individuals have usually been involved in gang activities, and demonstrated a high degree of loyalty to that peer group. They are relatively unconcerned about adults because their pleasure is obtained by going along with their friends. Except for their delinquent acts, these youth appear quite normal. They are able to get along reasonably well in correctional institutions, but generally revert to their prior behavior following release.

Quay and Ingram have tests for placing offenders in these same four categories, though these tests are quite complicated, and most agencies currently using this system rely more on direct judgment of the offender.

Once the offender is identified as in one of the four BC categories, a simple test can be administered to volunteers, placing them in one of the same four categories. Volunteers are tested in terms of their natural aptitudinal preferences for working with one of the other of these behavior types in offenders. This test is the "Correctional Preference Survey" and a slight modification of it by the National Information Center is reproduced in Appendix H.

The advantages of the BC system, again, are that it is simple, its categories seem to be solidly based on correctional experience, and that it has had some preliminary validation.

Moreover, Dr. Gilbert Ingram is at present organizing further research and development in this area.[15]

A Matching Service

A service offered by the Probation Service Institute for a small fee whereby a simple attitude and personality test is administered to the juvenile by a volunteer and sent to the Center for computer processing which indicates the juvenile's relative receptivity to 17 different kinds of characteristics a volunteer might possess, e.g. "good listener," "decisive leader," etc. The service eliminates the need for a psychologist on the staff. Further details can be obtained from the affiliate of the Center: The Probation Service Institute, P. O. Box 2150, Boulder, Colorado 80302.

Personality, as distinct from attitude, tends to refer to more permanent dispositional traits in the person, e.g. hostility, introversion, and the like. At least two courts are contemplating giving a personality test both to juvenile offenders and to volunteers, after which they will attempt to determine the similarities or differences in profiles or profile pattern, which seem to correlate with success or failure of the volunteer-offender match. The tests to be used are the high school personality test, for juveniles, and the 16 Personality Factor Test for adult volunteers. Precedent for this kind of approach already exists at least analogously, in personality profile compatibility studies of successful versus unsuccessful marriages.

Expressed Attitudes Towards Each Other

If you want to find out whether a volunteer and offender will fit together, one thing you can do is ask them what they think of each other. It may also be desirable to ask the most intimate peers of the offender (parents, wife) and of the volunteer (wife, children). This assumes they will have some contact before formally assigned. The next section describes some of the ways this can be done.

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[15]Key reference for further readings in the Quay System are: "Differential Treatment...A way to Begin:, Dr. Gilbert Ingram and Herbert Quay, Bureau of Prisons, U.S. Dept. of Justice, Washington, D.C. 20537, Sept. 1970; and, "The Differential Behavioral Classification of the Juvenile Offender, "Drs. Herbert Quay and Lowell Parsons, Robert F. Kennedy Youth Center, Morgantown, West Virginia.

One qualifier here is that the offender, in some cases, may reject the very volunteer who will be best for him. Be alert for this kind of thing, and in general consider expressed attitudes towards one another as only one consideration of many in the total picture.

Perhaps a more relevant consideration would be to analyze the volunteers and offenders verbal self-descriptions. People in general may be more honest in written self-evaluations than in face-to-face self-analysis. Professor James Jorgensen, of the Denver University Graduate School of Social Work, is developing procedures for the Jefferson County, Colorado court volunteer program in which both volunteers and offenders will be asked to fill out a brief questionnaire describing the kind of person they are, and their expectations of the person they would be with in the match. It is to be emphasized that this plan is just being tried out experimentally now, and will undoubtedly be modified on the basis of ongoing experience with it.

Behavior Together

Where administratively possible, watch volunteers and offenders together in a group prior to formal one-to-one assignment. The best matching test is the test of behavior: who hits it off with whom in actual behavioral interaction. You can set this up by placing a group of volunteers and offenders together in some relatively relaxed recreational and/or group discussion situation for at least a few sessions. Observe them together before finalizing 1-to-1 assignments. In a similar vein, some criminal justice agencies are giving serious thought to training their volunteers and offenders together, in which case their interactions could be observed during the training process as a significant input for matching decisions.

As with all matching "rules," there are exceptions to this one. What about the naturally unattractive or shy offender, whose main problem may be that he doesn't know how to be friendly, yet needs a friend all the more for that reason? And the same may be true of the shy but potentially effective volunteer.

The staff observer must be sensitive to such situations and compensate for them in assignment.

Matching Models Other Than 1-to-1

Matching 1-to-1 presently reflects the main treatment format, at least in open settings, e.g. probation and parole. But in closed settings, and more frequently today in open settings, we are more likely to find other formats. For example,

1 - to - many

many - to - many

many - to - 1 (team volunteers)

The 1-to-many occurs mainly when a volunteer works as a lay group counselor or with the family of the offender.

The following are provisional suggestions for matching a volunteer with a group. Whenever possible apply offender-matching criteria to any central tendency that can be discerned in the group, e.g. receptivity, interests, attitudes, etc. Secondly, do not expect the volunteer to be able to work equally well with each of the group members. Thus, where one of the group seems to be the person most critical for effective treatment, e.g. the offender's wife, or his mother, etc., concentrate the matching on that person. For the above reason, it is generally better if a team of volunteers is used to work with a group, e.g. two lay group counselors, or a husband-wife team with a family. Then, if one of the volunteers consistently can't relate well to one member of the group, there's a chance that the other volunteer can. In other words, matching a team of volunteers to offenders takes the pressure off perfection in matching a single member of the team to the offender(s). For where one doesn't match, maybe the other team member will.

This gets us into the many-to-many matching situation. Compatible interactions are more complex here, allowing for the option of one volunteer relating at one time and place to one group member, when the other volunteer cannot.

As always, a possible disadvantage may offset the advantages of volunteer service as a group of two or more. Manipulative offenders, or others in the offender's group, may try to play one team member off against the other.

Therefore, team volunteers should be screened and trained not only as effective individuals, but as individuals who can make an effective team. Thus, any husband-wife volunteer combination should be a strong marriage, with good communication, etc.

Finally, we have the many-to-1 model in which more than one volunteer works with a single offender. For example, Project Most in Oregon has a treatment team of four working with each offender: a volunteer, a college intern, an ex-offender paraprofessional and a professional. Increasingly, criminal justice agencies are, officially or unofficially, thinking of the volunteer-team approach, notably the husband and wife.

In terms of matching, there is a real advantage. When the offender is not compatible with one member of the team, for a particular situation or need, there is a chance he will be compatible or relate to the other team member. In other words, it may be that volunteer teams take considerable pressure

off the need for matching, by broadening the range of available qualities and skills to which the offender can potentially relate.

A potential disadvantage of the volunteer team is that by relating better to one team member than another, or by manipulation between them, the offender may split the team, cause trouble between them, and reduce their effectiveness. The remedy is to be sure any volunteer team, e.g. husband and wife, has particularly good communication and trust among themselves, in addition to their qualities as individuals.

Concluding Remarks

We believe effective matching of volunteers to offenders will release tremendous new treatment power into the volunteer service delivery system.

But we are far from having arrived as yet. At present, volunteer-offender matching systems are mainly programmatic, experimental, and, also somewhat fragmented. Thus, some systems seem quite promising for assessing the volunteer for his compatibility with a potential kind of offender; others seem equally promising for determining the offender's receptivity to a particular kind of volunteer. No single system at present does both, working both ways within the same framework.

CHAPTER V

WHY VOLUNTEERS VOLUNTEER:

THE BASIS OF VOLUNTEER INCENTIVE AND SUPPORT

It is apparent that the high yearly volunteer turnover rate suggests that we must give far more attention to volunteer incentive and support.

There is indeed a non-monetary reimbursement of the volunteer and it is based in part on the motivations volunteers bring to their work. These motivations are implied in all the previous chapters. Understanding and supporting them is integral to the success of any volunteer program.

This section from the book "Using Volunteers in Court Settings,"[16] sums up some basic points: Four characteristics which apply generally to all volunteer motives are (1) individual differences, (2) the possibility of change over time in any one individual, (3) patterns reflective on one's personality and life pattern, and (4) motives which are predominantly healthy.

This book goes on to state that the primary motivations for volunteerism fall roughly into five categories: the altruistic motive or the desire to become involved with a humanitarian cause; a desire for personal growth; a need for more meaningful interpersonal relationships; the need for a change of pace and; the ambition to succeed in a given field.

The following recent studies, from the same book, are indicative of the above generalization:

Boulder Court Volunteer Data

50 Boulder Court volunteers were asked the following question on a questionnaire: "Below is a list of reasons people give for becoming volunteers. How would you rate the importance of each of these items at the time you decided you might want to become a volunteer, but before you actually got involved?"

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[16] "Using Volunteers in Court Settings" available from the Superintendent of Documents, Public Documents Dept., U.S. Government Printing Office, Washington, D.C., 20402. J.D. Publication #447.

Tabulated below is the number of times each of the alternatives given was rated "most important" by a volunteer. Since the top score possible is 50 for each reason, double the number to get a percentage estimate. (The column adds up to more than 50 because a volunteer could rate more than one reasons as "most important.")

22 I wanted the knowledge and experience of the sort the Court could offer.

18 I enjoy being with people.

15 I wanted these youngsters to have some of the advantages I have had.

12 I wanted an opportunity to use skills which I possess.

9 I wanted to see if I could successfully deal with adolescents.

7 I wanted to do something worthwhile for the community.

7 I wanted to be an adult whom adolescents could look up to.

6 I felt I needed to get out and meet more people.

6 I felt I should be more interested in the problem of juvenile delinquency.

3 Too many of the people I associated with were dull and uninteresting.

3 I felt life was passing me by.

1 I didn't have enough to do.

The following is Table 7, page 69 in Guion Griffis Johnson's 1967 Book: Volunteers in Community Service.

Reasons for Doing Volunteer Work Given by a Representative Sample of 525 North Carolina Volunteers

(Mainly women working with the disadvantaged and poor)

Reason	Percent ranking important	Percent ranking unimportant
I like to be helpful	96.4	3.6
It is very important that the work be done	94.3	5.7
My relationship with those I serve is very rewarding	92.4	7.6
I enjoy being with people	89.1	10.9
The work is extremely interesting	85.1	14.9
I feel it is my duty to do volunteer work	72.3	27.7
I like to feel needed	71.9	28.1
I like to get out of the house	23.8	76.2
My close friends do volunteer work	15.1	84.9
It is important to my family that I do volunteer work	14.6	85.4
Volunteer work gives me prestige	11.9	88.5

On page 59 of the same book has an illuminating paragraph on the motives of volunteers as reflected in their relationship with agency staff:

> "In developing a program, most volunteers want to be involved in the delineation of goals (58.5 percent), but they don't want to be bothered with the details of structuring the program (58.3 percent). Neither do they want a voice in choosing the key volunteer personnel to assist in carrying out the program (59.2 percent), or in the allocation of specific responsibilities (52.8 percent). Nevertheless, almost three-fourths object to carrying out only the

tasks assigned by professional staff, and they think they should have a voice in step-by-step evaluation of the program while it is underway (56.2 percent). An even larger percentage (65 percent) think they should participate in the evaluation of the effectiveness of the program and its accomplishments."

The Florida State Juvenile Volunteer Program and several others are beginning to schedule regular informal small group meetings of staff and volunteers, where mutual frustrations are aired and discussed, and partnership motivations are developed and reconciled. We believe this procedure has considerable merit.

Finally here is a general volunteer Bill of Rights reflecting the above-defined needs.

"A BILL OF RIGHTS FOR VOLUNTEERS (Prepared by the American Red Cross)

1. The right to be treated as a co-worker--not just as free help, not as a prima donna.

2. The right to a suitable assignment with consideration for personal preference, temperament, life experience, education and employment background.

3. The right to know as much about the organization as possible--its policies, its people, its program.

4. The right to training for the job--thoughtfully planned and effectively presented training.

5. The right to continuing education on the job as a follow-up to initial training, information about new developments, training for greater responsibility.

6. The right to sound guidance and direction by someone who is experienced, well-informed, patient, and thoughtful, and who has the time to invest in giving guidance.

7. The right to a place to work, an orderly, designated place, conducive to work and worthy of the job to be done.

8. The right to promotion and variety of experiences, through advancement to assignments of more responsibility, through transfer from one activity to another, through special assignments.

9. The right to be heard, to have a part in planning, to feel free to make suggestions, to have respect shown for an honest opinion.

10. The right to recognition in the form of promotion and awards, through day-to-day expressions of appreciation, and by being treated as a bona fide co-worker."

These are of general validity, but you will also want to keep current on the specific motivations and frustrations of your own volunteers, and the important ways in which they vary individually between volunteers.

Some agencies are also beginning regularly to poll those volunteers who are showing a lack of interest or who may actually have dropped out. Understanding why some volunteers lose interest is helpful in keeping other volunteers from losing interest. For example, an early investigation of this type discovered that, through some inadvertent confusion in administration, many worthy volunteer applicants simply were not being contacted after their first interview. The chief of the agency had a word with a few people and the situation was corrected promptly.

Simply knowing the motivations and frustrations of your volunteers is a necessary beginning, but it is not the whole story. It is your further leadership responsibility to keep their motivation high. In general, the best way to motivate a volunteer is to run a good volunteer program: well-managed and humane, including good recruiting, training, matching and supervision. Thus, volunteer incentive and support isn't ordinarily something you do extra, tacked on. It is what you do every day in a good program, with good volunteer morale simply a natural by-product of it.

CHAPTER VI

CONTINUING SUPPORT OF VOLUNTEERS

The thing to keep firmly in mind is that volunteers do get paid. It just happens that it isn't in terms of money. This only means that non-monetary factors, important in any job, are even more important for volunteer support.

Volunteers take their pay in job satisfaction. It is up to you to provide that "remuneration of satisfaction." Because if volunteers don't get their pay, they quit. If you have a high volunteer turnover rate, don't just look at your volunteers; look at yourself first.

But, as we concentrate on the kind of program leadership which ensures fulfilled and motivated volunteers, let us not overlook one crucial point: staff must be satisfied with the program, too. Any program which awards all the glory to volunteers, while staff stands by in the wings, invites jealousy, isolation, and undue strains in the staff-volunteer partnership, which is basic to program success. From the beginning, planning, staff orientation, and continuing evaluation should be designed to make the program belong to staff, growing out of their ideas and needs for assistance. This will ensure program satisfaction on the part of staff.

With this proviso, volunteer incentive and support can be understood in terms of three borad categories: Special, Formal Modes of Recognition; Natural By-Products of good Program Management; and Informal Motivators.

Special, Formal Modes of Recogniation

Some of these are:

Volunteer Recognition Banquets, usually about once a year, less formally, picnics, parties, etc. Some programs have volunteers and their offenders and families together at these.

Volunteer I.D. cards or lapel pins.

Swearing in your volunteers can be an impressive ceremony.

A personal appreciation letter from a program leader (Judge, Correctional Administrator) at the beginning of service

and/or after a successful term of service.

A Volunteer Recognition Certificate at the end of a successful term of service and/or for outstanding long-term service (usually publicly presented, often at the Banquet).

"Volunteer of the Month" and/or "Volunteer of the Year" awards, noted in your own program newsletter or in the public press.

Singularly publicized, newsy human interest items about your volunteers.

An "honor role" of active volunteers. This can also be listed in your volunteer orientation manual or perhaps be put in the agency office.

You will want to select the formal recognitions most appropriate for your program. You won't want to use all of them, and you may not want to make any of them pivotal. For, apparently, the modern volunteer is less concerned than his predecessors about formal public recognition. In fact, some volunteers specifically do not want public recognition. In this regard, you should be sensitive to the differences among your volunteers.

If anyone today is truly neglected in the matter of volunteer program recognition, it is paid staff. The chances of a program succeeding without the positive and extra efforts of staff are slim today. Yet, the typical recognition procedure extols volunteers solely, with rarely a good word for staff. We, therefore, recommend that wherever possible, volunteers and staff should take their bows as partners. For example, when you award volunteer recognition certificates, why not award staff certificates, too, in recognition of their leadership?

Natural By-Products of Good Program Management

We are coming to realize that motivating volunteers is not a separate effort divorced from the rest of the program. Rather, it is the program itself in its entirety--its attractiveness, its challenge, and its leadership. Everything you do is significant for volunteer incentive and support. Meaningful volunteer support is part of the total effort; not a separate tacked-on effort.

Let us briefly consider the volunteer program management process from a motivational standpoint.

Good recruiting and screening ensure that you have the right people for the job. Very little in the way of extrinsic incentive will compensate for a man who's a misfit in his paid position. The same is true of volunteers. Good recruiting and screening will provide self-directed people as volunteers, people who by-and-large are capable of motivating themselves in their work. This does much of the motivating job for you.

Training of volunteers will continue to weed out its summer soldiers. Moreover, it satisfies one of the major motivations of the good volunteer: "I want to learn and grow." This is another reason for ongoing in-service volunteer training.

Matching of volunteer to job, supervisor, and offender is critical. The right man in the wrong job is still an unhappy man. And we now know that perhaps the greatest motivator of the personal-contact volunteer is the offender to whom he is assigned, if they are well-matched.

Good program planning ensures that volunteers will have meaningful jobs, effective leadership, and will not be subjected to the frustrations of ambiguous, ill-considered program organization.

Program leadership and supervision is vitally important, e.g. the selection of the best possible person for Director of Volunteer Services, and a staff which, through good staff orientation, accepts, supports, appreciates and has the skills to supervise volunteers. It's hard to work for free if you feel rejected. But volunteers respond positively to staff commitment, and to staff who are dedicated in their work generally.

If you care, they care. If you don't, they don't.

Communication among volunteers and between staff and volunteers. The volunteer is a part-time employee, and most of his life is spent away from your agency setting. Feelings of isolation are the curse of volunteer work. Some antidotes are, first of all, a volunteer and/or agency newsletter which keeps the volunteer in touch; special efforts to keep the volunteer advised of important events in the life of the offender(s) with whom he works. It is demoralizing for a volunteer to find out after the fact that his probationer has had a revocation hearing, or that his inmate has been denied parole; when the volunteer calls or drops in, try to return the call or be available as soon as possible. Of course, orientation should clearly make the volunteer aware that you have many other things to do, and, if you can't return his phone call in ten seconds, it isn't because you're not interested; well publicized, regular, volunteer office hours are important in giving a feeling of organization. Though to staff's inconvenience, some of these hours are going to have to be at night for volunteers who must be at their regular job during the day. Some agencies have a code-a-phone type recorded answering service for those periods when the office is empty.

Don't always expect volunteers to take the initiative in contacting you. Some are shy about taking your time, even when they may have real problems. It's a good idea for the volunteer coordinator to take the initiative and phone each of your volunteers once a week or every two weeks. It's also an excellent informal way of taking volunteer reports. Moreover, a sensitive "hey-how-are-you-doing" approach may pick up problems that won't surface in formal reports. In any case, the fact that you call the volunteer says to him: these people must think I'm pretty important.

However, you may spend a tremendous amount of time on the phone doing this. Recently, one volunteer program kept track of what went into a routine telephone contact of volunteers in which a few bits of relatively straightforward information were given and requested. For 125 volunteers, the overall contact consumed 22 hours of staff time--11 minutes per volunteer. About one-fifth of the volunteers had to be called three or more times before they were finally reached and nine were never reached at all. The overall average was slightly over two telephone attempts per success. Not incidentally, late in the afternoon, early evening, or moderately late at night (9:30-10:00) seem the best times to reach most volunteers at home, which means an agency communicator will be working outside of normal office hours. Where one has an office number for volunteers, it has been a successful time-saver to leave a message for them to call back. They almost always do.

Considering that the potential time requirement for regular phone contacts may be unrealistic for your regular staff, you may want to consider using volunteers to call other volunteers. These would be volunteer "specialists" in friendly, informative telephone contacts.

In sum, one cannot really say the telephone medium is generally more or less effective than written reminders. Rather, each medium has particular advantages and disadvantages, and their judicious use in combination will get the most out of each.

Finally, volunteer in-service meetings are a way of reducing isolation by keeping volunteers in touch with each other, for mutual support and communication. This may well be the most important way of all, to reduce the frustrations of volunteer isolation. It gives volunteers the opportunity to exchange ideas, discuss common problems and solutions with each other, and, generally, to lend mutual support to one another.

A small, informal, regularly-meeting group is probably best of all for these purposes, and it also gives staff an excellent opportunity for time-efficient, but meaningful, group supervision of volunteers.

An important motivational by-product of program leadership comes from <u>evaluation</u>. The old-style concept of the volunteer

tended to eschew evaluation because, in the first place, it considered the volunteer like a piece of china; too delicate for everyday practical use and largely ornamental. Moreover, it was considered almost unethical to criticize any work that's offered free.

We realize now this is not so. Our primary responsibility is to the agency and the offender; to secure for them the highest quality of service available. This includes unpaid service just as much as paid service, and it means that supervision must evaluate their volunteers, for the good of the agency and the good of the offender.

Surprisingly, it's also for the good of the volunteer. The modern well-screened volunteer is serious about his work, and wants you to be serious, too. That means he wants to improve it. He can't do so unless you assist him in defining his progress toward his objectives. Cool silence on your part is profoundly discouraging to him; he's being rejected and can't find out why. But, if you constructively point out means of improvement, he has a chance to do better and earn your approval. He deserves that chance.

Of course, evaluation will also give him feedback on the good things he's done. It isn't all criticism.

<u>Informal Motivators</u>

The first two motivators of volunteers above have one thing in common: both represent relatively deliberate and formal means of striving for quality programs. This is well and good. But volunteer motivation is more than a matter of formal technical competence on the part of program leaders. Since volunteers tend to be informal people, informal recognitions count heavily, too.

For example, just smiling and saying "hello" when you pass a volunteer in the hall is very important; or, when you meet, simply reminding the volunteer of a job well done. It takes about three seconds, and the sum of these "three-second motivators" may be far more important than a gilded certificate at the end of the year.

Also, when you meet with a volunteer, he or she may speak of things not formally related to the program; for example, how his kids are doing in school, their plans for further education, etc. The volunteer may even ask your advice on some of his own, or his friends', problems. This should be gladly received as a measure of his friendly respect for you and as, in a way, a test of how much you care about him as a person. This is important to a volunteer, and no amount of formal recognition can replace it.

CHAPTER VII

PUBLIC RELATIONS AND VOLUNTEER PROGRAMS

There are three objectives of volunteer program public relations: General community acceptance and support for the volunteer program, specific support, in terms of recruiting, contributions of facilities, materials, funding, etc., and, finally, publicity and recognition for the leadership or patrons of the program.

Two Modes of Achieving Better Public Relations

Let us be sure our horizons are broad enough. When we think of public relations, we usually think of dealing with representatives of newspapers, radio, and T.V., and it is right that we do so. They are crucial intermediaries between our agency and the community, and, therefore, this chapter concentrates on our relationships with them.

But when you create a volunteer program you create an additional set of amateur public relations representatives--your own volunteers. A volunteer program is a relation with the public. If you treat your volunteers well, offer them meaningful and challenging work, dedicated and effective leadership, they will disseminate favorable program and agency information in the community. If you do not treat your volunteers well, they may talk it down for you in the community.

We, therefore, discriminate and discuss separately, two broad avenues through which your message to the community can travel: relatively informal, through your individual volunteers, and relatively formal, through established communications media.

Either of these broad public relations approaches or contacts can be used to achieve any of the three public relations objectives described in the beginning of this chapter.

Your Volunteers as a New Corps of Public Relations Representatives

What can your volunteer corps of informal press representatives do for you? They can talk to their family and friends,

incorporate their volunteer experiences in any public presentations they may be involved with, put articles in their church or industry newsletters, write letters to the editor, etc. Indeed, some programs have volunteers specialized as "speakers bureau" people. Finally, in Washington State, the state newsletter for volunteers strives to make volunteers aware of significant legislation pending. The "lay lobbyist" support generated there has been most impressive.

While usually not a professional public relations person, the volunteer nevertheless has some impressive "credentials" for informal community advocacy and educational work. Almost by definition he is an activist, a participator, a "doer." By definition, he is also an especially concerned person. He is also a particularly well informed person, from direct personal experience, having been inside the agency. Finally, he is not seen as having an axe to grind. If, for example, he helps you advocate increase in staff salaries, he's not going to get a raise in his salary, and everyone knows it.

These public relations credentials notwithstanding, the primary function of the volunteer is usually not public relations. Volunteers and community people frequently resent it when volunteers are recruited solely for public relations on behalf of the agency, especially when their expectation is that they will be used primarily in service to the client. Nevertheless, public relations as a side effect of direct offender service can grow over the years to a truly massive impact. Take a community such as Boulder, Colorado. Combining its juvenile court volunteer program and its volunteer-powered Attention Homes, between 150-200 citizen volunteers have been actively involved in the average year, over the past ten years. If, conservatively, each of them makes a public relations contact of the above sort, as infrequently as once a week, that might well be 10,000 a year, or 100,000 over a ten-year period, in this community of 65,000.

Moreover, assuming a turnover of one-third of the volunteers each year over the ten-year period, and that many of them remain in the community, there may be five hundred volunteers or experienced ex-volunteers interpenetrating the Boulder Community at any one time. Add their families and friends, and you have quite a constituency.

In addition to the informal interpersonal communication network of volunteers, they may also wish to get involved with a Volunteer Newsletter. This, if conscientiously approached, can be an invaluable communication vehicle between volunteers, and also as a bridge to the general community.

More Formal Press Relations

Though volunteers help as your ambassadors to the community, the local press representative remains a major gatekeeper at the public relations door to your community. Let us, therefore, review public relations objectives in terms of this person.

First, let's get the viewpoint of an insider, Sherrie Moran, staff writer for the Fort Lauderdale, Florida News. She is, incidentally, a realistic, effective and sympathetic ally of the local juvenile volunteer program in that community. The following is excerpted from Miss Moran's address to a national correctional volunteer conference in Miami, Florida, in June, 1971.

> "A newspaper has a responsibility to the reader. But it also has a responsibility to the people we write about. You can help us fulfill these responsibilities. You must impress the press. The work you do involves human lives and public money. The press is your link to your contributors.
>
> "To impress the press, you really need only one basic creed-Be Honest. When I asked one of our city editors what kind of advice I should give you today, she said, 'Tell them to be honest with us, and we'll give them every break we can.'
>
> "As public employees, it is especially important that you be open and straightforward with reporters. Reporters may not be paid by taxes, but we, too, are public servants. When you create a mystery, the reporter has to find the answers.
>
> "Our editors have one point of view--NEWS.
>
> "Believe it or not, editors are always looking for news. And on any paper worth printing, editors are looking for feature ideas. But the question is, how are you going to know what your newspaper's editor wants. I could tell you if I knew your editor. Since I don't know him--or her--getting to know your editor is your job.
>
> "If you don't know him already, call the city editor or managing editor of your paper and tell him you'd like to meet him. Make a date to go to his office--or take him to lunch or for a cup of coffee. Then, invite him to tour your institution. And see that he gets a good overview of your programs, policies and problems. If he's the difficult-to-know type, find out who's next in command and get to know him. But keep the contacts within the city room. Being a friend of the publisher or others of the executive echelon is fine. But the minute you go over the editor's head to get something in the paper--or to keep it out--you have lost out where it counts. Besides, any publisher or executive worth his salary resents being used in this manner. I knew a publisher once, who when called upon to keep a name or story out of the paper, made a point of getting it in.
>
> "Another important contact is the person responsible for writing editorial opinions. But don't wait until your department is in the midst of controversy to become acquainted. Don't overlook the fact that popular

columnists also have editorial privilege and frequently cut into hard issues, as well as the daily banalities.

"Okay, you say, we've already established three people on the paper you should be acquainted with. And your town has two newspapers, a television station and two radio stations, all with their counterparts. And we haven't even gotten to reporters, yet. Well, don't get any ideas about throwing one big cocktail party. The main thing is that someone of authority in your department has these contacts. It doesn't all have to be done by one person.

"The reporter on the beat is your first line of communication. Not only will he write the majority of stories emanating from your office, he's the one you see most often. Some days he'll stop by your office, have a cup of coffee, if offered, and start a conversation about the weather. He has a reason. Many times a news story comes out of a casual conversation that seems to lead nowhere. Why? Mostly because you've said something newsworthy, or sparked a story idea, and you didn't even realize it. If that reporter had simply phoned your office and asked, "What's new?" you probably would have said, "nothing."

"One of my duties on my first job with a small town paper was to check daily with the sheriff's department in a distant county. My usual first question to the deputy who answered was, "anything happen today?" Most of the time he'd say, "no, not a thing." Then I'd say, "no murders?" "no robberies?" and so on down the line. You'd be surprised how many things could happen on a day when there was nothing new.

"Our business is news. Yours is corrections. With an open flow of communication, you can impress the press and inform the public. When a new reporter is assigned to your office, again, take the time to get to know him. Give him a tour of your office and facilities. Introduce him to members of your staff and see that he has a list of these people and their particular jobs. Make certain he sees what life is like inside the walls. Put him in touch with the human element. Explain to him why procedures and policies are the way they are. Let him see your frustrations. Keep him informed, not just about your department, but about the corrections field in general. Clip articles from professional journals and send them to him. Attach a simple note saying, "I thought you might be interested in this.

"If the article is about a program somewhere else, and you have the same program, then add a line saying, "this is one of the things we're doing." But do not say, "do a story on this." Refer him to reading

sources that will give him a better understanding of corrections. Communicate your own philosophies.

"You don't have to thank him every time he writes a story, but it helps to do so occasionally. A simple note, or a quick phone call is all that's needed. It's good public relations to tell his editor, too, when he's done a good job.

"If he makes a mistake, tell HIM. Chances are he'll appreciate it and will take steps to correct it. If you get no satisfaction from the reporter, or if he's consistently wrong, or you believe he's deliberately writing slanted stories, then go to his editor. And have the facts to back up your case.

"If there's someone on your staff you know is difficult to get along with, keep him away from reporters. Be aware of the type of people you've hired. Anyone of them is fair game for reporter's questioning. If a guard or probation officer spews out a rancid racist tirade, you are likely to read it in the paper. If you've got people like this on your staff, we're going to know it and we're going to let the people know it.

"On the other hand, the people in your department often are stories in their own right. One of the secretaries at the Florida Women's Prison heads up a special program for young inmates mostly on her own time. An immensely dedicated woman, she has a young child who was left hopelessly retarded in an accident when he was three. She believes the inmates were what gave her the courage to go on. Her life was a message.

"There probably are people on your staff who are great visionaries. Or someone who has a special understanding of the human needs involved in corrections, and articulates these ideas. Each one is a story.

"If a reporter plans to do an in-depth report on the institution, its programs and the people confined there, and you find he's alloted two hours to research it--don't let him in. Suggest that he expand his timetable considerably. Last year I spent three days at the Florida Correctional Institution for Women to do a series of reports. I wished I'd had more time. While I was there, the warden permitted me free access to every member of his staff, any inmate and every area of the institution. You should be able to do the same.

"I do not think news sources should be concerned about the competition between papers or among the media. Treat all news outlets equally and fairly and you'll get good results. At least that is true in most cases. You might be in a community where there is a great big dog and a tiny dog and you'd rather pat the big one. That's your decision. But on my paper--we would not omit a news story because we were beaten on it. We might play it differently or place it in the pages in a less conspicuous spot. But if it were BIG news, we'd

work to get a fresh slant on it.

"Features are something different. Let's say a reporter from one paper asks to do a particular feature story. Then, coincidentally, a reporter from his competition asks to do the same story. Tell the second reporter that someone else is doing the story at this time and suggest some other story he might do. When one reporter has planned to do a feature story, never call a second reporter and suggest to him that he do the same story.

"If there is a scandal in your department and there is certain information that you believe should not be made public, explain that to the reporter. Tell him why, and as soon as possible give him the information.

"The reason for this conference, of course, is to learn about volunteers in corrections. This is an area where the news media can be invaluable. They can help you recruit volunteers and let the public know what volunteers are doing. Through reporters, you can let the public know about volunteer programs in other parts of the country, why they are being used, how effective they are. In a conversation with Dr. Ivan Scheier a few weeks ago, he mentioned the results of a survey that showed 50 per cent of the people would volunteer--if asked. We decided to ask them. This week, the Fort Lauderdale News will carry an article about volunteers and will include a coupon which readers willing to volunteer may fill out and return to the paper. We at the paper will process these responses and see that they are passed on to the Division of Youth Services.

"We plan to write letters to those responding, thanking them for their interest and explaining that they will be called. It is impossible to predict what the results of this will be, but we hope it will provide a flow of volunteers to the Division.

"Stories about individual volunteers and what they do are an effective way of letting people know what it's all about. Suggest these people to your reporter. But select volunteers who not only are making a valuable contribution, but who are able to articulate their personal feelings about being a volunteer. It is very difficult to write a readable story from an interview filled with yes and no answers.

"As I said before, our point of view is news. Judge Neil Riley of Minneapolis commented once that it makes big news when six judges visit a jail. His criticism was that this should be such a common thing, that it wouldn't make news at all.

"News is news because it is unusual, a deviation from the norm. It may be so good that it makes news,

or it may be just that bad. The things you are interested in, the things you're curious about often are news. If it's news, it will be news to all media.

"It would be good news if 99 per cent of felons returned to a useful, productive life. It would be good news if juvenile offenders rarely progressed to an adult prison. It would be bad news if you stopped trying to reach these goals.

"We want to help you. We can--if you impress the press."

Let us remember that this speech was given by a very concerned and open press person. Her principles for working with the press are basically sound. However, not all members of the press will treat you as fairly and honestly as you treat them. We should not be so naive to believe that the press will always print the positive aspects of the news input given them by us regarding our programs.

Indeed, there is a case for being initially cautious in your dealings with the press. You should familiarize yourself with the various reporters and editorial policies of your local papers. Attempt to estimate their feelings regarding correctional systems, philosophies, and practices, and volunteerism in general. This will give you a headstart in your efforts at dealing effectively with the press.

However, there is obvious merit in having a sympathetic press person on your planning and program advisory boards.

General Acceptance and Support for Your Volunteer Program

It is, first of all, very nice if this comes from a prestigious person in your community or state. The following appeared in the Washington State O.E.O. "Volunteer Services" publication:

"Governor Honors Volunteers in Spokane

To help celebrate this anniversary (of the Volunteer Bureau), the Governor visited the Volunteer Bureau and addressed a group of 75 Volunteer Coordinators and volunteers from the Spokane area. During a short speech, the Governor praised volunteers for their contribution in helping the less fortunate in the community. He continued by speaking of changes in the state brought about by volunteerism in the last several years. The Governor spoke of a recent trip through the Washington State Penitentiary at Walla Walla, when he was unable to tell volunteers from residents as they moved freely through the institution. He spoke of the contributions to the State made by the volunteer "Neighbors in Need" food bank

program of King and Pierce Counties. Then in an unusual move, the Governor invited those present to tell him about what was happening in their volunteer programs. Volunteers and coordinators then described their activities, including talk on the University Year for Action program at Eastern Washington State College, the 21 Spokane Family Planning Clinics (staffed by volunteers), Volunteer Programs at Eastern State Hospital, Whitworth College, Juvenile Probation Services, Spokane County District Court, and Volunteer Aid for the Home Retarded. The Governor closed his afternoon at the Spokane Volunteer Bureau with a tour of the facilities conducted by the Bureau Director."

A further example of highly informed support, and actual leadership facing key issues, appears in these excerpts from a state volunteer conference address by the State Governor. The Governor's speech was quoted in the State Volunteer Information Center publication.

"In its simplest terms, what you are talking about at this conference is people--individuals helping and learning from each other. Not long after I took office as governor, we began taking a look at the various voluntary efforts underway in our local communities. What we found was an abundance of dedication, but, also, considerable confusion and duplication of effort. There was virtually no coordination between the work that was taking place at federal, state, and local levels.

We saw a clear need for a mechanism through which citizens, public and private agencies, and other groups using and providing volunteer services could better mobilize citizen power for the resolution of critical problems facing this state.

The more relevant question--the one which should be your primary concern during this conference is "Will it succeed? Can it be made truly effective?" It is the qualitative measurement which we must face squarely before the movement grows so fast that it is doomed to failure. Court volunteers being inspiration and simple minded dedication to these programs. But as those of you who are professionals in the criminal justice system know full well, it takes far more than these qualities--commendable though they are--to make the system work. We all know which road is paved by good intention.

Practical knowledge, solid organization and professional direction are the necessary corollaries to the spirited idealism of the volunteer. At this point, a word of caution is in order. We must understand that the volunteer is not intended to replace the professional. Rather, volunteers can amplify the amount of time spent in direct services to those under court supervision, and diversify those services through a variety of skills and

personalities. The volunteer can bring to the total effort an individualized service which no probation officer with a hundred or more people under his supervision can hope to provide. It is worth noting that the benefits we seek will not accrue only to the person in need of help. A study made by the National Information Center on Volunteers in Courts indicates that professional salaries and staffs have increased more significantly in communities utilizing volunteers.

I think this seemingly paradoxical development can be attributed to the increased community involvement and awareness which is the direct result of volunteer participation. Now that the movement has come of age, we face the challenge of maintaining that enthusiasm after the bloom is off the rose, while at the same time turning our attention to the research and technical assistance so vital to our overall effort. The technical assistance must be aimed toward developing standards and methods for realistic recruitment, screening and training of volunteers and perfecting the techniques for matching volunteers with probationers or prisoners."

Similar endorsement and awareness from public and private officials should be available within your local community. After all, locally is where it's happening. Also, as noted previously, every rank-and-fill service volunteer is a potential advocate for you in the community.

If you feel confident of the general goodwill of your public relations effort, you can begin the specific approaches. Indicative of what may be done is the following "Help Wanted" advertisement placed by the Boulder, Colorado, Juvenile Court in the local newspaper, the space being contributed by the newspaper as a public service.

"Male or female, 15 to 80 years old. Important for as many or as few hours per week as you wish, at $00.00 per hour, supporting the work of 125 other volunteers now working with juvenile delinquents in Boulder County; secretarial assistant, clerical, transportation, library assistant, test administration and scoring, data analysis, babysitting, program coordinator, lawyer consultant, etc. If interested, call 444-1444 and ask for Mr. Hargadine, Mrs. Wise, or Miss Jorrie."

The above exemplifies things the volunteer program as a whole can do to develop specific public support. Your volunteers can help as individuals, too, in support of various needed areas of program development; for example, new construction, increased budgets, improved legislation, etc. Sometimes volunteers themselves contribute specific material support, as well as helping seek it from others. Note here that the specific support volunteers help develop in the community may be for agency needs outside the volunteer program as well as within it.

The objective of recognition for program leadership is perhaps most easily achieved of all. Your own volunteer program newsletter can print your recognition honor role, and/or special human interest stories on individual volunteers or patrons. The same kind of material is often of interest to the local press, radio, or T.V. Volunteer recognition banquets or other public awards presentations are another way of ensuring appropriate recognition for the people who've helped, or served directly, in your program.

We have urged careful attention to public relations in volunteer programs. They grow out of the community, so your relation with the community must be a healthy one.

But, as always, a proper balance and perspective must be preserved. While public relations must not lag your program, it must not precede it either. We know of a few volunteer programs which average several T.V. shows, numerous radio shows and newspaper articles a year--with about 10-15 not very well-led volunteers actually on the job. While the outer surface is gleaming image, it is hollow within the shell, in terms of actual services being rendered by volunteers to the client and to the agency. While this may be good for someone's personal glory, or of use in trying to offset the agency's bad image elsewhere, it actually exploits volunteers. It does not use them productively, and it is a basically dishonest operation which is of service mainly to publicity-seekers. A volunteer program must deserve the favorable public notice it receives.

CHAPTER VIII

RECORD-KEEPING AND EVALUATION

Record-keeping and evaluation are considered together here because they are in fact closely related. Record-keeping is a foundation stone of program evaluation, and the very existence of good records leads to effective evaluation.

Also, staff will expect efficient and relevant program accountability and control, which will be impossible without adequate record-keeping.

Of course, record-keeping is far less difficult in a small or a token program, but when you get as many as 30-40 volunteers it becomes a necessity and a challenge.

Record-Keeping: In General

One general principle is: insofar as possible make your volunteer program record-keeping a natural extension of already existing record-keeping procedures for paid staff. There's no need to introduce an alien system.

There is nevertheless a lot of extra work involved. Volunteers may come to outnumber paid staff 5 or 10 to 1 or even more. The fact that they are part-time staff, usually rarely in the office, makes them even harder to keep track of.

This extra work should be considered an integral part of the agency time invested in volunteers in return for the increased total time output, made possible by them. However, a number of agencies are able to secure record-keeping volunteers: that is, volunteers who absorb much of the extra record-keeping work produced by other volunteers.

The Volunteer File

A file on each volunteer working for you is a basic requisite. This file should contain, at minimum:

-The volunteer registration or application form, basic statistics.

-Notice of job and/or offender assignment. Name of offender or offender group he works with.

Volunteer's reports on his offender. These should also to in the offender's file, hours put in, attendance records at meetings, etc.

-Tests the volunteer may have filled out, e.g. a test of his attitudes toward treatment, pre- and post-training tests of knowledge about his job, etc.

-Supervisor's notes on the volunteer's performance.

Here is a sample of the volunteer record card.

VOLUNTEER INDEX CARD

Volunteer Name_____
Address_____
City_____ State_____
Telephone Home_____
Business_____
Application rec'd (date)_____
Date interviewed_____
Interviewer_____
Date Accepted_____

I.D. INFORMATION
Height_____ Weight_____
Color Eyes_____ Hair_____
Complexion_____
Birth Date_____
I.D. Number_____
Date issued_____
Date returned_____

PROGRAM ASSIGNMENT

Program	Probationer Assigned	Date Assigned	Date Term.	Comments

System Records

In addition to being able to dip into any one volunteer's file, you will also want to know at a glance what's happening in the system as a whole, e.g. how many volunteers are in the total pool; how many are screened and trained, awaiting assignment; how many are awaiting reassignment; how many dropped out in the past year, etc.

A very good layout of what is needed here was recently prepared by Miss Sue Bashant, Volunteer Services Coordinator for Courts in the State of Colorado. The form was originally primarily for probation. It could easily be adapted for correctional volunteer programs in other areas. We have attempted to generalize it somewhat towards use both in institutions and in court settings. One would probably want to add a dimension describing group contribution.

CONTINUED

1 OF 2

Name of Agency_____ Address_____

Top Administrator_____
Director of Volunteer Services_____

I. OFFENDER DATA

A. 1. No. Offenders Being Serviced by Volunteers End of Last Quarter _____
2. No. New Offenders Assigned to Volunteer During Quarter _____
3. Total Offender Caseload During Quarter _____
4. No. Offenders Terminated From Caseload During Quarter _____
5. No. Offenders Being Serviced Directly by the Volunteer Coordinator Duing Quarter _____

B. No. of Offenders Being Serviced Directly by the Volunteer Coordinator During Quarter. _____

C. Of the _____ offenders no longer being serviced by volunteers:
1. _____ had probation (parole) terminated other than revocation.
2. _____ had probation (parole) revoked (not committed).
3. _____ had probation (parole) revoked (committed).
4. _____ had probation (parole) still on--volunteer off.

II. VOLUNTEER DATA

A. Type of Service

	#Volunteers	#People Receiving Service	#Hours Donated Per Quarter
1. Individual Counseling			
2. Group Counseling			
3. Tutoring Only			
4. Clerical/Office Work			
5. Group Work Only			
6. Professional Services			
7. Intake or Diagnostic Assistance			
8. Arts & Crafts			
9. Recreation			
10. Religious Programs			
11. Jail Visitation			
12. Work with Family of Offender			
13. Other			

B. 1. No. of New Volunteers Trained During Quarter _____
2. No. of New Volunteers Assigned During Quarter _____
3. No. of Total Volunteers Trained from July 1, 1971 to End of Quarter _____
4. No. of Total Volunteers Assigned from July 1, 1971 to End of Quarter _____

The above is excellent for monthly, bi-yearly or yearly summations. But program leadership will also want to know, on any given day or week, just where the program stands at that moment. Here we would recommend the Strip System used by Job Therapy of Seattle (150 John Street, 98109), Partners of Alaska (611 West 9th Street, Anchorage, 99501), and several other correctional volunteer programs. Type the volunteer's name on a strip which then is easily moved to slots in various program control frames, such as "contact, waiting," "screened and accepted," "trained," "assigned (with charge's name on same strip)", etc. Then, instead of completely re-typing these rosters weekly or even daily, you just photostat the strip-holder frames. It's quick, easy, and efficient.

Evaluation

Any evaluation is hinged to purpose, your purposes in the program. What you decide to evaluate depends largely on what you decide as your volunteer program objectives. If you're not clear about the one, you can't be clear about the latter. Hopefully, goals will have been thought out carefully during program planning, and refined with experience. True, all programs tend to share some general goals such as reduction of law or disciplinary infractions, and diminishment of anti-social attitudes. True, too, that some evaluations "discover" purposes you never really knew you had. But there is always the desired connection to your objectives, unique to your own agency, offenders, local conditions, etc. Therefore, clarify your objectives as a first step in the design of your volunteer program evaluation plan.

You then move on to choose what measurements, criteria, indices you will use in your evaluation plan. There are an almost infinite number of things you might use here, all kinds of statistics, attitude scales, interview questions, etc. The nature of your program goals helps you narrow these down to a manageable number. But you should not narrow down too much, for two reasons.

First of all, the state of the art in assessment is not well enough developed so that one index tells all. For example, repeat offense rate is usually one significant index of volunteer impact on offenders. But it has been severely criticized, in terms of being able to tell the complete story. So you should seriously consider carrying along concurrently, other reflectors on the impact area, e.g., attitude changes, ratings of the offenders by staff and/or volunteers or even by his family and peers, etc. This is what we call the multi-media approach: Always try to evaluate any particular area in terms of more than one index.

A second qualification on restricting the number of indices you use is on choosing these only from your program objectives.

You have to please your sponsors too, or the agency administrator, and their interpretation of how achievement of objectives are best evidenced may differ from yours.

As already noted, there is considerable skepticism in some quarters today concerning the primary importance of repeat offense statistics. But even if you do not choose to emphasize these for yourself, they are often still emphasized by sponsors--legislatures, government sponsors, budget board, and the like--because they are readily understandable and traditionally understood. Therefore you should carry them along in your evaluation.

In other words, there is a strong program justification component in evaluation, what your sponsor wants to know, which may be distinct from what you want to know.

The rule is to include both aspects, never neglecting the program justification component, simply because you may feel it too unsophisticated or irrelevant for your own program purposes.

Ingredients in the Evaluation Plan

Some of the ingredients of your evaluation plan are: the need for evaluation in the first place, the statistical and non-statistical tools at hand, the people who can help you implement it, and the nature of evaluative indices you choose.

Evaluation is not just for intellectuals. Evaluation is for everyone, for these reasons: a) Increasingly, program sponsors and financeers demand it, whether they be local, state or national, private or governmental, and whether it be initial funding or re-funding, b) Evaluation is the only way we're going to preserve what's good in our programs, and improve what's not. A balances evaluation turns up good things aw well as bad, always including some pleasant surprises--positive results and benefits you hadn't even realized you were achieving, c) Changing the need to change with the changing times. You can't just copy "proven" model programs from the past, assuming they work just as well today, because problems change in corrections. Each time the tenor of offender problems changes, volunteer programs must be re-evaluated for their effectiveness, and d) Morale. For the really concerned program leader and volunteer, hypnotic self-praise isn't enough. They want always to do a better job next year, rather than resting on the sometimes dubious laurels of the past.

How Any Program Can Evaluate

First, you or your court psychologist can review current research and evaluation methods. These can be readily understood by a qualified individual, and inferences can be drawn from evaluations in situations similar to yours.

Secondly, you can get additional manpower for evaluation. Lacking regular staff trained in evaluation, you can seek outside help, (and an outsider often has unique advantages in terms of objectivity). A source may be your local college, especially the sociology, psychology, education, etc. departments. Perhaps they can volunteer their skills for evaluating your program. It might make an excellent thesis for some student and more and more frequently undergraduate or graduate interns are being assigned to criminal justice agencies for a combination of learning and community service experience. Only be sure their work doesn't get too theoretical and that it covers the points you are interested in. An increasing number of criminal justice agencies today use volunteers from the community as statisticians, evaluators, or even researchers. Many of these volunteers have considerable general research background and experience. Bring in an outside person or team for evaluation, periodically, say once a year.

Careful Record-Keeping

As emphasized previously, if your record-keeping is accurate and thorough, you're well on your way. Again, volunteer statisticians can help here. Whoever does it should keep regualr tab on such things as number of volunteer hours, estimated value of volunteer service in financial terms ($3.00 an hour is a frequently used estimate), staff time invested,[17], value of voluntary contributions in materials or facilities, and program expenses. For offenders, number of police contacts, recidivism, revocation and institutionalization rates, number of jail days saved; job continuity statistics; parole failure rates, and other disciplinary indices.

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[17]You can do this quite easily. Say, one week every two or three months--don't ask it every week--ask staff to keep a record of every time they see a volunteer to spend time with consulting in any way, and approximately how much time. Put it in a simple checklist form, thus:

Name of Volunteers Seen	Approximate No. of Minutes (Check one)								Hours
	5	10	15	20	30	40	50	60	
	5	10	15	20	30	40	50	60	

Then for the same week be sure to get good statistics from volunteer reports on how much time they spend with offenders or otherwise on the job. This gives an input-output ratio of staff time invested in supervision in relation to volunteer output.

Some other statistics can be adapted to the objectives of a particular program, e.g. for a tutor program, dropout and/or re-entry rates, school grades, school disciplinary reports, etc. For a job program, such things as number of jobs found, persistence in jobs, etc.

At the end of the year, simply draw these together in such categories as: total volunteer contributions, in time and estimated financial value. This is the important program justification component in evaluation; program supervisory investment in time and money, necessary to secure these volunteer contributions; recidivism, parole failure, and other impact-on-offender statistics; the above for offenders with and without volunteers assigned to them (match the two groups insofar as possible on nature of offense, age and situation); all of the above can also be compared between different kinds of volunteer programs and/or over time, between previous years and the present year.

Good Observation and Communication

Evaluation isn't all statistics. Keen and honest observation can contribute significantly too. This observation should be more or less systematized in rating forms, but if it's relatively informal it can help. Simply keep alert at volunteer meetings, staff meetings, and in individual contacts with staff or volunteers. Listen to offenders, too, and jot down what you learn about the program, critical or commendatory.

A systematized form of self-observation is also useful and simple enough so any agency can do it. These forms reflect:

Staff Reactions to Volunteer Programs

Volunteer Reactions to Volunteer Programs

Offender-Client Reactions to Volunteer Programs

SCORECARD, for evaluating general administrative procedures and accomplishments.

Why four forms? The principle is to regard a volunteer program as part of a social system which must be responsive to the needs of at least four quite distinct groups: the offenders whom it serves, the volunteers themselves, regular staff, and the Director of Volunteer Services who knows the administrative aspects of the program most intimately and directly. Therefore evaluation must develop input from each of these four sources.

Indeed, to be complete about it, there are four other evaluative input sources that might be considered: reactions from the offender's parents or peers, reactions from the community at large, reactions from social service and social control agencies in the community which normally interact with the criminal justice agency and finally, an outside evaluator.

This person can provide an outside perspective on the program, input and cross-comparison of ideas from other programs.

However, input from the first four sources--offenders, volunteers, staff and volunteer program director--are of the most immediate importance in evaluation of the program and prototype forms have therefore been developed into the process, without supressing individuality of free-running comment. They also help to make the evaluative process less time-consuming. We must indeed beware of over-reaction. Volunteer programs are primarily service delivery systems, and if they invest more than, say, 5-10% of their effort simply in looking at themselves, that may well detract too much from their principal function.

It is strongly suggested that you adapt and refine wording to your own tastes, your own situation. As for data collection, forms A, B, and C might be collected every 3-6 months, and can be filled out anonymously.

Form D, the SCORECARD, should be filled out about every six months, by the person who most directly supervises the entire operation. But it is also useful to have other staff with various degrees of connection to the program fill it out for comparative purposes. The whole set, along with other evaluative data (e.g. statistical records) should be put together in summary form every six months, discussed and, after discussion, implemented. Evaluation makes sense only as action is taken on its duly considered results. So be sure to discuss at least the gist of the evaluation thoroughly and quickly with all people concerned in the program. Then move out into remedial action, based on the recommendations. Evaluation in vacuo is a farce.

A. STAFF REACTIONS TO VOLUNTEER PROGRAM

This questionnaire is not just to make more paperwork for you. It's because we want your frank ideas on the improvement of our volunteer program.

1. How long have you had any sort of contact with the volunteer program?

2. How much time during an average week are you in any sort of contact with volunteers?

3. How do you see your main role in relation to volunteers? (direct supervisor; they work with cases I also work with; they help with routine around the office, etc.) Please specify.

4. Could the agency use more volunteers now? Fewer volunteers? About the same number.

5. How could volunteers do their present jobs better?

6. What jobs, if any, could volunteers usefully perform that they don't now?

7. Could any jobs volunteers now perform probably be done better or more efficiently using paid staff?

8. What are some of the things you see as particularly helpful in the volunteer program?

9. What are some of the things that could be improved?

10. Any other comments you'd care to make would be most welcome.

Note: Questions 8 and 9 could be amplified to include specific reference to what staff feels is good or needs improvement in their supervision of the volunteer.

Very Rough Scoring System, if you want one:

Q2 + 10 if 5 or more hours a week
Q4 + 10 if "more";-10 if "fewer"; 0 if about the "same"
Q6 + 5 if one job mentioned; + 10 if two; + 20 if three or more
Q7 - 10 if one job mentioned; - 15 if two or more jobs mentioned
Q8 + 5 if one thing mentioned; + 10 if two; + 15 if three; + 20 if four or more
Q9 - 5 if one thing mentioned; - 10 if two; - 15 if three or more

Total (Signs considered) and add 10 to total for an index of staff reaction which runs from 0 to 100. Note: (1) this index will not be directly comparable to the scores on Forms B and D. (2) there is a great deal of useful information in the questions here, not used by the index

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B. VOLUNTEER REACTIONS TO VOLUNTEER PROGRAM (appropriate spacing of course)

We need your help again--your ideas to help us improve our volunteer program.

1. How long have you been in the volunteer program?
2. Please describe briefly your volunteer job(s).
3. Where does your volunteer time go in an average month?
   _____hours with offender, or otherwise on the job
   _____hours consulting with regular staff
   _____hours in various volunteer meetings
   _____hours filling out reports, paperwork (not part of job itself)
4. What are the main reasons you joined up as a volunteer?
5. What are some of the main satisfactions you're getting from your volunteer work now?
6. What are some of the main frustrations?

7. What do you see as some of the good things about the whole volunteer program now?
8. What do you see as some of the things that could be improved?
9. Please describe any suggestions you may have on useful new jobs volunteers might fill in this program.
10. Any other comments you'd care to make would be most welcome.

Note: Questions 7 and 8 could be amplified to include specific reference to how volunteers view the quality of their supervision by regular staff (good and bad).

Very Rough Scoring System (If you wish)

Q1 Up to 18 months, 0 score; 18 months or more, + 10 points
Q3 If "hours with offender on the job" is more than 10 times "hours consulting with staff" + 10 points
If "hours with offender on job" is more than 10 times "hours filling out reports" + 10 points
Q6 - 5 if one listed; - 10 if two; - 15 if three; - 20 if 4 or more
Q7 + 5 if one listed; + 10 if two; + 15 if three or more
Q8 - 5 if one listed; - 10 if two; - 15 if three; - 20 if 4 or more
Q9 + 5 if one listed; + 10 if two; + 15 if three or more

Total (Signs considered) and add 40 to total to get rough index of volunteer reaction which runs from 0 to 100. Note: (1) this index is not directly comparable to the index for Forms A and D. (2) there is a great deal of useful information in the questions not covered by the index.

C. OFFENDER REACTIONS (appropriate spacing of course, and even a rough index is probably inappropriate here)

We'd appreciate your help. We hope you'll give us your ideas on how the volunteer program can be made better for all of us. Thanks a lot.

1. What are some of the good things volunteers do, that help you?
2. What are some of the things volunteers do that maybe don't help quite as much?
3. What are some new things volunteers could do that would be good?
4. Are there any ways you could help volunteers in their work? What are some of these things, please?
5. Anything else you'd like to say about the volunteer program, please just write it here.

D. SCORECARD (General Program Administration and Management, to be filled out by person most directly concerned in program leadership)

Want to see how you're doing? Below are some representative questions to help you take the temperature of your program. Of course, not all questions are equally relevant to all courts, and you might even want to make up some of your own scoreboard questions.

Place two checks on each line if you're sure it's true for you . . . . . _____
Place one check on each line if you're uncertain or if it's only partly true . . . . _____
Leave the line blank if it's not true for your program. . . . . _____

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1. Spent at least three months planning our program, before it started, carefully consulting all relevant people . . . . . _____
2. During this time we looked into at least 3 national publications on the subject. . . . _____

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3. We have written volunteer job descriptions, at least 2 paragraphs long. . . . . _____
4. Deliberately go out after the kind of people who can fill our volunteer jobs . . . . . _____
5. At least half of our volunteers are personally and consistently involved working directly with probationers. . . . . _____
6. Definite plans or efforts to involve new types of people as volunteers: minority, younger, older, poor, etc. . . . . _____
7. Before accepting volunteers we use and study a volunteer background registration form. . . . . _____
8. Each volunteer is interviewed at least once before acceptance . . . . . _____
9. Each volunteer is interviewed at least twice by different people . . . . . _____
10. At least half of the clients we think could benefit from volunteers, have them. . . . . _____

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11. Require at least five hours volunteer orientation before assignment. . . . . _____
12. Judge and/or regular staff are closely involved in volunteer orientation . . . . . _____
13. We have in-service training meetings monthly or more often . . . . . _____

14. Films and/or tapes, and/or slide shows, and/or role plans used for at least 25% of the total training time . . . . . _____
15. Each new volunteer receives and keeps a written orientation manual. . . . . _____
16. Systematic effort to orient staff to working with volunteers . . . . . _____

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17. We have at least two main alternative work roles for volunteers. . . . . _____
18. We deliberately seek maximum compatibility of volunteer and probationer by asking and assessing both volunteer and probationer. . . . . _____
19. In addition to intuition, we employ specific compatibility criteria such as home location, interests, sex, age, etc. . . . . _____
20. Volunteers sign or explicitly assent to a work contract of specific time commitment over a maximum period of at least eight months . . . _____
21. During past year, we have been forced to terminate at least one volunteer. . . . . _____

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22. We have a regular position of Volunteer Coordinator or Director . . . . . _____
23. He or she feels he has enough time to do the job adequately. . . . . _____
24. Volunteer Coordinator is suitably paid . . . . _____
25. Our Volunteer Coordinator has attended at least three days of training institute-conferences, also has read at least 150 pages in this specific area, in the past year. . . . . _____
26. Our Volunteer Coordinator has his office near other staff and is regularly invited to attend staff meetings. . . . . _____
27. Not more than 40 volunteers for each direct supervisor of volunteers. . . . . _____

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28. Each volunteer has an I.D. card or lapel pin or other suitable court identification . . . . . _____
29. Certificates and/or volunteer recognition meeting at least once a year. . . . . _____
30. Regular or supervisory staff are also recognized for their leadership role in volunteer programs. . . . . _____
31. Volunteers have a desk or other designated place to roost at court . . . . . _____
32. Provision for good experienced volunteers to move up on responsibility and status as volunteers, e.g. head volunteer, volunteer advisory board, etc. . . . . _____

33. At least one of our ex-volunteers is now on regular paid staff . . . . . _____
34. Of volunteers who complete training, at least two-thirds are with us at the end of a year (or their assigned hitch). . . . . _____
35. At least a third of our new volunteers are brought in by present volunteers . . . . . _____
36. Within five minutes, we can tell you (a) exactly how many volunteers we have, and also (b) for any individual volunteer, current address, job and assigned probationer, if any. . . . . _____
37. Volunteers are required to report at least once a month by phone or by report form and we enforce this . . . . . _____

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38. At least twice a year we systematically ask regular staff what they think of volunteer programs . . . . . _____
39. Ditto, both volunteers and probationers, what they think . . . . . _____
40. Generally, volunteers are actively involved (e.g. advisory board) in decisions regarding their own volunteer program. . . . . _____
41. We have a regular statistical-evaluative component supervised by a professional in the area . . . . . _____

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42. We prepare a regular, carefully considered budget for the volunteer program . . . . . _____
43. We keep good account books and formal records on the program . . . . . _____
44. At least one-half of our volunteer program funding is from local sources (including below) . . . . . _____
45. At least one-half funding is incorporated in regular state or local probation-parole budget . . . . . _____

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46. We have a newsletter for our volunteers, monthly or bi-monthly . . . . . _____
47. Main (or only) local newspaper has at least 3 favorable articles or editorials on volunteer program, each year . . . . . _____
48. At least one of those is not deliberately requested by us. . . . . _____

49. Regular staff invited to talk on program at least 10 times a year . . . . . _____
50. Both police and welfare have expressed approval of our volunteer program. . . . . _____

SCORING YOURSELF: JUST COUNT THE CHECKS _____
Total Volunteer Program Score _____

Roughly:
0-25, you have a long ways to go, as you probably know
25-50, you still have a ways to go
50-75, about average, maybe a little above
75-100, good for you, but keep the excelsior spirit!

Notes: Naturally, newer programs don't have as much chance for high scores; it takes several years to reach anywhere near your full potential. So, why not score yourself again in six months or a year, to assess progress.

It is to be emphasized that this four-form evaluation paradigm is by no means complete, and should be adapted to your own program objectives and interests.

For example, the Staff Reaction form might include more direct questions as to the kinds of problems caused for staff by the volunteer program. The Volunteer Reaction form might ask the same sort of question about problems caused by staff. Both could be queried about problems caused by offenders, and there could be some input concerning compatibility between volunteers and offenders.

As for volunteers, some agencies now distribute special questionnaires to drop-out volunteers to determine the reasons for this, and, hopefully, to prevent it in the future. Similarly, the Oklahoma City Municipal Court program has volunteer specialists conduct a termination interview with each offender de-briefing them on what they got out of their experiences with their volunteer, things they believed changed in themselves, etc.

There are other ways in which these four forms do not stand alone. Obviously, they should be coordinated with the records and statistics described earlier in this chapter. Moreover, if and as you have the time to do so, the forms can be used as a basis of a structured interview, rather than just simple self-evaluation, thus developing an enriched input from your evaluation sources.

A Sample Evaluation Plan

The following evaluation plan gives some idea for a juvenile court volunteer program just beginning on how evaluation could be done. It combines basic statistics with observational impressions, both from the inside and outside, over a six-month period. This general format should be adapted according to the time and resources you have, your program goals, the nature of your agency and offenders, etc.

Note particularly that a plan as sophisticated as this may not be within the means of every volunteer-using agency. There are ways to cut it down, e.g. one outside evaluation instead of two, a volunteer record-keeping instead of a paid one, etc.

But the full plan as described below is not overambitious if you have a built-in budget for evaluation. Indeed, virtually every LEAA grant to volunteer programs insists on such an allocation for evaluation.

The plan outlined below, for example, is a variation of one actually conducted by the National Information Center as outside evaluator, at an approximate cost of $2,000-$2,500.

PROGRAM EVALUATION PLAN

This plan should ideally encompass a period of roughly six months to one year depending upon program maturity, objectives, funds available for evaluation, and evaluators recommendations.

I. Evaluation Plan Preparation
This is prepared by the outside evaluator from site visits with agency and program staff, from program grant information, and from a staffing out of comparative research information which may be relevant.

II. Information Needs

A. Outside Observations
These will be gathered by outside evaluators site visits and consultations with individuals involved with all phases of program operation. Site visits will occur both at the beginning of the evaluation phase, and at the end.

B. Inside Observations
The Scorecard will be administered to select inside staff at the beginning and end of the evaluation phase. Questionnaire A will be filled out by all staff involved with volunteers at the evaluation beginning and end. Questionnaire B is to be administered to all volunteers, who have been with

the program at least six weeks, at the beginning and end of the evaluation phase. Client Input (Form C) will be filled out by all clients involved with the program for at least two months, at the end of the evaluation. This should not be signed, nor administered by a volunteer.

C. Statistics

1. Client
   Emphasize gathering close-in statistics dealing specifically with your program objectives, e.g. client drop-out rate from program, success getting jobs for job placement programs, school grades for tutoring and school associated programs, time spent at home for family-support programs, etc.

   Also, gather other data regarding recidivism, revocation, re-arrest, institutionalization, etc.

2. Volunteers
   Gather time input and turnover rate data.

3. Staff
   Gather time input into program data and how this time was invested.

   (2) and (3) should be as close to weekly as is feasible.

D. Other Information

   Keep a continual flow of all printed material put out by the program, press reports, or any other material normally distributed to the staff, volunteers, or community at large, coming in to the outside consultants.

III. Evaluation Report Preparation
This will be completed by the outside consultant after due analysis of all the above material.

CHAPTER IX

FUNDING AND FINANCE[19]

Volunteer Programs Are Not Free

There is a balance sheet in volunteer programs, too. First, this is because volunteer programs do cost money, and second the kind of balance we always have to seek between utter indifference and overconcern to management issues. Funding issues should be faced realistically, but on the other side of a thin line, we should not get obsessed with money. One of the beauties of volunteer programming is that we can do good things without being utterly restricted by financial considerations. We can be positively opportunistic without strangling on our purse strings. On the other hand, without some sort of continued financing guarantee, too many programs get started, raise hopes, and then disappear. While it is possible to begin a program, especially a small one, without having money secured, efforts for on-going financing should commence right at the start, so as not to lose a good program through indifference of funding sources.

As one fund-raiser put it: "...all should realize that there is a long lead-time needed in any significant fund-raising effort. Months and months, sometimes more, of real hard work in planning, analyzing, research, all kinds of preparation."[20]

Several other professional fund-raisers stress the need for research and useful groundwork in preparation of your fund-raising solicitations.

Over the long-run, money need not be a primary consideration, but it had better be a strong secondary one. The respondents to the national survey, when asked to list the main problem areas needing improvement in their volunteer program,

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[19]The authors are particularly grateful for review of this chapter, and suggestions, by Mr. Tadini Bacigalupi, Jr., Director of the Haigh-Scatena Foundation and Mr. Theodore Herman, Board Member of AMICUS in Minneapolis, Minnesota. We also used as resource a paper prepared by Mr. Emerson Snipes for the North Carolina Volunteer Training Project.

[20]Mr. David E. Miller, 344 Westchester Ave., Mt. Vernon, N.Y.: "Six False Reasons Why Fund Raising Should be Delayed," in the Journal "Fund Raising Management."

from among 17 possible choices, ranked "more money to defray volunteer program expenses" eighth in order of importance. Thus, while funding is not the most important problem for them, it is a substantial one.

It is not difficult to see why this is so. Only 41% of the volunteer programs reporting had a full-time paid coordinator or supervisor of volunteers. Yet, almost 70% of these agencies were responsible for 150 or more offenders, and almost 40% were responsible for 500 or more offenders. On the reasonable (but difficult to test) assumption that an agency's ceiling for volunteers is at least 50% of its caseload of offenders, one can presume that many agencies with part-time coordinators are unable to attain appropriate volunteer ceilings of 100 volunteers and up.

The only exception to funding as an area of concern would be a small or a token program, say less than 10-15 volunteers. Here, costs may be absorbed in the regular agency budget, or out of volunteers' pockets. But as the section on program planning is emphasized, we should not ordinarily be satisfied with incidental programs. Corrections has had enough of tokenism.

For all non-token programs then, the rule is that though volunteers work free, volunteer programs cost money. We can even tell you approximately how much, although estimates vary widely due to the present lack of systematic cost analysis research. Approximately 10¢-25¢ per volunteer hour for material support costs: printing, mailing, travel, etc. Approximately $1-$1.50 per volunteer hour when costs of staff supervision are considered, as they should be.

Mr. Emerson Snipes of the North Carolina Volunteer Training Project breaks down specific expenses as follows:

Overhead expense - 10¢ per hour of volunteer contribution
- Categories of expense - space rental, stationery, supplies, travel, babysitting, telephone, reward programs, special project supplies

Staff time - 25¢ per hour of volunteer contribution (at $5.00 per hour wage)
- Categories of expense - consultation services for volunteers, problem solving

Training expense - $1.00 per volunteer
- Categories of expense - books, manuals, and materials (approximately 1/2 total), visuals (footnoted), Special training personnel, miscellaneous training expenses (coffee, pro-rated space rental)

Coordinator - $5.00 (approx. 1 hour) for each volunteer per month (avg. 16 hours of volunteer service per month)
- Categories of expense - salary (all other expenses covered in overhead)

These cost categories don't include all out-of-pocket volunteer expenses for recreation or activities with the client or

special services to clients such as medical or psychiatric exams.

In 1968, Boulder, Colorado's Juvenile Court Volunteer Program broke its material support expenses as follows:

(a) Recognition items (in some quantity)

I.D.cards for volunteers	25¢ each
Merit certificates	25¢ each
Small nameplates on door	$1-$2 each

(b) Mailing a meeting notice to 150 volunteers costs between $15 and $20, figuring secretarial and printer's time, envelopes, paper and postage. Insofar as volunteers handle the secretarial duties it can go as low as $8 to $10.

(c) Most volunteers provide their own office supplies most of the time, except for those who work regularly at the court in administrative support duties. In a 150 volunteer program, the yearly extras in office supplies used by volunteers run about $10-$50 (pencils, pens, stationery, envelopes).

(d) In the same size program, extra secretarial time in support of volunteers, for occasional letter-typing, information, locating files, etc. is estimated as at least 1 and 2 hours a week, which could run as low as $100 a year and as high as several hundred dollars. The amount will be decreased as volunteer secretaries do some of the work, or regular secretaries are able to absorb it in addition to their other duties.

(e) Below is a cost analysis of Boulder's 35-page orientation booklet, given to all incoming volunteers. It is based on production of 300 copies at a time, and excludes staff time spent composing material.

Multilith mats	$ 4.30
Folders (covers)	37.50
Paper	28.80
Secretarial time (11 hrs/43 stencils)	31.90
Printer's time, (non-commercial)	20.00
Labels (white, for cover)	3.00
Gold seals	10.00
Assembling	15.00
	$150.50
Cost per book (approx.)	$ .50

Another way of approaching cost analysis is by looking at actual monthly expense accounts of two court volunteers, who did request almost complete reimbursement for service-related expenses (names changed, but expenses are actual).

Abigail Shepherd: Volunteer Deputy Probation Officer (DPO), May 1967

Date	Activity and time spent	Expenditure	Amount
5/3	DPO meeting--3 hours	Babysitter	$ 2.25
4/24	Long distance call to my probationer's mother (bill attached)	Phone call	3.97
5/9	Court workshop organizational meeting	Babysitter	1.10
5/12 to 14	Registration duties at workshop, 2-day court	Babysitter for 11 hours, husband available rest of time	8.25
5/15	Outing with probationer	Her dinner	.90
5/22	Outing with probationer	Her dinner	.90
Total			$17.37

Carol Mayflower: Volunteer Test Administrator and Tutor Program School Liaison, January 1967

	Time	Mileage	Expenses
At court:			
Testing: 1/4, 1, 18/67	12	22.5	$ 2.00
Scoring tests: 1/4, 11/67	8		
At college:			
Tutorial sessions: 1/12, 16, 19/67	2-1	16.5	1.00 (sitter)
Travel:			
For tutoring program and testing--			
1. To college for tutor reports, 1/10, 17, 24/67	1.5	16.5	
2. Baseline Jr. & Casey Jr. High, Approx., 1/10/67	1	9.5	
3. Boulder H.S. and college, Approx., 1/12/67	1.5	8	
4. Boulder H.S., 1/13/67	.5	6	
5. Broomfield Schools, 1/13/67	2	28	.30 (tolls)
6. Tutor reports--to court, Approx., 1/26/67	.5	7.5	
7. Home of tutor--review texts, etc., Approx., 1/27/67	2	9	
8. Misc. travel for tutoring, Approx.	3-4	20	
9. C.U.--Dr. Cartwright with attitude test results, 1/4, 12, 19/67	1.5	16.5	

	Time	Mileage	Expenses
My home:			
Book inventory--calls to tutors regarding modifications, changes, adjustments, etc. in book loans	3		
At Attention Home (Volunteer-Supported Group Foster Home):			
With husband, supervise: 1, 22, 27/67	12	15	2.90 (sitter)
Totals	55	175	$6.20

Note: This lady includes an activity and time analysis in her report, and also a listing of mileage although she does not ask reimbursement for this. If she had, at 8¢ a mile, $14 would have been added to her voucher for a total of $20.20.

All the above leads to an approximate estimate of $100-$150 dollars per volunteer per year for an adequately supervised supported program. Moreover, accurate figures for the AMICUS Volunteer Program of Minnesota work out to $125.00 per volunteer per year.

As you dip substantially below this approximate figure you risk a stunted, thwarted program, inadequately supported, and not properly accountable to the agency. You are also forced into an exclusionary volunteer recruiting policy, losing a whole range of high-potential volunteer types who simply cannot afford to pay their work-related expenses out-of-pocket, e.g. many students, minorities, the poor, ex-offenders, retired people, etc.

Curiously enough, there may also be some risks in substantially exceeding the $150 figure. Some programs spend $400-$600 per year per volunteer. This does render fine support for the unique qualities of service which volunteers can contribute, but it also makes a volunteer program harder to justify. Thus, this same $500-$600 per volunteer year for fifteen volunteers would also pay a full-time professional working with an intensive caseload of only 15. This professional could spend three to five hours a week with each offender, which is as much as most programs expect a volunteer to spend! In any event, people who spend $400-$600 per volunteer year should have to justify their programs comparatively to intensive caseload approaches, rather than traditional approaches.

Of course, as your volunteer program grades over into "subsidized volunteers," "paid interns," and "semi-volunteers," the $150 per volunteer per year figure no longer applies. And there may be good reasons for this, as already mentioned: bringing in a whole new range of people who couldn't otherwise contribute--students, the poor, ex-offenders, indigenous people, retirees, etc. The extreme on which we pegged--zero, $150, $600--assumed middle-class volunteers receiving no direct compensation.

Virtually all the foregoing and subsequent cost figures in this chapter are based on volunteer programs in essentially open settings--diversion probation, and group homes. The question may validly be raised: do these figures apply similarly to volunteer programs in closed correctional settings, in institutions? Our best estimate at present is that they do. Indeed, the closed setting AMICUS volunteer program of Minnesota gave us an estimate of approximately $100-150 per volunteer per year, which matches our independently arrived at estimate for probation volunteer programs. Looking over the previously provided breakdowns of cost categories, one may expect that such items as volunteer travel or program supplies (e.g. arts and crafts) could sometimes run a little higher in an institution program and factors such as these may account for the fact that Job Therapy, an institution program in the state of Washington, has reported spending several hundred dollars per year per volunteer. On the other hand, this particular program seems to give a distinctly more than average level of support to its volunteers.

Planning by Budget

The principle is: plan beforehand insofar as possible. Cast a budget, predicting what your program will cost, so you know how much money you'll have to raise. But as always, there is an alternative: do it first, in a small way, and hang the cost. Let potential contributors see what you can do, and if you do it well, the money will come. This has worked in certain kinds of receptive communities boasting productively opportunistic volunteer programs.

But, at least for larger scale efforts at first launching, we recommend careful pre-budgeting, even if you don't have the money in hand, or even know where it's coming from. It's good planning discipline,in case your eyes are prone to get larger than your capacity. Besides, local, state, federal, and private foundation funding sources almost always insist on a budget as a prerequisite to disbursing funds. And most non-token volunteer programs today are funded in that manner.

Three Actual Examples of Volunteer Program Budgets

Let us proceed, then, by concrete example. Here are three actual yearly budgets (1970) from volunteer programs.

The first program had 309 active volunteers serving 313 defendants in a county court setting, adults and young adults. Money was raised principally by private local donations.

Capital Outlay	$1,424.00
Dues, Meeting	150.00
Equipment, Repair, Maintenance	55.00
Other Expenditure	250.00
Postage	130.00
Printing, Reproduction, Mimeo	450.00
Professional Fees	420.00
Salaries	11,358.00
Telephone	342.00
	$14,579.00

Justification

Capital Outlay: Request $1,424.00

If a new department is being established, the following items would be needed to set up such a division:

2 Electric typewriters @ $380	$ 760.00
1 Five drawer legal size file cabinet	95.00
2 Two card cabinets (index) $6.50	13.00
2 Office desks 55x30 @ $180.00	390.00
2 Steno posture chairs @ $72.00	144.00
2 Wastebaskets @ $4.50	9.00
2 Desk Files @ $6.50	13.00
	$1,424.00

All of above would be classified as non-recurring expense.

Dues and Meeting: Request $150.00

Dues, Registration and Mileage are included in the figure:
- Mileage in-state figured at 10¢ per mile
- Meal allotment-approximate $10.00 per day
- Lodging figures at $15.00 per day
- $150.00 is minimal request for attendance at a 3-day conference

Other Expenditures: Request $250.00

A testing program for defendants will be established to augment to work of this department. Conservative estimates set the cost of this item at this figure.

Professional Fees: Request $420.00

Two professors from the Graduate School of Social Work charge $35 a night for three evening training sessions for counselors. Cost $105 per training session. Four sessions are held per year at an annual cost of $420.00

Salaries: Request $11,358

One Probation Officer, $570 per month	$ 6,840	per year
One Deputy Clerk at $376.50 per month	4,518	per year
Total	$11,358	

Telephone: Request $342.00

One phone "director" at $18.50 per month	$ 222.00
One standard phone at $10.00 per month	120.00
Total	$ 342.00

The second actual one-year budget is for a juvenile court program supportung 150 volunteers in six program areas. Professional staff time is not included.

Usage

1.	Notebooks (VPO's)	$ 30.00
2.	Volunteer Certificates	72.00
3.	4x6 Index Cards	10.00
4.	I.D. Cards	30.00
5.	Office Supplies	376.00
6.	Postage	200.00
7.	Training Materials	300.00
8.	Miscellaneous Expenses	300.00
9.	Public Purchase	400.00
	Sub Total	$ 1,718.00

Paper

Volunteer Registration Form	1/2	reams	cost
Volunteer Orientation Book	10	reams	cost
Group Discussion Report	1/2	reams	cost
Group Home Intake	6	reams	cost
VPO Report Forms	4	reams	cost
Foster Parent Guide	1/2	reams	cost
Tutor Report	6	reams	cost
Foster Home Intake	1/2	reams	cost
Group Home Output	1/2	reams	cost
Volunteer Pads	1/2	reams	cost
Miscellaneous	4	reams	cost
	33	reams	$ 231.00

TOTAL COST	Usage	$ 1,718.00
	Paper	$ 231.00
	Total	$ 1,949.00

Volunteer Program Yearly Personnel Costs

Staff

*Volunteer Program Coordinator		$ 8,400.00
	Mileage	960.00
	Sub-Total	$ 9,360.00
*Probation Officers		$ 1,920.00
2 officers 10 hours per week	Mileage	300.00
	Sub-Total	$ 2,220.00
	*Total	$11,580.00

*Not an additional cost to Courts but a redesignation of wage ordinarily paid for other duties.

The third actual yearly budget is from an activities-oriented program designed for 150 volunteers, principally diversion of juveniles from full probation status.

Staff Allowance:		$17,379.60
Director: Salary $7,200.00 FICA, Work. Comp., Ins., etc. $889.80		
Assistant Director: Salary $7,200.00 FICA, Work. Comp., Ins., etc. $889.80		
Part-Time Secretary: (About 10 hrs/wk). Salary: $1,200		
Printing, Paper, Office Supplies: Includes training materials, promotion materials, photography		5,000.00
Mileage: 30,000 miles at .09/mi.		2,700.00
	Sub-Total	$25,079.60
Camping:		2,200.00
Two River Trips $300.00 each	$600.00	
Forty Plane Ride-Fishing Trips $15.00 each	$600.00	
Twenty Camping Trips $50.00 each	$1,000.00	

Insurance:	$ 350.00
Volunteer Subsidy:	1,000.00
Office Rent and Utilities	2,000.00
Telephone:	250.00
TOTAL	$30,879.60

Here is a sample justification for this third budget.

Staff Allowance: We have two full-time men and a part-time secretary. I think with these people we will be able to handle a maximum of 150 volunteers. We are going to be developing group leaders among the volunteers, and this will perhaps enable us to handle even more. For an on-going program that was not expanding I think this number of staff would be able to handle even more volunteers; but since we are constantly developing better training methods, volunteer follow-through, recreational possibilities, and doing our own fund raising, it takes more man hours than would be otherwise necessary. The salaries that you note here have just recently been set by our board. We started out last year at a much lower figure.

Office: This figure includes all of our promotional and training materials, office supplies and photography. This figure may seem high, but we really strive for excellence and feel that the extra effort and money spent here is well worth the result. A good portion of this figure goes into photography. For example, we take trips every weekend during which we shoot up a lot of film. We send copies of appropriate pictures to both volunteers and probationers to reinforce their experience. Another program like ours might not feel that this expenditure was warranted, and the figure would therefore be less.

Mileage: We feel that we will travel at least 30,000 miles next year, but this is only for camping and program travel. It does not include to-and-from-office mileage.

Camping: This is a substantial part of our program. The river trips are for three days and handle thirty persons each. The plane ride-fishing trips handle six persons each, but, of course, the plane ride is donated to us. The $15.00 includes only gas and food. We do our own campout-type cooking. The camping trips are weekend affairs. We leave Friday evening and get back Sunday afternoon.

The other activities that are provided for our volunteers like use of the Y's, Sports Center, horseback riding, tickets to games are all donated by the community.

Insurance: We feel it is necessary to cover all of our volunteers in their activities. We have stumbled on a beautiful plan and that is why the figure is so low; but this figure covers volunteers and clients in any type of activity that could be classified as an agency activity.

Volunteer Subsidy: This $1,000 is used to subsidize volunteers who are in financial difficulty, i.e., minority group volunteers, college students, etc. This subsidy is used for weekend activities like bowling and swimming, etc.

Office Rent, Utilities: Our rent and utilities don't cost us anything because we are in donated office space, but I have put this figure in because it would be necessary under normal circumstances.

Telephone: No explanation needed.

The above should give you a general idea of the amounts and proportions you'll need in various budget categories, relative to the projected size of your program. These general rules of thumb also apply:

1. Adapt general guidelines to your own local conditions, size of program, etc.
2. Berry's rule: Everything always costs at least 30% more than you think it's going to. However, budget error can be reduced by careful planning and cost analysis.
3. Be ready to revise as you go along, insofar as funding conditions permit, at least in regard to re-allocations among existing budget categories. This will stem from expectedly high costs in some present budget allocations, unexpectedly low ones in others. It may also come from necessary revision of program priorities and objectives, in the light of experience gained during the budget year.

Dollar-Input, Service-Output Analysis of a Volunteer Program

The following is a preliminary dollar-input service-output analysis being done in conjunction with the Colorado State Court Volunteer Services Office. It should be emphasized it is a first approach, and a far more sophisticated analysis is in process.

Juvenile Court Volunteer Program Statistical Summary
Calendar Year 1970

A.	Number of volunteers through program	160	
B.	Number of clients through program	200	
C.	Average time spent with case	103	hrs. annual
		2	hrs. weekly
D.	Number of cases terminated satisfactorily during year	81	
E.	Number of cases sentenced during year	13	
	1. Number sentenced who had a volunteer	5	
	2. Number sentenced who did not have a volunteer	8	

Juvenile Probation Dept.
FY 1972 Budget Supplement

I. Introduction:

The following is a dollar-input service-output analysis of the volunteer program for the calendar year January 1, 1970 - December 30, 1970. The volunteer program data was excerpted from the Juvenile Court annual report while the budgetary data was synthesized from expenditures occurring during the last six months FY 1970 and the first six months FY 1971.

II. Dollar Input:

For the purpose of this report two main categories of program cost have been identified: personnel cost and usage cost.

A. Personnel Cost: (+ mileage)

The Juvenile Probation Department during the indicated time period consisted of a Chief Probation Officer, a Volunteer Program Coordinator (both working titles) and three Probation Officers. The estimated personnel costs assigned directly to the volunteer program then are as follows:

Volunteer Program Coordinator 1/2 time

1/2 wage	$4,812
1/2 mileage	$ 360
Total	$5,172

Probation Officer II 1/4 time

1/4 wage	$2,129
1/4 mileage	$ 300
Total	$2,429

Probation Officer II 1/4 time

1/4 wage	$2,181
1/4 mileage	$ 300
Total	$2,481

Probation Officer I 1/4 time

1/4 wage	$1,634
1/4 mileage	$ 150
Total	$1,784

Total Personnel Cost (+ mileage) assigned to Volunteer Program = $11,866

B. Usage Cost:

The usage cost is an estimate of the cost other than personnel, assigned to support of the volunteer program.

Usage

1.	Notebooks (VPO's)	$ 30.00
2.	Volunteer Certificates	72.00
3.	4x6 Index Cards	10.00
4.	I.D. Cards	30.00
5.	Office Supplies	376.00
6.	Postage	200.00
7.	Training Materials	300.00
8.	Miscellaneous Expenses	300.00
9.	Publication Purchase	400.00
	TOTAL	$1,718.00

Paper

Volunteer Registration Form	1/2	reams	cost
Volunteer Orientation Book	10	reams	cost
Group Discussion Report	1/2	reams	cost
Group Home Intake	6	reams	cost
VPO Report Forms	4	reams	cost
Foster Parent Guide	1/2	reams	cost
Tutor Report	6	reams	cost
Foster Home Intake	1/2	reams	cost
Group Home Output	1/2	reams	cost
Volunteer Pads	1/2	reams	cost
Miscellaneous	4	reams	cost
	33	reams	$ 231.00

Total usage cost assigned to Volunteer Program.
TOTAL $1,949.00

A. 1970 Volunteer Summary as ammended:

	Total Volunteers 1970	Average No. Of Volunteers at One Time 1970	Average Hours Per Week 1970	Annual 1970	Based On 1970
APO/DPO Big Brother & Sister	53*	25	45	2340	12 mos.
Tutor	49	22	35	1120	8 mos.
Group Discussion	4	2	4	208	12 mos.
Administrative	6	4	12	634	12 mos.
Professionals	8	6	29	1508	12 mos.
Foster Parents	22 (11 couples)	16 (8 couples)	192**	9984	12 mos.
Detention Volunteer	18	9	18	648	9 mos.
TOTALS	160	84	335	16442	

*Several volunteers work with more than one probationer at a time. Also, it should be noted that some volunteers have worked with several probationers. (As one is dismissed, they assume responsibility for another).
**Based on 14 hours per week per mother and 10 per father.

C. Grand Total Cost Assigned to Volunteer Program:

Total Personnel Cost (+ mileage)	$11,866.00
Total Usage Cost	1,949.00
	$13,815.00

III. Service Out:

The following is the 1970 volunteer summary indicating the individual volunteer programs, the number of volunteers serving in the programs, and the average number of hours of child contact per week and year.

B. Service Output Rationale:

The volunteer summary indicates that the volunteers in the various programs contributed an estimated 16,442 hours of service to children on probation to this department. If the department would have purchased the services the cost would have ranged from $2.00 per hour (tutoring) to $30.00 per hour (psychological consultation). At a low average cost of $3.00 per hour, the cost of the volunteer program services is:

16,442 hours
X $3.00
$49,326.00

IV. Cost Input Per Service Output Analysis of Volunteer Program:

The preceding figures indicate the following relationships:

A. Total Budget Per Estimated Volunteer Service Cost:

Total Budget Expenditure of Court 1/1/70 - 12/30/70	$70,504.00
Estimated Volunteer Service Output	$49,326.00

B. Grand Total Volunteer Program Cost: $13,815.00

Estimated Volunteer Service Output $49,815.00

C. Hourly Cost of Volunteer Services:

$14,000.00 divided by 16,442 -volunteer hours contributed. Total: $.85 per hour

V. Concluding Remarks

The foregoing report has attempted to present a picture of the volunteer program in terms of dollar inputs and dollar outputs. Similar analyses are possible in the area of time inputs per time outputs, resource inputs per resource outputs, etc. Analyses of these types are valuable for budget preparation and planning, use of employees time and the maximum utilization of resources but often the real impact of volunteer programs are lost in the dissection. This report does not include research indicating the reduction of recidivism and the reduction of anti-social attitudes found among probationers served by volunteers, nor does the report indicate the level of community impact brought about by volunteers.[21]

[21]In discussing the above analysis, the point was made that this initial analysis may have somewhat overestimated the

(Footnote 21, continued):
proportion of time-wage contributed by the three probation officers (1/4 wage), in which case the cost per volunteer hour would be somewhat lower. On the other hand, the above analysis did not choose to charge off the time contributed to the program by the Juvenile Judge (the argument for which might be quite strong in a smaller court, particularly one which had no probation staff at all). Moreover, the mileage costs charged off were for paid staff only. Mileage and other incidental costs, e.g., recreation, lunches, etc. tend to be almost always absorbed by volunteers in this particular program, and had they been explicitly identifiable and charged off, the cost per volunteer hour would have been higher.

For the latter two reasons, the authors still believe that were all volunteer program expenses identifiable and charged off, with volunteers being totally reimbursed for all expenses, the cost per volunteer hour would still approximate our previous $1.00-$1.50 estimate. The lower estimate--$.80 per hour--would of course still apply as one chooses realistically to recognize the frequent case in which volunteers do absorb such expenses.

Raising the Money

Throughout this section a distinction must be borne in mind between volunteer programs organized as private entities, though in association with a public criminal justice agency, and volunteer programs which are fully integrated within the public agency structure.

From the funding standpoint, each has some advantages and disadvantages. It is a complex situation, but generally a private organization has better access to private fund-raising procedures and sources, while often a public agency finds this access more difficult or even impossible, though its access to public funding sources may be easier.

As to the fund raising process in general, it is by no means the science many of us would wish it to be. It is a well-defined and skilled profession. You might therefore consider retaining a fund-raiser, or a grantsman, also called program developer, as part of your effort, on a paid or percentage basis.[22] A few programs now have "grant writer" as a volunteer position.

There is also the possibility of working with an organization which acts as a "broker" between funding sources and the receiving agency. United Way or Red Feather does this sort of thing for groups of service agencies in a given community, though we've only rarely heard of them doing so for correctional volunteer programs.[23]

The same kind of model appears to be developing in court-related volunteerism, thus, at least one foundation acts as a funding broker for groups of selected volunteer programs of their preferred type, over a range of communities. But this funding-broker model is only beginning to come in the scene for criminal justice volunteer programs specifically, and for volunteer programs in general.

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[22] One of our reviewers cautions here against fund-raisers who work on a percentage basis, unless that percentage is very small.

[23] Guidelines do exist here, e.g. the following from the North Carolina's State Volunteer Organization. "United Fund requires a written proposal to your county United Fund Admissions and Budget Committee. This will consist of a full program outline and detailed budget and the group will have to be a non-profit corporation. It will be a good idea to make a preliminary contact with some of the committee people and to be prepared for a period of negotiations with them. The disadvantages of United Fund Financing is that you are often frozen at the original level of funding (with cost of living increases) and the great competition that exists for United Fund Money."

There are cautions to be observed here as well, among which are to be sure that the goals of your program are compatible with those of the funding broker, and secondly, that as a condition for partial funding of your program, the sponsor does not make it too difficult for you to secure supplementary funds elsewhere.

A Channel for Receiving the Money

First of all you may have to have some legal receptacle for the money. Formal grants from governmental agencies or private foundations can in many cases be received by an already existing governmental agency; either the agency sponsoring the volunteer program or an agency which represents it, e.g. the court or correctional institution which runs the volunteer program, its local or state funding board, etc. This is, however, something to work out and be clear about in developing your funding plans. Check with your regional criminal justice planning agency director.

In other cases, you will want to set up your own corporation[24] or receiving and operating organization as a receiving entity for the money. A private volunteer organization can usually do this easily; sometimes a public agency volunteer program has difficulty doing so, but by no means always, as witness the example below. The receiving corporation is particularly useful for smaller private donations, or indeed for private contributions at any level. Some governmental agencies cannot legally receive private donations.

An example of a special legal arrangement for this purpose is given below. Since the Juvenile Court as a public agency could not receive private monies, it set up this corporate entity to receive them, and this particular system has worked smoothly in Boulder, Colorado, for a number of years.

ARTICLE I
Identification

Name-The name of the Corporation is BOULDER COUNTY JUVENILE COURT DEVELOPMENT FUND, INC.
Registered Office and Registered Agent--The address of the registered office of the Corporation is Hall of Justice, Division C, Court House, Boulder, Colorado; and the name of the registered agent at such address is John E. Hargadine.

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[24] The corporation as a fund-receiving entity can be applicable either to a privately organized or public agency volunteer program. The case where the corporation is in addition a program-operating entity will tend to apply only to the privately organized volunteer program.

ARTICLE II
Officers and Board of Directors

General Powers--The business and affairs of the Corporation shall be managed by a Board of Directors consisting of not less than three nor more than ten who must be residents of the County of Boulder and State of Colorado, and who must be members of the Corporation. Members of the initial Board of Directors shall hold office until the first annual meeting of the members, and until their successors shall have been elected and qualified. At the first annual meeting of the members, the number of Directors for the next ensuing year shall be established by majority vote of the members. The Directors shall be elected at the first annual meeting, for a term of one year and shall serve as Directors until their successors are elected. Thereafter, Directors will be elected at the annual meeting of the Corporation.
Vacancies--Any vacancy occurring in the Board of Directors may be filled by the affirmative vote of a majority of the remaining directors though less than a quorum of the Board. A Director elected to fill a vacancy shall be elected for the unexpired term of his predecessor in office. Any directorship to be filled by reason of an increase in the number of directors shall be filled by election at an annual meeting of the members.
Regular Meetings--Regular meetings of the Board of Directors shall be held quarterly without other notice than this by law, the first meeting to be immediately after, and at the same place as the first annual meeting of members.
Special Meetings--Special meetings of the Board of Directors may be called by or at the request of the President or any four Directors, upon giving at least two days notice of such special meeting, either verbally or in writing.
Officer-Directors--The President, or the Vice President in his absence, shall preside at all meetings of members and directors, and discharge all the duties which devolve upon a presiding officer. The Vice President shall perform all duties incumbent upon the President during the absence or disability of the President. The Secretary shall attend all meetings of the members and the Board of Directors, and shall keep a true and complete record of the proceedings of such meetings. The Treasurer shall keep correct and complete records of account, showing accurately at all times the financial condition of the Corporation. He shall be the legal custodian of all moneys, notes, securities and other valuables which may from time to time come into the possession

of the Corporation. The Officers of the Corporation shall have all powers and duties of a Director. Officers to serve until the first annual meeting of members shall be appointed by the initial Board of Directors.

ARTICLE III
Members

Any person who pays the annual membership dues is a qualified member of this Corporation. Any such person who attends the annual meeting of members is entitled to vote and participate in the election of Directors and such other business as may properly come before the group.
Membership dues--The membership dues shall be fixed by a majority vote of the Board of Directors.
Annual Meeting--The annual meeting of the members shall be held on the second Monday in January of each year, commencing in 1965, in the Court House in Boulder, Colorado, at the hour of 7:30 P.M. If such day is a legal holiday, then on the first following day that is not a legal holiday. Failure to hold the annual meeting at the designated time and place shall not work a forfeiture or dissolution of the Corporation.
Special Meetings--Special meetings of the members for any purpose may be called by the Board of Directors upon written notice of the meeting and the purpose therefore, mailed to members at least ten days before the date set for such meetings.

ARTICLE IV
Amendment

These By-Laws may be amended at any time by the vote of two-thirds of the members of the Board of Directors present at any meeting.

ARTICLE V
Quorums

One-half of the members of the Corporation and one-half of the members of the Board of Directors shall constitute a quorum. Unless otherwise provided action of either body shall be taken by majority vote of those present.
THE ABOVE AND FOREGOING By-Laws of Boulder County Juvenile Court Development Fund, Inc., were adopted by majority vote of the Board of Directors of said Corporation at a meeting duly held on the 20th day of June, 1966.

_____
President
Attest:

_____
Secretary

(b) Certificate of Incorporation: Boulder County Juvenile Court Development Fund, Inc.

KNOW ALL MEN BY THESE PRESENTS:
That we, the undersigned, have associated ourselves for the purpose of forming a body corporate and politic, not for pecuniary profit, under the provisions of Article 20, Chapter 21, Colorado Revised Statutes 1963, hereby make, execute and acknowledge this certificate in writing of our intentions so to become a body corporate and politic, under and by virtue of said statute.

First--The corporate name of our said Corporation shall be BOULDER COUNTY JUVENILE COURT DEVELOPMENT FUND, INC.

Second--The object for which our said Corporation is formed and incorporated is for the purpose of providing additional education, treatment, material needs, and facilities for children who may be juvenile delinquents or show tendencies of becoming juvenile delinquents, and to make contributions to other charitable, literary, or educational organizations which are not for pecuniary profit. This corporation is organized and shall be operated exclusively for charitable, literary or educational purposes.

Third--The affairs and management of our said Corporation are to be under the control of a Board of Directors consisting of not less than three nor more than ten members:

Horace B. Holmes	John E. Hargadine	George Taylor
544 Highland Avenue	Route 2, Box 195	2302 Bluff St.
Boulder, Colorado	Longmont, Colorado	Boulder, Colorado

are hereby selected to act in such capacity and to manage the affairs and concerns of said Corporation for the first year of its existence or until their successors are elected and qualified.

Fourth--This Corporation shall have perpetual existence.

Fifth--The principal office of said Corporation shall be located in the City of Boulder, County of Boulder, and State of Colorado.

Sixth--In the event of dissolution of the corporation, the assets then owned will be distributed to satisfy all outstanding creditors, and should any balance then remain, such will be distributed to a similar organization which is exempt from Federal income taxation under Internal Revenue Code, Section 501 (c) (3), or

to the federal, state, or local government, as the then Board of Directors may direct. Further, no part of the net earnings of the corporation will inure to the benefit of the members of the corporation or individuals associated with the corporation or the council.

Seven--The Board of Directors shall have power to make such prudential by-laws as they may deem proper for the management of the affairs of the corporation according to the statute in such case made and provided.

IN TESTIMONY WHEREOF, we have hereunto set our hands and seal, on this 5th day of April, A.D. 1966.

_____(SEAL)

_____(SEAL)

_____(SEAL)

STATE OF COLORADO)
COUNTY OF BOULDER)SS

I,_____, in and for said County, in the state aforesaid, so hereby certify that Horace B. Holmes, John E. Hargadine, and George Taylor, whose names are subscribed to the foregoing certificate of incorporation, appeared before me this day in person, and acknowledged that they signed, sealed and delivered the said instrument of writing as their free and voluntary act, for the uses and purposes therein set forth.

Given under my hand and seal, this 5th day of April, 1966.

UNITED STATES OF AMERICA)
STATE OF COLORADO) SS. CERTIFICATE

I, Byron A. Anderson, Secretary of State of the State of Colorado, do hereby certify that the annexed is a full, true, and complete copy of the original Certificate of Incorporation of
BOULDER COUNTY JUVENIEL COURT DEVELOPMENT FUND, INC.
Filed in this office on the 13th day of April A.D. 1966 and admitted to record.
IN TESTIMONY WHEREOF, I have hereunto set my hand and affixed the Great Seal of the State of Colorado, at the City of Denver, this 13th day of April A.D. 1966.

Byron A. Anderson
Secretary of State

Some cautions: Some governmental agencies cannot receive private contributions themselves, so they don't want you to do so either, possibly because they feel some conflict of interest or competition with their own budget requests. This issue, if it exists, must be resolved early in the game, as part of your overall financing plans.

Obviously being chartered as a not-for-profit organization, with tax-exempt charitable-deduction status is highly desirable for your private receiving entity. People are unlikely to make other than minor contributions unless they can take their deduction. Moreover, at least one authority in the field feels it is difficult if not impossible for a foundation to make a gift to a private organization that does not have a not-for-profit tax exempt status from both federal and state governments. The requirements here may be fairly rigorous, and are apparently becoming increasingly so, e.g. the Federal Government will not grant tax-exempt status to any organization which engages in lobbying activities (and many volunteers actually do so, at least informally).

Some states will additionally require that you be registered with the attorney-general's office, and in all cases you must be granted an exemption from the Internal Revenue Office, which permits tax deductions for contributions to your organization.

States are different in regard to laws governing these entities, and you should consult a local attorney (volunteer). Hopefully you'll have one on your planning board. You should be sure you meet the criteria of both the Federal Government and your particular state, in regard to tax-exempt status.

There may be problems today under the tax laws, for any foundation getting money from another one and then passing it on again. This is why we suggested your funding receptacle might be an operating as well as receiving entity.

Sources of Funding

What you regard as your prime targets as funding sources will depend in large measure on your program objectives and philosophy. There are at least three major kinds of alternatives and issues here.

First, you may decide to go out after substantial funding right from the start or you may prefer as an initial objective a lesser amount of "seed money" for a smaller or pilot phase in which the program proves itself, as a selling poing for a major funding effort later. If you opt for the "seed money" approach, local, private small-scale sources are more likely to suffice, rather than major foundation grants.

Secondly, the problem of initial funding differs somewhat from the problem of more permanent continuation funding. A Foundation or Government grant may be a good way to begin, but such funding bodies tend to have policies which do not permit sustained funding, limiting financial support for only 1 to 3 years, leaving local resources to pick up the burden after that period.

The permanent pick-up then is far more likely to be local private sources or local government, and such sources need to be cultivated from the very beginning of the program, even though they may not be financing it at that time.

Finally, a broader issue in criminal justice volunteerism has its implications here, too: the relationship between the private and the public sector.

Proponents of a private sector emphasis in funding worry about public sector funding, especially federal or state, because it might dilute or suppress the sense of ownership which the local community feels in "our program." To put it more positively, one consultant in this area said:

> "Crime is a community problem that needs the attention and involvement of the community. With private funding, the establishment in the community becomes directly involved in the program. This direct involvement not only opens doors to jobs for probationers, parolees, and ex-offenders but also is an opportunity to expose community leaders to the inadequacies of the present criminal justice system. Hopefully, their leadership can be channeled for improvement."

Other people emphasize that crime and its control is a public responsibility, which must not be substantially abdicated to the private sector. More positively, the prestige and support of, say, the Governor's Office is crucial to a program, not only in its development but in solidifying its continuance over the years.

In the writers' opinion, the most promising concept here is not the public versus the private sector, but the search for patterns and models by which a productive partnership can be attained, in financing volunteer programs.

With this background, funding sources can be broken into four groups: State Coordinating Agencies, Relatively Small-Scale Private Sources, Foundations and Government Funding Agencies, and Representations to the organization that regularly funds non-volunteer programs in your agency.

In general, contributions are obtained either on the merits of a program or its status, e.g. via a prestigous Board of Directors. Before the program has had a chance to prove itself, the latter tends to be most important.

State Volunteer Coordinating Agencies

These agencies are an increasingly important factor in the facilitation of local programs. They might be able to help you in any of four ways.

As expert consultant on where the funding sources are, and how to tap into them, perhaps including help with your grant application.

Providing actual seed money grants to you. Some state volunteer organizations are considering doing this though none are actually set up to do it at the present time, to our knowledge. Check with the Department of Correction, Indianapolis, Indiana to see if they can be of assistance.

Providing material or technical assistance in lieu of funds. Thus, state coordinating agencies often have films, tapes, manuals and other training aids available on free loan; they run workshops for training local coordinators, and perhaps for your volunteers as well; they may be able to send an expert field person directly to you for technical consultation.

To the extent they are able to perform these services or provide these materials without charge, you need less money for them yourself, and you are "money ahead." Hopefully state volunteer agencies will be able to do this on an even larger scale in the future, though today they tend to be as under-funded as local programs are.

The state volunteer coordinating agency is within the correctional structure in many states as in Indiana an integral part of the Department of Corrections. A few of these, e.g. Florida and Georgia Adult Probation and Parole, actually provide field agents to help run the programs, and absorb virtually all the other program expenses. A few private agencies may do so as well, to a limited extent, even though not within the correctional structure, notably Social Advocates for Youth and to a certain extent non-correctional agencies such as YMCA, PTA, Red Cross, the American Bar Association's National Parole Aid Program, etc.

Your procedure here in investigating all of the above is to contact the state or private organizations which may exist. In early discussions, determine the extent to which they will take total or near-total funding responsibility for your program or its equivalent as staff or material support. If and as they will do so, negotiate with them the extent to which local control remains possible to you, under these conditions.

Relatively Small-Scale Private Sources

In many programs the volunteer absorbs most of the expenses incident to his service. These can easily amount to $30-50 per year. This may be fine for a middle-class

volunteer, but it cuts out, or at least embarrasses, economically unprivileged people: many students, the poor, ex-offenders, minority groups, retired people living marginally on social security, etc.

In some programs, volunteers actually contribute a membership fee which goes to the support of the program, e.g. $10 a year in Las Vegas, Nevada.

This is extraordinary testimony to the kind of people who will pay for the privilege of serving, but unless the fee is very sensitively waived as required, this essentially implements an exclusionary policy against poor people as volunteers.

As a variation on this kind of internal fund raising, your corporation can have various types of annual memberships, i.e. $10.00-member, $25.00-sustaining member, $100.00-patron member. To lure $100.00 members, a drive culminated by a dinner to which all purchases of such a membership are invited, can be very effective. Make the dinner an important social event with a well-known personality as a speaker. Let the speaker sell the merits of your program so that the dinner is not only a fund raising event but also an educational evening.

Sometimes a service volunteer in especially comfortable circumstances, or several of them, may not only absorb his own expenses, but also make major financial contributions to the program.

In all of the above, we must not be rigid, especially in the case of direct service volunteers, who are <u>not</u> primarily hired as fund-raisers. Especially for these people, the program should be sensitively and tactfully discriminating. Those volunteers who can defray their own expenses, or even contribute beyond that to the program, should be allowed to do so, if and as they wish, but without pressure exerted to that end. Others who cannot do so, or do not wish to do so, should be reimbursed routinely and without embarrassment. There is no reason why one program cannot have a mix of reimbursed, self-supporting and contributing volunteers.

An estimated twenty million Americans serve as fund-raising volunteers. You might have your own fund-raising volunteers (possibly as part of your advisory board functions), and you may ask your individual service volunteers also to help out as fund-raisers.

Many courts capitalize on their volunteers as revenue raisers (from other people). The advantages are in a fund-raising cadre that is already involved day-to-day in the program, knowledgeable about it, committed to it, and capable of conveying that commitment to the individuals or organizations they solicit.

The disadvantages are: (a) the danger of an inadvertent exclusionary policy towards the impecunious volunteer, described above, (b) the possibility that fund-raising may dilute or detract from the quality of other direct services the volunteer is expected to render, and (c) to some, there is an ethical

problem here: it is unfair to ask a direct service volunteer to contribute money or help raise it, if his major role is direct service. The feeling here is that funding should be the responsibility of program leadership and the agency benefiting from the program.

As for (b) and (c) above, one consultant has these comments: "I think maybe a program needs two kinds of volunteers, one group to work with the people in trouble, and another to get the funds. It is not a fair burden to put on the contact volunteer, except for giving casual help to the fund raisers where he has the abilities. Where these contact volunteers can, in addition, be of help to the fund raising group, it is of value, but not to the exclusion of their work with the individual in trouble with the law."

Your Board of Directors or Advisory Board can be of primary assistance in fund-raising and in most cases these people will not have a dual role, as they will not be dealing primarily with direct service to offenders. As one consultant puts it: "Some Board members should be selected with an eye to the entree the prospective member has to the giving community. If a board member has donated to a prospective contributor's pet charity it is much easier to obtain a contribution in return. Programs dealing with the crime problem have great appeal to judges, politicians, attorney generals, etc. While such individuals generally do not have the funds to be large contributors themselves, their names on the Board can attract contributions."

Again, the status of the Board will be particularly important when the program is new, before it has had an opportunity to show results. An impressive Board can contribute materially in this important fund-attracting role. Thus, some Boards have actually prepared, submitted and received grants for program support.

Local People Other Than Your Volunteers or Board

Common sources for local funds are:

Industry and the business community--some businessmen will "tithe" for you, or give regular monthly contributions. The value of them is not only philanthropy and good public relations; your program is actually helping to reduce shoplifting, burglary, traffic offenses, and the like, meeting their needs and real community needs. If the evidence to that effect from your own program is not yet in, you can be prepared to cite the success of similar programs in other parts of the country.

Beyond this, you can stress the opportunity afforded in giving industry or business an involvement for itself and its employees in the community and its problems, and, of course, for good public relations.

A good kick-off for this type of effort is to call a meeting of leaders of the business community, at which the above points are made.

Some distinction should be made between local small business, and larger industry, both with its national organ-

ization and local outlets. Large industry appears today to be showing a surge of concern in social issues and services. Specifically, in the volunteer area, New York City alone has over twenty volunteer coordinators cited within and paid by industry, to assist their employees in securing significant volunteer involvement in the community. Industrial releases-time programs for employees are becoming more prevalent. A recent pattern combines this idea with funding. An industry funds a volunteer program with the proviso that one of its executives on released time will participate in the management of the program. From industry's viewpoint, this helps ensure that their money is wisely spent. From the grantee's viewpoint, the benefits are not only funds, but expert free help in the administration of the volunteer program.

Church groups are often very supportive, especially their Social Action or Social Concerns Committees. Sometimes it helps to know when they make decisions as to allocations for the coming year, and approach them at a suitable time before this.

Service clubs such as Junior League, Jaycees, Zonta, Kiwanis and the like--If some of their members are also your volunteers, they can speak for you from within the group.

Wealthy individuals--In some communities such individuals have assumed virtually sole responsibility for financing a volunteer program.

Individuals who are not wealthy--The nickel-and-dime approach may not seem efficient in the narrow view, but from the broader view of involving many good people, making them feel the program belongs to them, it is a very good idea indeed. Moreover, some of the alleged nickel-and-dime sources are far richer than they seem. For example, high school students can be superb fund-raisers. They raised $17,000 in a week for the Attention Homes of Rapid City, South Dakota, via "Hunger Hikes."

Good fund-raising ideas here are about the same as for any worth cause: benefit parties, dinners, theatre parties, bake sales, coffee hours, garage sales, honorary memberships, talks before local groups, newspaper coverage, radio and TV spots (public service time), placards and collection boxes around town, etc.

Some ideas are more exotic, i.e. accepting contributions in return for which the Judge or other high local official agrees to spend a night in jail!

Foundations and Government Funding Agencies

Begin by identifying who's there. Sources include:

The Foundation Directory, Foundation Library Center, (The Fourth Edition, 1971 is now available from Columbia University Press, 562 W. 113th, New York City, N.Y.).

Grant Data Quarterly, or the Annual Register of Grant Support which is a guide to Grant Support Programs of Government Agencies, Foundations, and Business and Professional Organizations. Price: $39.50. Write Academic Media, Division of Computing and Software, Inc., 1736 Westwood Blvd., Los Angeles, California 90024.

Catalog of Federal Assistance Programs. Write O.E.O., Washington, D.C. 20506.

The Register and Catalog are available at Government Depository Libraries and may also be at State Libraries procurable via local public libraries.

A State Charitable Register of Corporations may exist with lists of active foundations within the state. Under the new tax reporting laws, foundations will be reporting actual grants by name and amount. This information is open to federal inspection and will be available in states or in Internal Revenue offices.

Information on the times of the year when the Boards of 1,000 larger foundations consider grants, if they make general operating grants and if they are willing to set up an appointment prior to the submission of a proposal is contained in "The 1970-71 Survey of Grant Making Foundations," priced at $7.50

A companion booklet, "How to Write Successful Foundation Presentations," gives examples of written presentations for project grants and operating funds, plus letters requesting appointments. ($8.50). For a descriptive leaflet, write to Public Service Materials Center, 104 East 40th Street, New York, New York 10016.

Also worthy of mention is Channels, a twice monthly newsletter, except July and Auguest. The cost is $18.00 per year, and it is published by the National Public Relations Council of Health and Welfare Services, Inc., 419 Park Avenue, South, New York, New York 10016. Particularly to be noted is the October 15, 1970 issue.

Once you've identified potential foundation funding sources, give considerable thought on how best to approach foundations for grants. Blanket solicitations are not recommended. Instead, find out the foundation's interests that parallel your own interest, and apply personally or in general emphasize the personal approach. This includes finding out who is actually responsible for foundation grants and personal contact with them.

Try to have names or help from specialists to sanction or legitimize your purposes. Endorsement from key and prestige people is helpful. Often it is good to demonstrate that your project funding needs are short-term; that the project will become self-supporting or community supported i.e. that it has the capacity for on-going self-support when the grant is over. (Do not say the project itself is short-term for there is nothing that can kill a project quicker than to say it's short-term, because why bother then?) On the other hand you should be ready to show justification for the ongoingness of the project, with good evaluation

plan and techniques to support your justification, not only at first, but with research data, for continued funding.

Check that the amount requested is within reason and within the giving habits and capacity of the foundation. Remember, too, that smaller foundations particularly often have a geographically defined focus and special goals. If you fit these your chances may be enhanced; if not, you're likely to be wasting your time. Finally, foundations may prefer dealing with a privately incorporated board rather than an on-going institution. There is also the belief that the former may be more flexible.

A good recent reference on how to approach foundations is "The Etiquette of Fund-Raising" in the November-December 1971 issue of The American Journal of Correction, by Harry Woodward Jr. Mr. Woodward has been on both sides of the fence; as an applicant for funds, and as an executive reviewing applications on behalf of a major philanthropic foundation in corrections. He has this to say:

> "Most foundations follow fairly well established guidelines and if they are understandably reluctant to say exactly what they will fund, they usually don't hesitate to say what they won't fund. Also, you can get a fairly good idea of what a foundation is likely to support by reading its annual report, which is now required by federal law and the "Directory Guide to Foundations."

Most of the above general philosophy and approach applies to federal funding agencies as well, especially having your justification and budget well-prepared beforehand; the importance of personal contacts and of knowing who has the money and under what conditions.

The following federal funding possibilities are to be noted, with the proviso that it is always possible the situation may change materially within any two or three-year period.

The Youth Development and Delinquency Prevention Administration of HEW has funded criminal justice volunteer programs in the past, and still does in some cases, but their principal emphasis today would be prevention or diversionary volunteer programs, if they fund volunteer programs at all. Your first stop for inquiries would normally be your regional HEW Office.

OEO and Model Cities have also funded volunteer court-correctional volunteer programs, and NIMH has had at least some involvement with model projects and research. Also, occasionally, some national non-correctional organizations are in a position to help. Thus, though generally not a funding agency for programs outside its assigned scope, ACTION might be of help in some special cases, notably in regard to its Retired Senior Volunteer Program (RSVP), in which it may be possible to qualify for financial assistance

for the segment of your volunteer program involving retired people. The address is: ACTION, 806 Connecticut Avenue, N.W., Washington, D.C.

None of the above sources should be overlooked, for all have funded at least some programs. But by far the most frequent federal funding agency for court-correctional volunteer programs today is the Law Enforcement Assistance Administration, administering the Omnibus Crime Bill. Exact figures are impossible to come by, but a conservative estimate would be that LEAA has some major role in funding at least 200 local court-correctional volunteer programs today and the number could be as high as 400-500. In addition a majority of the statewide volunteer organizations in the Criminal Justice System enjoy major or exclusive funding support from LEAA.

Your first point of call here would be your state planning agency for LEAA. In Indiana it is the Criminal Justice Planning Agency, Indianapolis, Indiana. The state or regional planning staff will assist you in understanding grant requirements, and hopefully you will also be able to find a local grant-experienced person to work with you.

LEAA has been both positive and realistic in its support. By that is meant they require realistic planning, justification budgeting, and provisions for evaluation in the grant application. A difficulty from the local viewpoint is that grants are normally made for one year only, with separate reapplication for a second year possible, but by no means guaranteed. In most instances, three years appears to be the maximum. Sufficient lead time in making applications is also a consideration here, as is obtaining matching contributions. Consult agency guidelines on the latter.