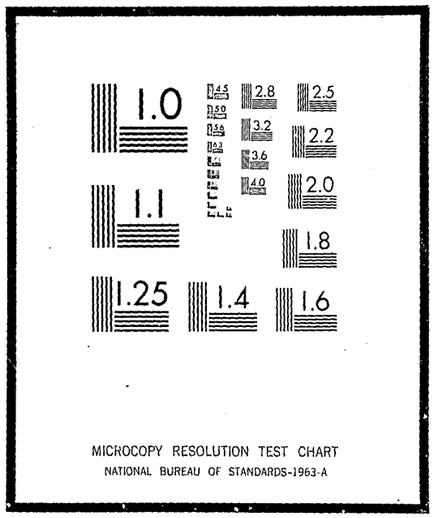


GUIDELINES AND STANDARDS FOR THE USE OF VOLUNTEERS IN CORRECTIONAL PROGRAMS

by

Ivan H. Scheier, Ph.D., Project Director
Judith Lake Berry, Associate Director

and

Mary Louise Cox
Ernest L. V. Shelley, Ph.D.
Richard Simmons
Dian Callaghan

National Information Center on Volunteers in Courts
Boulder, Colorado

This project was supported by Contract No. J-LEAA-003-71 from the Law Enforcement Assistance Administration, U. S. Department of Justice, under the Omnibus Crime Control and Safe Streets Act of 1968, as amended. Contractors undertaking projects under government sponsorship are encouraged to express freely their professional judgement. Therefore, the findings, opinions, and conclusions stated in this document do not necessarily represent the official position of the U. S. Department of Justice.

August 1972

U.S. DEPARTMENT OF JUSTICE
Law Enforcement Assistance Administration
Technical Assistance Division

ACKNOWLEDGEMENTS

The project staff is deeply indebted to June Morrison, Ph.D. for her major role in the design and development of the survey and in the computer analyzation of the survey results.

The Project staff also wishes to acknowledge with appreciation the assistance of the following people in preparation of this book: Mr. Richard Bourke for editorial assistance; Mrs. Ruth Wedden for consultative contribution; and in the typing and re-typing of the manuscript, Kathy Kimberlin, Dee Weese, and Sigrid Strecker.

PREFACE

Volunteers today constitute a significant work force in the criminal justice system, as individuals and in groups. At present estimates, the citizen volunteer outnumbers paid workers in the system four or five to one. Exclusive of law enforcement agencies, and above the misdemeanant court level, approximately 70% of criminal justice agencies have some sort of volunteer programs.

But many of these are token programs, and even where they are not, sheer massiveness of citizen involvement is not necessarily a benefit. Poorly managed programs can lead only to mistakes on a massive scale, rather than the positive impact originally intended.

Recognizing the importance of proper volunteer program management, the Law Enforcement Assistance Administration contracted with the National Information Center, in October, 1970, for an 18-month project to prepare guidelines for the development and operation of volunteer programs throughout the correctional spectrum, juvenile and adult, in both open and closed settings.

This report is the product of that project. It was keyed primarily to a national survey of existing volunteer programs in courts and corrections. It is intended for the planners and leadership of these programs, professionals in corrections, judges, directors of volunteer programs.

The national survey results, discussed in Section I, clearly justified LEAA's concern for the development of program management guidelines and standards. Thus, the best obtainable statistics indicated a yearly volunteer turnover rate of 50%. Moreover, when agencies with volunteer programs were asked if their volunteer program could be improved in any significant way, only 3 of 238 respondents said "no".

The survey also provided systematic background on the priorities for guideline information, as perceived by people in the field.

This report is closely geared to these expressed priorities. It also reflects analysis of existing reference works in the volunteer program management area. There are many of these, but they are sometimes difficult of access, and not always well-organized under one or a few covers. Moreover, the rapidly developing field of volunteer program administration consigned many of these publications to obsolescence, though only a few years old.

The above considerations led to the following emphases and strategies in this book:

1. Relative emphasis on current informational needs in the field as reported in the survey instrument.

2. These topics are gathered all under one cover, and organized for ready reference by the user. The book is designed so that it can be read through chronologically in logical sequence. However, the various topic chapters can also stand by themselves for readers who are confident of their knowledge in some areas but not in others.

3. The guidelines are as succinct as possible, condensing and updating previous knowledge, for the user who does not wish to spend six months reading before beginning actual operations. However, where the reader wishes to delve further in any particular area, he will find references to other, more detailed works, providing only that they are (a) reasonably easy to obtain and (b) not substantially obsolescent.

4. The book is divided into four major sections.

I. A report and analysis of a national survey of volunteer programs in the criminal justice system, to establish the extent and nature of the need for guidelines.

II. General principles and guidelines for program development and management, regardless of type of program.

III. A selection of a range of model programs, relatively well-tested in field experience, which the user may consider adapting to his own local needs, objectives and conditions.

IV. A Resource Section, describing where further assistance may be obtained in the implementation of effective programs.

Throughout, this is intended as a practical field guide for planning and leadership of volunteer programs in court or correctional settings. Theory can be found elsewhere, but good practice is urgently needed now.

Ivan H. Scheier, Ph. D.
Project Director

June, 1972

GUIDELINES AND STANDARDS FOR THE USE OF

VOLUNTEERS IN CORRECTIONAL PROGRAMS

TABLE OF CONTENTS

SECTION I

A National Survey of Correctional Volunteer Programs and Needs

INTRODUCTION AND SURVEY METHODOLOGY

Purpose of the Survey

An up-to-date national survey was considered necessary in ensuring the relevance of the standards and guidelines to be proposed. Such standards had to take cognizance of the following current characteristics of volunteer programs in the Criminal Justice System:

> The particular needs for outside technical assistance of those who have not yet begun volunteer programs, and of those who currently have such programs.
>
> The present status and level of sophistication in administration of volunteer programs.
>
> The types of volunteer programs in the Criminal Justice field, to be used as models in establishing and expanding programs.
>
> The attitudes of correctional personnel towards volunteers.

For purposes of this survey, respondees were provided with the following general definition of "volunteer": "Any service, materials or facilities offered without pay by individuals or groups in the community."

The general objective of the survey was as follows: ". . .to discover ways in which the Law Enforcement Assistance Administration, and the organizations with which it works, may be of more assistance to you in the planning, development, and improvement of volunteer programs in probation, parole, or institutions."

A complete copy of the survey form, with covering letter, is reproduced in Appendix A of this book.

The Target Population

The survey was designed to sample all major agencies in the Criminal Justice System, with the exception of law enforcement. Moreover, only a relatively small proportion of respondees, within the "miscellaneous" sub-sample, were explicitly identifiable prior to the survey as preventional or diversionary programs.

Five-hundred surveys were mailed in August 1971. 294 had been returned by November, 1971. The 500 surveys were distributed as follows:

> A. 350 in the Known Class, i.e. "reported to have volunteer programs." At the time of the survey, the National Information Center had files on 2,000 criminal justice agencies reported to have volunteer programs.

Among those, we chose the 350 which best met all of the following three criteria: The report of having a volunteer program was as strongly verifiable as possible, in terms of recency of contact, and directness of contact (e.g. site visits, face-to-face confirmation, etc.); appropriate geographical distribution in the United States; and, having 50 cases in each of the following seven criminal justice system agency categories: Adult Probation, Juvenile Probation, Adult Parole, Juvenile Parole, Adult Institutions, Juvenile Institutions, and Miscellaneous. The "miscellaneous" category was intended as a basis for extrapolating to sub-samples not within the main six, yet of correctional significance, notably group foster homes, and close-in prevention programs.

The purpose of the Known Class sample was as described in the introduction to this section: to determine, as a basis for development of program guidelines, the current status, procedures, and problems of volunteer programs currently existing in the criminal justice system. It was believed that the type of program management and problem area information which was required is best developed from agencies who already have some experience with volunteer programs.

B. 150 in the Random Class. The Random Class, as a secondary objective of this survey, was defined as those organizations for which it was not known whether or not they had a volunteer program. There were three sub-sections: (1) 50 institutions, one in each state, alternating randomly between juvenile and adult; (2) 50 probation departments, one in each state, alternating randomly between juvenile and adult; (3) 50 parole departments, one in each state, alternating randomly between juvenile and adult. (In cases where respondees have both juvenile and adult responsibility, an effort was made to balance in the sample conjoint-responsibility agencies.)

The Random Class was selected randomly from national directories, except for the above sub-sample criteria, with the following proviso: no case would be admitted to the Random Class if there existed any notation in the Center's files that said agency now has, or once had, a volunteer program. Thus, the Random feature is more precisely random among those agencies for whom no previous information exists, indicating the presence of a volunteer program.

The three purposes of the Random Class sample were: to check on the actual percentage of criminal justice agencies currently using volunteers; to provide an estimate of increment rate in this regard against the baseline of previous survey information; and, secondarily, to determine, as sample size permitted, the particular needs for outside assistance of those who have not yet begun volunteer programs.

Pretesting

18 of the 24 items on the present questionnaire were unofficially pretested on a sample of 51, one in each state, plus two in one state. Based on 40 respondees, the results of this pretest indicated satisfactory statistical distribution on these items. Note, however, that three or four items of the questionnaire were modified very slightly after the pretesting.

The addition of six new items to the survey was found necessary after the pretest. Time constraints during the contract period did not permit the pretesting of these six items. However, these items were similar to items from previous surveys which had shown satisfactory statistical distribution.

Survey Returns

The following strategies were adopted, in the attempt to ensure adequate percentage return of the survey:

1. Every effort was made to ascertain accurate addresses for respondees in the sample, with particular reference to the person in most direct charge of the volunteer program, if any, at that agency.

2. The cover letter on the survey form was made as strong as possible, in urging the importance of a return, and each cover letter was personally signed by the Project Director. (See Appendix 1).

3. A stamped return-address envelope was included with each survey form.

4. The survey form was kept as brief as possible. In fact, the somewhat shorter pre-test form of 18 items produced 40 of 51 returns (78%) within three weeks of mailing. As for the longer 24-item form, contract staff simulated taking the survey themselves, and estimated that on the average, it would require about 20-25 minutes to complete.

Within approximately ten weeks of mailing, 294/500 or 59% of surveys were returned. This was considered acceptable, particularly since the returns were reasonably well-balanced between sub-sample categories, and also because of practical limitations of time in the completion of project reporting. In only one category, juvenile institutions, was the percentage return low enough to justify a follow-up mailing, which was done in that category. This low return may have been due to the fact that a national survey of juvenile institution volunteer programs had been launched by another agency just prior to the present survey. Hence many of the target group may have recently been asked to complete such a survey.

Coding and Tabulation

Coding and tabulation of the responses was directed by Dr. June Morrison, Department of Public Administration, University of Arizona, Tucson, Arizona.

GENERAL SURVEY RESULTS

Percentage of Return

Total survey return =	59% (294/500)
Random Class Return =	55% (82/150)
Known Class Return =	61% (212/350)

With the single exception noted just above, this percentage return was achieved through only the original mailing, with no further follow-up, thus indicating a reasonable amount of interest in the volunteer area among recipients. Accepting percentage return as an indicant of interest, one infers that this interest was almost as high in the random as in the known class.

Percentage of Respondents Having Volunteer Programs

Of the total number of respondents (294):

81% of the Total had volunteer programs (N = 238/294) [1]

73% of the Random class had volunteer programs (N = 60/82)

84% of the Known class had volunteer programs (N = 178/212)

The high percentage of respondents indicating that they had a volunteer program is to be qualified in three respects:

-One would expect a high percentage having volunteer programs in the known class, since the Center's files had previously and independently indicated that these respondents had volunteer programs. The 73% in the random class is, however, subject to no such qualifier.

[1] See Appendix B for a brief analysis of those respondents without volunteer programs.

Indeed, given the Center's active efforts in the past five years, to identify all known volunteer programs, the presumption would be that this class was relatively unlikely to contain agencies with volunteer programs.

-We know from a recent statewide survey of municipal courts in Colorado that only 16% reported having a volunteer program. [2] We are unable to compare this figure with similar data from this survey due to the fact that so many respondents interpreted the first survey question to mean source of funding rather than administrative responsibility. In addition, many of those who checked "city" in this category may have been city jails which do have a higher use of volunteers. However, given the fact that the State of Colorado is relatively volunteer-oriented, we can infer that there are greater problems and/or less interest in the implementation of volunteer programs in city or municipal courts.

-We can assume that the percentage of agencies having volunteer programs might be somewhat lower among the non-respondents. The rationale is that an agency not having a volunteer program might have less natural interest in returning the questionnaire, and/or tend to be unwilling to go on record as not having a program.

However, even if all of the 206 non-respondents lacked a volunteer program, the total percentage "having volunteer programs" would be close to 50%. Moreover, this eventuality is extremely improbable. For one thing, 138 of the 206 non-returnees were in the Known Class, that is, written records existed in our Center's files that they did in fact have a volunteer program, sometime within the past three years.

Conclusion: Exclusive of city courts and law enforcement agencies (not covered in this survey) the percentage of criminal justice agencies having volunteer programs is at least 60-70%, and may be higher.

Growth Rate of Volunteer Programs

The most reliable recent baselines we have for growth rate in local programs are Dr. June Morrison's national survey of juvenile courts and the Joint Commission's 1968 studies: In 1969, Dr. Morrison determined that approximately 25% of the juvenile courts in the United States had volunteer programs. [3] Our survey

[2] State of Colorado, Judicial Department. "Results of a Survey of Use of Volunteers in Municipal Courts in Colorado," November 29, 1971.

[3] Dr. June Morrison, "The Use of Volunteers in Juvenile Courts in the United States, A Survey," the University of Arizona, College of Business & Public Administration, Division of Economic & Business Research, February 1970.

indicates that today, 75% of juvenile courts have volunteer programs; The Joint Commission on Correctional Manpower & Training surveyed correctional personnel in 1968 and found that only 36% of the sample were working in a setting where volunteers were used.[4]

Conclusion: Excluding city courts, it is a reasonable presumption that the percentage of criminal justice system agencies with volunteer programs has increased by at least 100% in the past two or three years.

Of correlative import is the growth rate in statewide volunteer coordinating agencies in the criminal justice system. The first such agency was Florida's in 1968. Three years later, as of this writing, our Center has identified and had direct contact with 40 agencies of this type.

There is a curious counterpoint to this kind of growth, however. While the number of programs beginning may be increasing quite rapidly, growth within established programs is by no means as dramatic. Responses to our survey indicate that the average program had only about 60 volunteers one year ago. Furthermore, the survey indicated that the average number of volunteers in monthly use today could scarcely be much higher than that (51% of programs had 25 or fewer volunteers; 76% had 75 or fewer). While these figures are hardly precise enough for firm conclusions, they do generally suggest that the growth rate within programs is not nearly as dramatic as the growth rate of new programs. We may have many programs beginning which stop at a plateau or are terminated.

Another cautionary comment should be made on both volunteer usage and program growth rate. Having a volunteer program by no means ensures that the program is significant in terms of frequency of volunteer services, number of offenders served, and the like. The analysis later in this chapter will suggest that a substantial number of volunteer programs are, in fact, suspect of "tokenism."

Inferences as to Program Failure Rate

Among the Known Class, 84% of respondents reported having a volunteer program (178/212). We feel that the principal significance here is that 16% of the Known Class did not report having volunteers.

As indicated previously, our Center has files on 2,000 criminal justice agencies for which there is some direct indication of the existence of a volunteer

---

[4] Joint Commission on Correctional Manpower and Training, Corrections 1968: A Climate for Change, Washington, D.C. 1968.

See also: Louis Harris and Associates. Volunteers Look at Corrections, Washington, D.C.: Joint Commission on Correctional Manpower and Training, February, 1969. Shelley, Ernest L.V., Frontier 8: "Volunteers in the Correctional Spectrum: An Overview of Evaluation, Research, and Surveys," Boulder, Colorado: National Information Center on Volunteers in Courts, September, 1971.

program. Among these 2,000 we chose for the known group those for whom the documentation of volunteer program existence was strongest, e.g. direct and relatively recent correspondence from the agency, direct personal contacts, reports, brochures, etc.

The 16% of Known Class reporting no volunteer program were therefore those who were, on previous evidence, most certain to have had a volunteer program in the recent past. Moreover, it is a reasonable presumption that the percentage of "no volunteer program" would have been as high or higher among the 39% of the known class who did not r turn the questionnaire.

Two hypotheses could account for the above effect: Known Class respondents did not give accurate responses either in the Center's files or on the questionnaire, in regard to the existence or non-existence of a volunteer program at their agency; they did give accurate responses, and the 16% figure represents the percentage of volunteer programs which recently existed but now no longer do.

Clearly, future surveys should make an effort to resolve this directly by incorporating a set of items beginning with "If you now have no volunteer program, did you ever have one in the past?"

For the present, inferential reasoning prompts the writers to reject the first hypothesis--inaccuracy of files or responses--for two reasons: (1) As previously noted, the 350 members of the Known Class were selected among 2,000 files because of especially strong and corroborative evidence that they did have a volunteer program sometime in the recent past; (2) We see no reasonable motivation for an agency's stating on the questionnaire that it did not have a volunteer program, if in fact they had one. Moreover, it seems highly unlikely that the responsible person filling out the questionnaire would fail to be aware of the sheer existence of a volunteer program in his own agency.

The second logical possibility--program failure--remains. Prior to the present survey the correspondence and contacts of the Center had independently supported this conclusion; e.g. correspondence advising us that a volunteer program was to be started, from the agency that had previously reported a program in being; as well as direct reports of program failure. Indicants of this sort over a six-month period, prior to the survey, though admittedly on a small sample, had nevertheless led the Center to estimate a failure percentage as high as 25% over the preceding two-year period.

Another indirect corroboration is the previously cited evidence that many existing programs have failed to grow. This is at least consistent with the hypothesis that some have actually declined. Also, the present survey provides substantial evidence of troubles in existing programs. This is consistent with the hypothesis that 15-25% of previously existing programs could have been overwhelmed by such difficulties. For example, when asked if their present use of volunteers could be improved, only 2% of our survey respondents say "no."

From all the above, the best inference we can draw is as follows: A fairly substantial percentage of volunteer programs which existed in the past no longer exist. The failure-percentage is estimated at roughly 15-20% over the last two years. We can recommend with confidence that future surveys concentrate on this "moribund" sector of volunteerism.

It seems evident that even now, many agencies have found it easier to begin, rather than to continue a program. It may well be that the evangelical pressure nationally to begin programs has not been matched by technical and material assistance resources sufficient to ensure their well-being.

SURVEY RESULTS OF RESPONDENTS HAVING VOLUNTEER PROGRAMS

This section describes the 81% of respondents who reported having volunteer programs in terms of (1) administrative responsibility; (2) section of the country; (3) type of offender; and (4) type of agency.

Administrative Responsibility

The figures in the following table represent the percentage of the agencies having volunteer programs in each of the administrative categories. It should be noted that many of the respondents interpreted this question to mean source of funding rather than administrative responsibility. This is evidenced by the high percentage of responses in the "other" category, which was used to group those who checked more than one category (e.g., state and city, county and federal, etc.). With this proviso, a relatively even distribution can be seen for each of the categories.

TABLE 1

Administrative Responsibility Under Which Agency Operates (Question 1)

Administrative Responsibility	Total N Returned (294)	Have Volunteer Programs (238)	Percent %
State	122	102	84
Other	67	53	79
County	65	52	80
City	17	13	76
Federal	10	9	90
No Response (N.R.)	13	9	

Geographic Dispersion

The fairly even distribution of those having volunteer programs by section of the country is illustrated by the table below. No single area of the country would appear to be either far ahead or far behind in the percentage of criminal justice agencies using volunteers.

TABLE 2

Geographic Distribution

Section of the Country	Total N Returned (294)	Have Volunteer Programs (238)	Percent %
West	73	62	85
N. Central	85	73	86
South	76	62	82
New England	51	39	76
Unidentified	9	2	--

Type of Offender Served by the Agency

This category was broken down by age, sex, and offense and is related only to the number actually having volunteer programs rather than the total returned. Most of the agencies having volunteer programs dealt with combinations of offender types rather than any single type. Thus, 46% dealt with combinations of juvenile, adult, and youthful offenders; 60% were responsible for both males and females; and, 46% had both felons and misdemeanants.

TABLE 3

Type of Offender Agency Is Responsible For (Question 8)

Type of Offender	Have Volunteer Programs N = 238	Percent %
a) By age:		
Juvenile	61	26
Adult	52	22
Youthful Offender	6	2
Other[5]	110	46
No Response	9	4
b) By sex:		
Male	49	20
Female	16	7
Male and Female	143	60
No Response	30	13
c) By Offense		
Felony	39	16
Misdemeanor	28	12
Felony-Misdemeanor	109	46
No Response	62	26

[5]The "Other" category in the above table represents various combinations of the categories: juvenile, adult, youthful offender.

Type of Agency

The following table gives the percentage of agencies having volunteer programs in each of the major sample categories. The recent Colorado survey of municipal courts (referred to previously) is included in this table.

TABLE 4

Type of Agency

Agency	Total N Returned	Have Volunteer Program	Percent %
Miscellaneous [6]	24	22	92%
Adult Institutions	41	37	90%
Juvenile Institutions	61	54	89%
Adult Probation	57	46	81%
Adult Parole	29	23	79%
Juvenile Probation	56	42	75%
Juvenile Parole	26	14	54%
(City, Municipal courts, Colorado)[7]	76	12	16%

Generally the differences between categories are too small for absolutely firm conclusions. The following trends are at least suggestive, however.

-In all three comparisons possible, the adult agency ranks higher than its juvenile counterpart in percentage having volunteer programs.

[6] The miscellaneous category is intended as a basis for extrapolating to sub-classes not within the main six, yet of correctional significance, e.g. group foster homes.

[7] A separate survey, though conducted at the same time as the present one, and referred to previously in this section. Due cautions to be observed in cross-comparison of the two surveys.

-Institutions rank higher than either probation or parole, in percentage having volunteer programs.

-Probation ranks higher than parole in both juvenile and adult categories.

-Juvenile parole ranks lower than the other six categories in percentage having volunteer programs.

The first two conclusions, and especially the first, are contrary to common belief at the time of this survey. This belief held that volunteer programs were more frequent with juveniles than with adults, and in open rather than closed settings. Speculatively, this could still be true as regards total involvement, if adult and institutional programs tended generally to be more "tokenistic" than juvenile and open setting programs. Moreover, including city-municipal courts, at only 16% as part of the total adult picture, and remembering that the majority of adult offenders are in municipal courts it remains true that juvenile programs are more frequent than adult ones.

To summarize: (1) Existing evidence indicates that city-municipal courts (courts of lower jurisdiction) and juvenile parole are the principal areas in the criminal justice system which have a low frequency of volunteer programs. (2) Exclusive of city courts, the proportion of volunteer programs dealing with adult as distinct from juvenile offenders, is higher than previously supposed.

For purposes of practical strategy, one can conclude that a greater emphasis than heretofore is needed in guidelines and implementary assistance for the development of volunteer programs in juvenile parole, in city courts, and in programs dealing with adult offenders.

The writers assume that the preponderance of technical assistance and guideline materials heretofore have emphasized juvenile rather than adult offender programs. We believe this assumption well justified. However, more emphasis needs to be placed on guidelines and technical assistance to volunteer programs which deal with adult offenders, wherever adult program development and management problems differ significantly from those associated with juvenile programs.

Age Factor

TABLE 5

Length of Time Agency Has Had Volunteer Services Without Interruption (Question 2)

Age of Program	Total (N = 238)	
	N	Percent %
Less than 6 months	22	9
6 mo. to 2 years	78	33
2 to 7 years	65	27
More than 7 years	69	29
No response	4	2

Fifty-six percent of the reporting volunteer programs are two years old or more. Almost 30% of the programs are eight or more years old, and only 9% are less than six months old.

One inference that may be drawn from this is that a substantial number of programs can no longer explain their difficulties as due to being new and untried. If, for example, you've been in the field eight years or more, you are long past reliance on "the honeymoon effect." We mention this because there is a certain tendency among volunteer programs to overestimate their achievements and overlook their problems, due to the newness of the volunteer effort in the criminal justice system. In general, the volunteer movement is not as new as many have assumed it to be.

Size, Extent and Coverage of Volunteer Program

TABLE 6

Average Number of Volunteers in Use Each Month During Past Year (Question 3)

Number of Volunteers	Total (N = 238)	
	N	Percent %
Under 10	54	23
11-25	66	28
26-75	59	25
76 and over	51	21
No response	8	3

TABLE 7

Frequency of Volunteer Services Contributed (Question 4)

Amount of Time	Total (N = 238	
	N	Percent %
2 or 3 times a week	32	13
Once a week	154	65
Once a month	27	11
Less than once a month	10	5
No response	15	6

Almost exactly half (51%) of the programs have 25 volunteers or fewer. Only 21% have more than 75 volunteers. Most volunteers (89%) serve once a month or more frequently. By far the most typical pattern is once a week (65%) with approximately equal percentages serving more and less frequently than that.

TABLE 8

Percentage of Offenders Served by Volunteer During Past Year (Question 9)

Percentage of Agency's Offenders Served	Total (N = 238)	
	N	Percent %
Under 25%	113	47
25-50%	51	21
75-100%	38	16
50-75%	18	8
No response	18	8

Only 16% of the programs say that volunteers serve 75-100% of the offenders in the agency. Almost half the programs (47%) say that volunteers serve less than 25% of the offenders in the agency. This percentage-served would probably have been even less favorable had we phrased the question as percentage of offenders regularly served by volunteers.[8] Extrapolations from the table below throw some light on this.

TABLE 9

Number of Offenders Agency Is Currently Responsible For (Question 7)

Number of Offenders	Total (N = 238)	
	N	Percent %
Under 50	29	12
50-149	39	16
150-499	69	29
500-999	36	15
Over 1,000	54	23
No response	11	5

[8] We did not do so because of the possible complexities and ambiguities for the respondent, in such phrasing.

Let us assume rather generously that a single volunteer working in a typical once-a-week pattern could give "regular" service to two offenders.

Note then that while only 12% of the agencies have fewer than 50 offenders, 51% of the programs have fewer than 25 volunteers. Similarly, while 67% of the agencies have 150 offenders or more, only 21% of the programs have 75 volunteers or more. A reasonable inference from this is that a ratio as high as one regularly-serving volunteer to two offenders is the exception rather than the rule in agencies. The extreme case may indicate this even more strongly. Thus, while 23% of agencies have 1,000 offenders or more, a similar percentage cut-off point for volunteers (21%) leaves you with only "76 or more" volunteers.

Inferential Conclusion: Only a distinct minority of programs can claim to be rendering regular volunteer service to a majority of offenders.

Kinds of Volunteer Jobs

Respondents were given 12 categories, plus "other", in which to describe the kinds of jobs their volunteers were doing. Each of the 238 respondents could check as many categories as were applicable and a total 1,177 responses were made. This provides a rough "program diversification" index. The average program describes itself as having approximately five different job categories in which volunteers serve (although it is possible that sometimes a single program or volunteer was viewed as fulfilling more than one job category). In the same diversification vein, each of the top nine volunteer job categories in the table below exist in at least one-third of the reporting agencies.

While the present survey indicates that volunteer programs are fairly well variegated in the criminal justice system, there is still room for creativity in additional volunteer program ideas.

TABLE 10

Kinds of Work Volunteers Are Now Doing (Question 5)

Volunteer Job Category	Total Responses	Percent of 238 Respondents or Programs with This Job Category
1. Counseling & Guidance	141	59
2. Teaching/Tutoring	130	55
3. Recreation	116	49
4. Sponsorship-Visitation	112	47
5. Contribution of Materials/ Facilities	99	42
6. Religious Programs	97	41
7. Entertainment	96	40
8. Job Placement	84	35
9. Arts and Crafts	82	34
10. Assisting Offender Self-Help Group	68	29
11. Other[9]	60	25
12. Pre-Release Preparation	53	22
13. Vocational Training	34	14
14. No Response	5	2

General Conclusions: The clear predominance is in volunteer positions primarily involving direct contact with offenders. Moreover, the top-ranking positions tend to be those which emphasize continuous regular contact with offenders, notably counseling, tutoring and sponsorship/visitation which rank 1, 2, and 4 respectively.

Recruiting Methods

Respondents were asked to check the ways in which they recruited volunteers (from among the following alternatives). There is some possibility of interpreting these responses as suggesting a relatively passive approach to recruiting, though

[9]Most of the "other" responses could be redistributed into fixed answer categories without altering the preference ranking. Those which actually belonged in "other," in order of preference: Volunteer Probation Officer, clerical, and family assistance.

TABLE 11

How Volunteers Are Recruited (Question 10)

Recruiting Methods	Number of Responses	Percent of Programs (N = 238)
1. Volunteers approach us	190	80
2. One volunteer tells another	184	77
3. Contact with agency staff	157	66
4. Organization membership	110	46
5. Mass media	87	37
6. Other[10]	69	29
7. No response	1	.4

this is highly inferential.[11]

The one-volunteer-tells-another approach (rank 2) is described in the recruiting chapter as having considerable merit in some respects. Moreover, the relatively infrequent usage of "mass media" here, agrees with our recommendation that this approach is fraught with pitfalls, and should be used with caution even when there is little alternative (e.g., mass recruiting in metropolitan areas).

Respondents were asked to check or note all the organized groups which had provided them with volunteer services during the past year.

Organized groups are apparently an important factor in volunteer programs. Only 10% of the programs report that they do not receive any assistance of this type. The writers' view is that most present technical assistance and guideline materials today emphasize working with volunteers as individuals. Group participation tends to be more taken for granted. But the relative importance of groups

[10]The largest sub-category in "other" was speaking engagements; the next largest was colleges.

[11]While the agency characteristic "passivity" may seem evident in the highest ranking recruiting method--"Volunteers approach us"--this interpretation may not be valid. Thus, the only obvious active recruiting method listed among the choices is "mass media." To a lesser extent, "one volunteer tells another," "contact with agency staff," and "organization membership" could also be active methods but this is not sufficiently clear. Knowing that "volunteers approach us" is the most often used method, still does not explain how these volunteers became aware of the program initially. Furthermore, this question allowed for multiple responses, so that those who checked "volunteers approach us" may also have checked one or more of the other methods as well.

TABLE 12

Organized Groups Providing Volunteer Services During Past Year (Question 6)

	Group	Total Responses From 238 Respondents	Percent of 238 Respondents With This Group
1.	Churches	142	60
2.	Colleges	117	49
3.	Other	107	45
4.	Jaycees	80	34
5.	Alcoholics Anonymous	73	31
6.	No groups	23	10
7.	Seventh Step	10	4
8.	No response	8	3

suggested above, indicates that the possibility of improved guidelines, strategies and "methodology" for working with groups ought to be looked into. Accordingly, the chapter on the Westchester Citizens Committee in Section III, was included, to illustrate the range of creative contributions citizen groups can make to the criminal justice system, and their mode of operation.

Churches are the most frequent contributor, representing well over half the programs. Colleges are also frequent contributors, as are Jaycees and Alcoholics Anonymous. The total range of groups involved is quite large, as evidenced by the high percentage in the "other" category. This category, when broken down, revealed that womans' organizations, associations and clubs (including Junior League of Women Voters and AAUW) were ranked the highest. The following, in order of preference, were also listed:

-Kiwanis, Elks, Lions, and Rotary Clubs

-Business and Professional Organizations (including Bar Association)

-Youth Groups (including Boy/Girl Scouts, YMCA, YWCA, 4-H, etc.)

-Social Welfare and Law Enforcement Agencies

-Music, Art, and Drama Groups

-Prisoner Aid Associations or Programs

-Drug Abuse and Mental Health Groups

Others also mentioned were: Red Cross, Volunteer Bureaus, PTA, Salvation Army, Service Clubs, Senior Citizens, Civic Groups, Ethnic Organizations, and the military.

Volunteer Requirements and Screening

TABLE 13

General Requirements Typical Volunteer Must Meet (Question 12)

General Requirements	Total (N = 238)	
	N	Percent
Neither Education or Experience	120	51
Both Education and Experience	64	27
Experience Only	34	14
Education Only	12	5
N	8	3

In Question 11, respondents were asked to check all of the screening methods they used, among the following alternatives. The 238 respondents generated a total of only 359 responses to this item, indicating that programs often use only one of the approaches and rarely more than two.

TABLE 14

Method of Screening Volunteer Applicants (Question 11)

	Method of Screening	Total Responses	Percent of Programs (N = 238)
1.	Interview	211	89
2.	Reference Check	121	51
3.	None	11	5
4.	Fingerprinting	9	4
5.	No response	7	3

About a quarter of the programs require volunteers to meet both educational and experiential standards. However, about half require neither. Though this alternative was not provided for in the question, experience has shown that many programs look for personal qualities like character, maturity, or concern on the part of their volunteers.

Interview is by far the most prevalent screening method with almost 90% of the programs reporting that they use interviews. Reference checks are also used in about 50% of the programs, and between them, interview and reference checks account for most of the responses to this question.

Both these methods are in fact recommended in the chapter on screening, but, given the high volunteer turnover rates reported elsewhere in this survey, more effort and expertise must apparently be put into them, and auxiliary methods also developed.

Volunteer Orientation

Respondents were asked to check all applicable alternatives below, in regard to their volunteers' orientation. 792 responses were generated, indicating that the average program employs approximately three of these orientation procedures.

TABLE 15

Type of Orientation Volunteer Receives (Question 13)

	Type of Orientation	Number of Responses	Percent of Programs
1.	Interview with supervisor of other agency personnel	188	79
2.	Instruction from staff	169	71
3.	Written manual	118	50
4.	Formalized orientation program	102	43
5.	Instruction from other volunteers	78	33
6.	Inservice training, less often than once a month	62	26
7.	Inservice training at least once a month	34	14
8.	Training provided by other agencies	24	10
9.	No response	5	2
10.	None (no orientation given)	2	.8

Only two programs reported giving no volunteer orientation at all. The remainder, those who did provide some type of orientation, probably utilized two to three of the five highest ranking forms of orientation.

Only 14% of the programs provided some form of in-service training at least once a month. An increased investment in regular in-service training of volunteers is recommended.

While the orientation methods ranking 1, 2, and 5 might be systematic and productive, they may also be quite casual. Our chapter on orientation and training of volunteers will stress the need for the more systematic approach, and the dangers of the latter should be stressed.

Program Supervision

The following questions (17, 18) were designed to determine the extent of staff input committed to leadership of the volunteer program. Respondents were asked to mark only one alternative for each question.

TABLE 16

Who Acts as the Supervisor of Volunteers or Director of Volunteer Programs? (Question 17)

	Category	Total Responses	Percent of Total Programs
1.	Paid staff, full time	98	41
2.	Paid staff, part time	63	26
3.	Other	48	20
4.	Unpaid volunteer	15	6
5.	No one	8	3
6.	Subsidized volunteer	3	2
7.	No response	3	2

TABLE 17

On the Average, How Many Hours Does the Supervisor of Volunteers or Director Devote to Administration of the Volunteer Program(s) Each Week? (Question 18)

	Category	Total Responses	Percent of Total Programs
1.	5 hours or less	106	44
2.	21-40 hours	35	15
3.	6-10 hours	34	14
4.	40 or more hours	31	13
5.	11-20 hours	18	8
6.	No response	14	6

A majority of the programs (67%) have a full or part time paid person assigned to the volunteer program. However, this is a full-time paid person in less than half the programs. Indeed, since it is unlikely that volunteers and subsidized volunteers would work full-time as program directors one suspects that less than half the programs have either paid or unpaid full-time leadership attention of any kind.

This conclusion is further strengthened in two directions. Respondents' comments indicated that some of those who marked "full-time paid director" did so simply because this was a full-time paid person, even though part of this full-time went to programs other than volunteers. This is further corroborated by the fact that although 41% of the programs reported having a full-time paid director, only 13% reported investing 40 or more hours a week to the program. And finally, most of those listed in the "Other" category were regular staffers who also directed the volunteer program as part of their regular job.

In other words, while the first question established clearly that most programs do pay their director in some fashion, the second question is the one which most clearly establishes how much time that director or coordinator devotes to the program.

Here it is seen that only 28% of the programs invest 21 or more hours in supervision of their volunteer efforts. Even assuming a distribution of respondents toward the upper end of the 21-40 hour category, it seems unlikely that more than 20% of respondents invest approximately full-time (35 hours or more) leadership in their volunteer program.

Conclusions: Approximately two out of three programs pay their Director of Volunteer Services. However, only one in four programs invest more than half-time in leadership of their program, and probably no more than one in five devote full-time.

Compare this now to size and extent of volunteer programs. The average program had 61 volunteers a year ago (Question 14, discussed later). Assuming that they have done no more than hold their own and also extrapolating from responses to Question 3, the average program today may be estimated as having 60-70 volunteers. For a program this size, our systems analyses in the section on Planning Programs would recommend a full-time director concentrating exclusively on the volunteer program. Yet, no more than 20% of programs have such a person.

Clearly, whatever agency leadership may be in terms of quality, it is of an insufficient quantity. The chapter on planning will accordingly stress the need to provide from the very beginning, through budgeting, etc., an appropriate amount of invested leadership time in the volunteer program. This entire book will stress how critical this investment is, in the success of the program, documenting the range of functions such leadership must discharge adequately if the program is to be effective.

For the present we can only conclude that there is a serious deficiency in staff time committed to the full realization of volunteer potential in the criminal justice system.

It will be noted that the same conclusion is indicated throughout the survey data in regard to specific program management functions such as recruiting, orientation, record-keeping, etc. The present set of responses suggest that even where the program director has the motivation and expertise to perform these management functions properly, he is unlikely to have the time to do so.

Program Strengths and Weaknesses

The Previous section has in a sense also analyzed program strengths and weaknesses in terms of more or less objective indices, e.g. time investment, sophistication of management procedures, etc. The present section attempts to get direct staff reactions in regard to the same sorts of features.

First, respondents were asked to estimate the degree of general acceptance of the program.

TABLE 18

Do You Feel Regular Staff Accepts and Understands the Volunteer Program (check one). (Question 19)

	Category	Total Responses	Percent of Total
1.	Yes, satisfactorily	123	52
2.	Needs improvement	92	39
3.	No response	20	8
4.	No	3	1

The striking thing is that only about 50% of respondents with programs were reported as having satisfactory staff acceptance and understanding of the program. In the first place "satisfactory" is by no means a highly positive term, such as "excellent." In the second place, these are agencies in which a volunteer program already exists, and in many cases has existed for some time. (30% of the programs are 8 or more years old; 56% are two or more years old--see section on age of program.) Finally, this estimate was made by a respondent, who in general might be expected himself to be more than ordinarily committed to and optimistic about the volunteer program.

Conclusion: About half of volunteer programs surveyed exist in an agency where regular staff "satisfactorily" accept and understand the program.

For a program existing in such a regular staff context, one can surmise considerable potential for conflict and poor prospects for full development.

Accordingly, the subsequent text will emphasize the need for developing positive staff commitment to volunteer programs as part of the planning process. Indeed, in Question 24, concerning needs for outside assistance, the most frequent response was "staff orientation."

We now proceed to analyze staff reactions in more detail. In all cases, it should be remembered that this is an estimate by the respondent, who is, presumably, more than ordinarily involved in the volunteer program.

TABLE 19

Insofar as Staff Does Accept and Like Your Volunteer Program, What are Some of the Main Reasons They Like It? (Check all applicable reasons) (Question 20)

	Category	Total Response	Percent of Total Program
1.	More attention given to offenders	186	78
2.	Helps to tap into available community resources	162	68
3.	Better contact with community, improves community relations	160	67
4.	Volunteer has better chance to form a good relationship with offender	105	44
5.	Source of good new ideas	103	43
6.	Help to free staff from routine jobs	92	39
7.	A range of special skills staff doesn't ordinarily have	83	35
8.	Other	40	17
9.	No response	16	7

The 238 respondents generated 947 responses to this question, an average of four main reasons per program.

The reasons staff likes volunteers seem generally consonant with what volunteers are actually doing (Question 5), notably personal contact with offenders ranking high (1,4) similarly the volunteer as a relatively specialized person and an administrative worker ranks relatively low (6,7), though still appearing in a fair number of programs.

Moreover, the volunteer as a source of new ideas had previously been thought to be a relatively low-acceptance role and even threatening to staff. If anything, it comes out higher here than expected.

The volunteer as a link to the community and its resources shows up most clearly here as a role which staff are aware of and approve (ranks 2, 3).

Conclusion: The main reasons regular staff likes volunteer programs are (1) more attention to and better relationship with the offender and (2) better contact with the community and its resources.

As noted, these are quite consonant with what volunteers are actually doing in the criminal justice system today. However, there is still a need for expanded roles especially suited for the special skill volunteer, and further acceptance of volunteer input regarding program objectives and strategies. The chapter on evaluation will underscore the latter point, and Section III of the book generally aims to establish more diversified concepts of the volunteer's role potential.

We now proceed to a more controlled problem analysis of volunteer programs, from the respondent's viewpoint.

TABLE 20

Could Your Present Use of Volunteers be Improved in Any Significant Way? (Check One). (Question 22)

Category	Total Responses	Percent of Total
Yes	143	60
No	3	1
No response	92	39

This was a relatively straightforward question, in our opinion. The response categories, in any event, were a simple "yes" or "no." We are therefore inclined to view the relatively large "no response" percentage as, in large measure an indication of defensiveness, or at least uncertainty.

But the striking point is this. Only 3 of 238 respondents (1%) were willing to

say positively that their program could not be significantly improved. But even more conservatively: Among those responding to the question 143 of 146 or 98% said that their program could be significantly improved.

This strikingly confirms the existence of program problems which the survey uncovered in various other question areas. It further suggests that staff are clearly aware that such problems exist, and this may be a hopeful starting point for efforts directed towards necessary improvements. Both points above also support the need for a set of program management guidelines such as are offered by the present book.

The following two questions were designed to determine more specifically the particular problem areas in volunteer programs as perceived by respondents. They were intended as a general cross-check corroboration of basically the same variables, phrased somewhat differently.

TABLE 21

Insofar as Staff Dislikes and Does Not Accept Your Volunteer Programs, What Are Some of the Main Reasons for This? (Check all applicable main reasons). (Question 21)

	Category	Total Responses	Percent of Response
1.	They make it harder to control offenders	80	34
2.	Get to do all the "good guy" things with offenders, we become even more the "bad guys"	67	28
3.	Too naive, don't know what it's all about	50	21
4.	Take more time than output justifies, we can do job easier directly	39	16
5.	Interrupt the regular routines of the agency	34	14
6.	Too critical of the system without understanding it	27	11
7.	Undependable, can't count on them	27	11
8.	Get more credit than we do	26	11
9.	We feel out of touch with the volunteer program	26	11
10.	Other	26	11
11.	No response	24	10
12.	Get over-involved with offenders	15	6
13.	They'll take money away from regular salaries	12	5

On the whole, staff produced fewer reasons for disliking than for liking volunteers (previous question). As for the disliking reasons, prior to the survey it had been believed that ranks 8, 9, 12, 13 were more important sources of

discontent than they appear to be: taking money away from regular salaries, over-involvement with offender, lack of communication with program, volunteers getting more credit than staff.

As for the last, however, a related matter ranks high on the list (#2): volunteers get to do all the "good guy" things with offenders while we become even more the "bad guys." The high ranking here is significant finding, for the preponderant concept of the volunteer's contact role today in the criminal justice system is a non-authoritative friend. When discipline is required, regular staff is involved, but when friendship is all that's needed, the volunteer pretty much keeps it to himself.

Inference: The currently predominant friend role of the contact volunteer may be a source of conflict with regular staff.

The choices here are: (a) continue the role and simply try to ignore or over-ride staff resistance; (b) attempt to orient staff towards more acceptance of this role or (c) seek more emphasis on other productive roles for volunteers, which would not have such unpleasant fall-out for staff. The latter alternative is one of the concerns of this book.

This friend role area may also relate to the major category of concern for staff: accountability and control. Thus, friends are not primarily seen as controllers of offenders. Ranks 5, 6, and 7 also seem generally related to control and accountability: interrupt regular routine, too critical, and undependable. "We can do the job easier directly" (rank 4) might also partly reflect the same control concern, as might "too naive" (rank 3). However the latter seems somewhat inconsistent, given the apparent lack of systematic volunteer training effort (Question 13).

Conclusion: A primary reason for staff dislike of volunteer programs is their belief that such programs produce a lowering of offender control and accountability in agency operations.

One suspects a vicious circle here: You can't have control and accountability unless, as a minimum, you are willing to invest sufficient time in supervising the volunteer program. Correctional agencies generally do not do so today. Therefore programs are (or strongly appear to be) insufficiently accountable to the agency. Therefore staff dislike the program and are unwilling to invest time in it.

The major objective of this book is to break this vicious circle. Its guidelines for program planning and management are intended to provide a sufficient amount of expert program leadership to ensure adequate accountability and control. Such effective management would also provide valid counter-arguments to the "takes more time than output justifies" reason (rank 4). The system analyses alluded to elsewhere in this book indicate that a well-run volunteer program can anticipate approximately 15 hours of volunteer time returned for every hour of staff supervisory time invested.

TABLE 22

What Are Some of the Main Problem Areas Needing Improvement In Your Present Volunteer Program? (Check all applicable). (Question 23)

	Category	Total Response	Percent of Programs
1.	Better volunteer screening	128	54
2.	Need more dependable volunteers (high turnover)	107	45
3.	Need more appropriate kinds of people as volunteers	103	43
4.	More control of volunteer's relationship with offender	100	42
5.	Better reporting of volunteer activities	96	40
6.	Better organization of program generally	89	37
7.	Other	81	34
8.	More money to defray volunteer program expenses	75	32
9.	Improve volunteer orientation of training	62	26
10.	Allow volunteer more contact with offenders	61	26
11.	Improve relations with regular staff	55	23
12.	Volunteers take too much staff time	35	15
13.	Not enough volunteers	34	14
14.	Improve relations with community	33	14
15.	Better staff supervision of volunteers	31	13
16.	Create more jobs for volunteers	25	11
17.	Give volunteers more responsibility and freedom	22	9

The respondents generated a total of 1,138 responses, approximately five problem areas per program, on the average.

Once again, program control and accountability is the primary theme. The first three ranked responses phrase it in terms of people; essentially all of them involve improved screening. The fourth-ranked response states the need for control directly, and "better reporting and organization" (ranks 5, 6) implies strongly that more volunteer accountability is wanted. This theme is further reinforced by low-ranking responses. Getting more volunteers and creating more volunteer jobs, and more volunteer responsibility and freedom (13, 16, 17) are among the very lowest on staff's priority list. Nor is allowing more volunteer contact with offenders a particularly high priority (10).

Conclusion: In general, staff would appear strongly to prefer better control of the existing program rather than enlarging or diversifying it.

As noted before, the screening aspect of control is the most heavily weighted (ranks 1, 2, 3), and a large portion of the ensuing text concentrates on guidelines in this area--including selective recruiting as well as improved screening of applicants, once recruited.

Respondents appear to want to get the control job done pretty much all at once, at the gateway to the criminal justice system, screening. Orientation and training of volunteers are apparently not perceived as focally important (rank 9), though, in fact, volunteer orientation is also an important means of ensuring program accountability.

Along the same line, "better staff supervision of volunteers" rank 15th out of 17 problem areas! Only about 10% of the respondents mentioned it.

The writers feel there is an anomaly here. Staff wants more control of the volunteer programs but is unwilling to invest more expertise in doing so.[12] But who will do it if staff does not? Apparently, again, the thrust of opinion here is that screening can by itself produce volunteers who are so reliable and accountable that they need be given little attention thereafter. The following guidelines specifically reject that view, and place quality of ongoing supervision as a central factor in the effectiveness and control of volunteer programs.

The only alternative is for the agency to delegate virtual control of their volunteer program to an independent or semi-independent agency (probably private), in the hope that this auxiliary group will run the program to staff's liking. The pros and cons of this alternative are discussed later.

Program Turnover Rate

Turnover rate (rank 2, Table 23) is a critical index of the success of volunteer programs. A high rate is generally indicative of problems in volunteer motivation and program leadership, and it strongly suggests that volunteers are unable to give offenders or the agency the consistency of service which would normally be required for effectiveness.

Moreover, volunteer undependability, of which turnover rate is one reflection, is a frequent reason for staff resistance to volunteer programs. As previously noted, respondents ranked "need more dependable volunteers" second out of sixteen problem areas needing improvement in their programs.

The following table confirms staff perception as to the seriousness of this problem. Among those responding to the two questions in this area--and we will deal later with the "no response" aspect--the figures were as follows:

---

[12] For an independent resource on how little staff actually know now about supervising volunteers, see the results of a survey done in Hennepin County: "Training Staff for Volunteers: IV. A Research Clincher," Volunteer Courts Newsletter, (Vol. 5, No. 1) February, 1972, p. 12.

TABLE 23

Estimated Number of Volunteers One Year Ago,
Versus Those Still Remaining Today. (Questions 14, 15)

	Total Volunteers: All Respondents To This Question	Average Number Volunteers Per Respondent Program
One year ago	11,317	61
Number of these same volunteers still with program today	4,586	30

The average yearly volunteer turnover rate for reporting programs appears to be almost exactly 50%. We can only assume it is at least as high for non-reporting programs. It is, however, possible that some parole and probation programs only intend to sign up their volunteers for less than a year, e.g. nine-ten months.

Nevertheless, the approximate 50% yearly volunteer turnover rate indicated here must be considered a serious indictment on the quality of typical volunteer programs at present. More specifically, the implications are clear as to the need for improvements in selective recruiting, better screening, better volunteer incentives, and better program leadership generally.

As a beginning in attempting to remedy this situation, we must try to understand when volunteer dropout is likely to occur. Of the 238 volunteer programs, 147 replied to the following question.

TABLE 24

Estimate of Time When Most Volunteers Drop-Out. (Question 16)

	Total (N = 147)	
Drop-Out Time	N	Percent of Those Responding
Between orientation and beginning of assignment	20	14
0-3 months after beginning	38	26
4-6 months after beginning	33	22
7-9 months after beginning	29	20
10-12 months after beginning	16	24
Other	3	2

Among those respondents capable of replying to this question, estimates were as follows: Approximately 40% of volunteers drop out within three months of beginning service or even before. 62% of volunteers dropout prior to 6 months of service. A reasonable interpolation would be that the average volunteer who drops out does so before he has completed 4 or 5 months of service.

These data accord with the general belief in other volunteer service areas, that there is a "volunteer death period" 0-4 or 0-6 months after beginning service, when volunteers are especially drop-out prone. Initial enthusiasm has worn off, and the realities of ongoing service begin to weigh upon the improperly screened or poorly prepared volunteer. This supports our later emphases on the need for better screening, and also the need for in-service training to support the volunteer in his ongoing work. Moreover, the implication is that this in-service support should begin as soon as possible after service begins.

Record-Keeping

Responses to the previous three questions provided some originally unintended information on record-keeping in volunteer programs.

The "no response" percentage was high in all three questions. It is reasonable to assume that "no response" meant "don't know," in regard to these rather basic program statistics. (Indeed, we have no assurance that those who did respond could always do so with accuracy.)

Given the above assumptions:

54 of 238 respondents (23%) did not know how many volunteers were in their program a year ago.

80 of 238 respondents (34%) could not tell how many of these same volunteers were still with the program today.

91 of 238 respondents (38%) could not identify even roughly the time periods when most of their volunteers were dropping out.

Conclusion: Record-keeping is an area requiring considerable improvement in many volunteer programs.

If a program does not even know clearly such basics as who works for it, and when they begin and end work, it can hardly be expected to achieve minimum program accountability and control. And as previously shown in this survey, staff are concerned about these general aspects of volunteer programs.

Need for Outside Assistance

Finally, respondents were asked to phrase problems in terms of the assistance they might need from outside sources.

TABLE 25

What Kind of Outside Assistance (National, State, etc.) Might You Be Able to Use In the Development of Your Volunteer Program? (Check all applicable). (Question 24)

	Category	Total Responses	Percent of All Programs
1.	Materials or suggestions for orienting staff to volunteers	159	67
2.	Guidelines for program management	157	66
3.	Conferences or workshops on correctional volunteer programs	150	63
4.	Training aids or materials for volunteers	143	60
5.	Don't need any outside assistance	111	47
6.	Funding and financing	49	21
7.	Other	28	12

The 238 respondents generated a total of 797 responses to this question.

Almost half the respondents (47%) said that they did not need any outside assistance. Yet, the responses to question 22 indicated that the vast majority of respondents, possibly as many as 98%, believed their program could be improved. The inference is that a number of programs, while conceding they have problems, feel that they are better able to and/or would rather try to solve them by themselves.

Among the needs for outside assistance that were mentioned, funding and financing ranks last, distinctly lower than the other mentioned areas.

This is one case in which the present guidelines will differ substantially from the priorities established by survey responses. Even though respondents do not place high priority on this area, our guidelines will devote an entire chapter to it. We do this because we do not feel that any of the other problem areas pointed to by this survey can ordinarily be addressed without increased funding as a necessary (but not sufficient) precondition. For example, how can programs ordinarily expect to achieve reasonable effectiveness and accountability, unless they can improve on a situation in which only one out of five or six programs devote full-time leadership to the program (Question 18)? Since it is exceedingly rare to find a volunteer who can work 40 hours a week in this capacity, more money is needed to hire people for the task. Without more money, how will training aids and materials for volunteers be purchased? And how will staff attendance be supported at any of the 40 or so state, regional or national conferences on correctional volunteerism held each year?

The top four priority "needs for outside assistance" mentioned were similar in frequency, each mentioned by about two-thirds of the respondents. This book takes definite direction from them. Thus, it is a set of guidelines for volunteer program management (ranked 2). Secondly, the chapter on orientation of volunteers emphasizes the importance and describes the availability of training aids and materials for volunteers (rank 4). Finally the present report is, to our knowledge,

the first publication in the volunteer area to give considerable attention to orienting staff to volunteers (rank 1). It is indeed heartening that respondents are so clearly aware of this need--as well they should be, given the tenor of responses throughout the survey--for its critical nature has only recently been recognized by observers of the volunteer movement.

Finally, the need for workshops is a healthy reminder that the written word does not suffice by itself in communicating guidelines for effective program management. The uniquely stimulating interaction of well-designed workshops must supplement the printed medium. As noted previously, there are in fact a goodly number of such workshops around the country, and their number is increasing. We can only assume that people are not being made properly aware of the existence of these workshops, or, if they are aware, cannot find funds to attend them. In the experience of this Center, which has run or participated in many such workshops in the past four years, lack of funds is all too frequently the reason.

CONCLUSIONS

It is evident that today the frequency of volunteer usage in the criminal justice system is growing widely throughout the country. When programs grow they need better and more effective management merely to remain as effective as when they were smaller. This survey points to the fact that more expertise in the volunteer program management area is sorely needed. The movement is past the adolescent stage; it must become more sophisticated in its approaches to, and uses of, the ever-increasing wealth of available volunteer resources.

Today's basic problems can be summed up: High turnover rate, lack of staff commitment and knowledge, lack of full-time paid leadership, low volunteer dependability rates, inadequate record-keeping and management in general.

The sponsoring agency, from the Director all the way down to the bottom of the staff ladder, must take more responsibility for dealing with these problems.

Good management will instill a feeling of self-fulfillment and satisfaction in the volunteer. It is a matter of enabling the volunteer to feel that he/she is needed, is doing a worthwhile job, is bettering himself as well as those less fortunate in the community, and is realizing his potential as a humane, concerned citizen.

To accomplish these objectives the agency must be willing to invest the needed time in its program. First, the agency's personnel must be, at minimum, not hostile and willing to give positively of themselves in order that the volunteer program may realize its potential. This means that effective and realistic staff orientation must be initiated in the planning and/or revitalizing phase. This is crucial to eventual program success, or failure. From this should emerge realistic objectives in the following phases of program management: focussed recruiting, thorough screening, meaningful and realistic orientation and training, proper

matching, viable and relevant in-service training, objective and consistent record-keeping, etc. These phases are all part and parcel of the critical need for ongoing, concerned, informed and supportive volunteer program leadership.

Such staff objectives as better program control and accountability will automatically follow when the volunteers feel that the above program phases have been seriously approached, and resolved. There is no substitute for invested staff time and expertise, in this regard, if volunteer programs in the criminal justice system are to be more than incidental and accidental.

SECTION II

General Principles of Program Management

The purpose of this section is to provide general guidelines for the planning and operation of volunteer programs in the criminal justice system. These guidelines are intended to be generally applicable, regardless of program type.

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

Our recent national survey strongly imples that volunteer program 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 fails 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 have much of the background required, for example, a retired insurance agent is 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 the Center considers 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, with details relegated to the next chapter, "Orienting Staff to Volunteers." 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 <u>realistic</u> 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, and its listed references, 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 experiences with them.

Moreover, "do-gooder" and "drudge" stereotypes 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 <u>theirs</u>. 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 <u>same</u> 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. For example, the chapter on evaluation has a suggested series of questions for staff, designed to secure their continuing input into the volunteer program. 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 process 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 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 lessen 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 the planning process, that of selecting your program.[1]

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

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 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.

Section III of this book is concerned with describing a variety of volunteer programs which seem to have survived the test of correctional experience. At least one of your planning committee should be fully conversant with these options.

In addition to reading about other volunteer programs, it is also recommended that you talk to someone who has a volunteer program, visit a nearby program, and contact your state coordinator of volunteer services. Names and addresses of state volunteer coordinators are listed in Resources Section IV, as of mid-1972. If you don't have a state coordinator, ask the National Center.

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 requires 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 your misstakes 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

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

made most favorable to you while still keeping the program adequately supervised. Appendix D goes into some detail here, but the data available from three different programs reveals the ratio of staff time input to volunteer time output ranges from 1 to 10 or 1 to 20, in a well run volunteer program. It may be even lower, say 1 to 3 at the beginning of programs where more organizational effort is required, less volunteers have been recruited, and there are more problems to troubleshoot. However, the ratio remaining very low for a long period of time might indicate inefficiencies in supervision. Likewise, a very high ratio might be indicative of insufficient supervision.

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 perceived 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 auxiliary 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 our 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 in to 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 over-emphasized 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. Appendix D indicates that this matter can be handled adequately and, if you are indeed concerned about it, a member of your planning committee should study the details there, and report back to you.

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 available to you can meet every need, or even any particular high-priority need.[3]

Knowledge of your community is essential to identifying the available

[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 those programs for maximum impact.

volunteer potential. Contact your local Volunteer Bureau or Voluntary Action Center, 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 is included in Section IV of this book on resources. Such organizations as Red Cross, YMCA, PTA, American Bar Association, Junior League, etc., 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 a 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 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.

[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.

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 meeting 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.

Another job description of the volunteer coordinator's position is given in the entire Chapter 11 of "Using Volunteers in Court Settings, A Manual for Volunteer

Probation Programs," (see Resources--Section IV).[5]

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 analyst; 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."

---

[5] A particularly pertinent quote from this chapter is as follows:

"At a recent workshop in Boston a group of people were asked to describe the role of (Director of Volunteers). They said, first of all, administrate! At least be an executive. Secondly, serve as a coordinator; third, be a communicator; fourth, be a problem solver; and then, public relations officer, fund raiser, program stimulator, educator, program developer, recruiter, screener and trainer of volunteers. I would hope that some focus could be given to these as part of your job as a leader of volunteers.

If one were to do a time study of each of these items, it would be quite revealing. One group came up with the fact that 25 percent of their time was spent in the administrative function, 35 percent of their time was spent in service functions (that great mystery, paperwork); and 40 percent was in research development, which meant recruiting, training, supervising, planning, orienting, and even throwing out volunteers."

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] 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. Appendix E suggests a more detailed curriculum specifically for court-correctional Directors of Volunteer Services.

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. The National Information Center is currently planning in this area.

---

[6] Frontier S. NICOVIC, "College Curricula for the Leadership of Human Service Volunteer Programs: A Report of a Conference." See Resources, Chapter 4 for procurement.

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.

The figure which follows on the next page is by no means entirely humorous.

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 volunteers 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.

INTRODUCTION TO VOLUNTEER PROGRAM MANAGEMENT

These general principles of program management should be kept in mind as we continue with the remainder of Section II.

First of all, far from de-professionalizing corrections, volunteers are likely to re-professionalize it as never before. The guidelines and standards described in succeeding chapters represent a challenge to program leadership, calling for skills, diplomacy, and sensitivity at the highest professional level. Moreover, these are an interrelated set of skills.

The following separation into distinct topic areas is scarcely more than a literary device. All program management areas are, in actuality, inter-connected. Thus, recruiting is really pre-screening, and training can be used as screening. Training also plays a primary role in volunteer incentive; so does evaluation, matching and staff orientation. Recruiting takes its direction from planning; funding may depend heavily on public relations, and so on.

The rule is: everything you do anywhere in the management process affects the program throughout the agency or institution. Volunteer program management must be seen as one integrated fabric, not a set of separate flags.

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 our national survey 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 sympathy 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 program 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 volenteer. 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 that 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 officer-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 the 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 that 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 how 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 a well-known fact 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]Ira Schwartz, Department of Court Services, Hennepin County, 22 Court House, Minneapolis, Minnesota 55415.

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.

Early in the game have staff discuss their experiences as volunteers so they can better identify with volunteer problems. The Senior author frequently asks audiences of corrections professionals how many of them are volunteers in areas other than corrections. On an average, 80-90% of the hands go up.

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 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 thirgs 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 play 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 arrangement; they agree you'll send them a few "volunteers" a year, but they won't know when they'll come).

Training aids: The Center is hoping to work up a filmstrip for training staff for volunteers. Meanwhile, some volunteer training aids may be adaptable for staff training--tapes, slide shows, films. Indeed, the film "A Second Chance" is being used for this purpose in at least one state. This film and other volunteer training aids are described references in Section IV of this book. Do not enter the staff training situation unless you're prepared to seriously consider staff suggestions for improving the program. These suggestions will almost surely come out.

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.

Development of improved strategies and guidelines for staff orientation to volunteers has been identified by the National Information Center on Volunteers in Courts as one of the top two or three priorities today in criminal justice volunteerism. A first special publication in this area is planned for release in summer or autumn, 1972.

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.

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 of Recruiting

The key is FIC: Focus, Initiative, Challenge.

Focussed Recruiting. Our national survey indicated that 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 on 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. Basically, the content of your talk will concentrate on the five areas described in the previous section: "The Lure of Your Program." Good films or slide shows help, too.

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 work 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 crosstown.

And why should she have to take a bus crosstown, 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 <u>understand</u> these groups, <u>communicate</u> 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 that 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, Calif. 90054.

Cook County Juvenile Court, 1425 So. Racine Ave., 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 male 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 kinds of 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.

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 (Section I) 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.

---

[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.

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.

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

The Volunteer Registration Form reproduced in Appendix F is a pretty standard one, 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 oneself 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-identity. Someone unlikely to become a tool who'll do anything to win the offender's friendship.

Our survey results revealed that 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.

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 not 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 within 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 performances 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 process 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 Services 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."

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. Among other things, the verdict of usage is in. According to our national survey volunteer training of some sort has actually been installed in about 97% of the programs. Moreover, staff voiced as

a high priority the need for more training materials and aids, and better organized training.

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 esprit 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 well 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

---

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

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 questions 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 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 cell for a little while.

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

[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.

(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 resource 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 laymen 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. In the opinion of the Senior Author, this needn't involve you in technicalities. 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

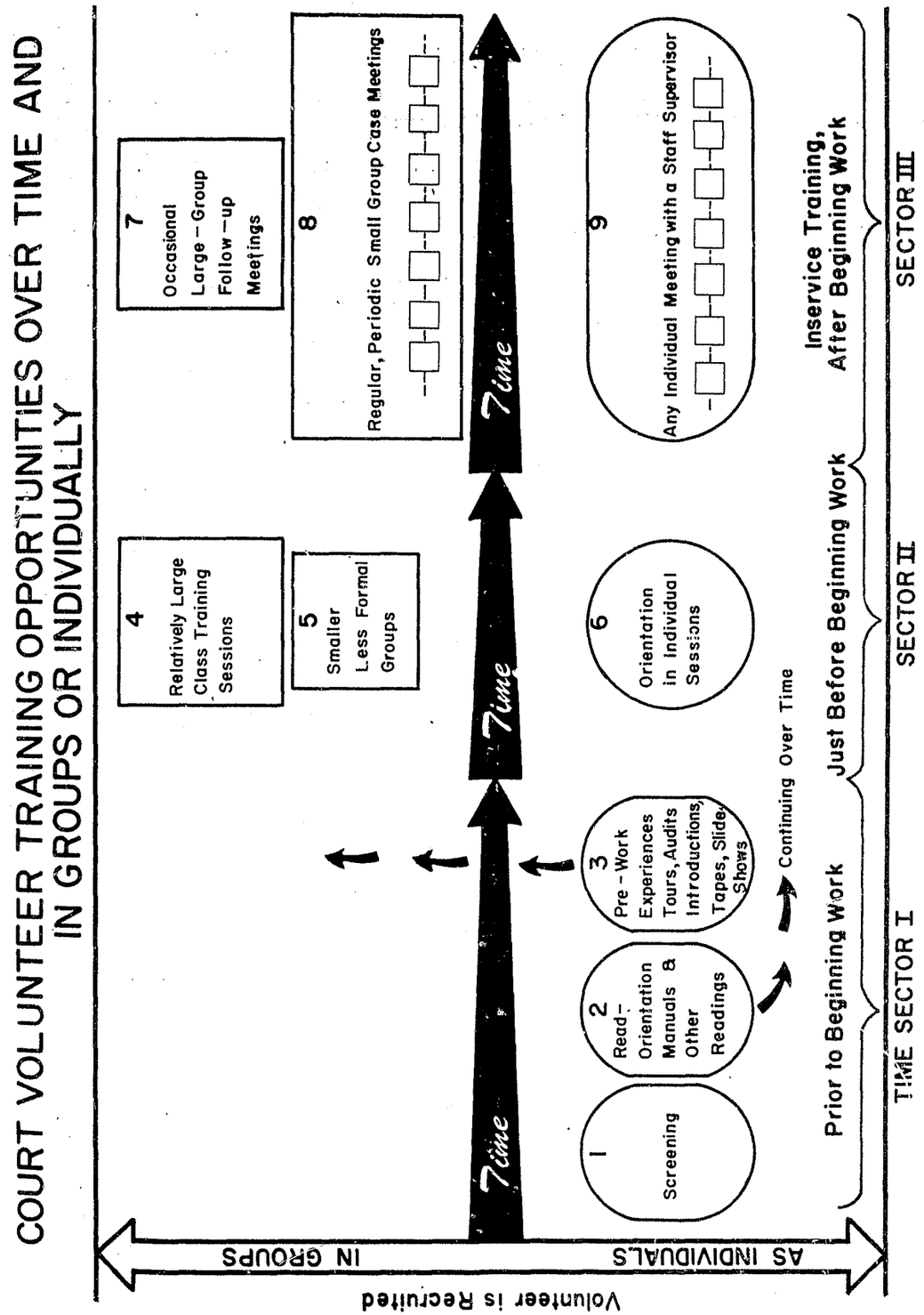
Make training relevant, practical, and realistic. Ordinarily volunteers don't want theory and abstraction.

Volunteers are by definition participating people. Give them the chance to express this healthy predilection 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.



Consider volunteer orientation as an ongoing process rather than a one-time pre-service effort. The next section deals in more detail with the opportunities presented here.

Ongoing or In-Service Volunteer Training

We have concentrated on pre-assignment volunteer orientation and the more formal planned aspects thereof. But this is by no means the whole story. The volunteer orientation manual, and every contact with the volunteer, from the first recruiting speech, through screening, supervisory contacts, up till the end of volunteer services, should be viewed as opportunities for in-service training.

The Volunteer Orientation Manual

The volunteer orientation manual is frequently coordinated with pre-service volunteer training, in the sense that instructors tend to follow it as a course outline which the volunteer has before him in written form, and also as a continuing reference throughout his volunteer work. In the latter sense, the volunteer orientation manual is a form of self-directed in-service training for the volunteer.

Some general guidelines for preparation of your volunteer orientation manual are as follows:

Cover essentially the same six major components described previously in this chapter.

The manual should be brief, attractively bound, readable, and conveniently indexed for ready reference under major topic areas. It is also useful if it be in loose-leaf binder form for easy updating and addition of material, plus ample room for the volunteer to incorporate his own notes.

Each volunteer should have his own copy to keep throughout the term of his service.

Ongoing Training Opportunities and Experiences

Diagram 1 summarizes these.

In this diagram it will be seen that formal pre-assignment training is only one of the nine points in time at which learning can be conveyed to the volunteer. The other eight tend to be more informal than pre-assignment training, but no less important for that reason. In fact, they may be more important collectively, and volunteer programs are beginning to weigh them more heavily.

Historically, court-correctional volunteer programs involved at least two or three evenings of pre-assignment orientation, and pre-assignment training courses of 9, 12, or even 18 weeks were not uncommon. Today, the average pre-assignment training is more like ten hours total with far more emphasis on in-service training and ongoing orientation after the volunteer has begun work. There are good reasons for this. Prior to assignment, there is little sense in giving the volunteer all the answers if he isn't sure what the questions are. Once he has some work experience, he has events on which to hang his learning.

In-service training also has an important morale factor: the volunteers draw continuous strength and knowledge from each other and from staff, parceled out continuously over the long hard pull of service. Small-group in-service meetings are also an excellent opportunity for group supervision of volunteers, by staff.

A typical in-service model would go something like this: Form volunteers in small groups, 5-10, to meet regularly (once a month?) to discuss their charges, learn from one another, lean on one another. Institutional groups may find it convenient to meet at the institution after any visit or group project there. Some institutional volunteers meet briefly both just before and just after their service session, to plan and prepare, afterwards to debrief and discuss.

Maybe a staff person can be there once in a while to field questions (but don't let him lecture). The group may decide it wants to talk to somebody special in the community next time--say a policeman, a teacher, a job expert, a parole officer, a correctional administrator. If so, you can help round up that person for them. Once in a while the group can go to a significant movie or lecture and discuss it afterward. But mainly, they talk about their offenders with each other, or once in a while actually bring their clients along. If possible, volunteers doing the same job and living relatively close to each other should be in the same group.

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, adaptated 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.

Whatever detail you may need in planning or re-organizing your training program is readily available in up-to-date form, as described in Resource Section IV, under the training heading.

MATCHING AND JOB PLACEMENT

Matching should be considered a natural extension of the screening process. Our national survey indicates that of those areas needing improvement, screening was given the highest priority.

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.

Diagram 1 lends a chronological touch to this process:

Diagram 1

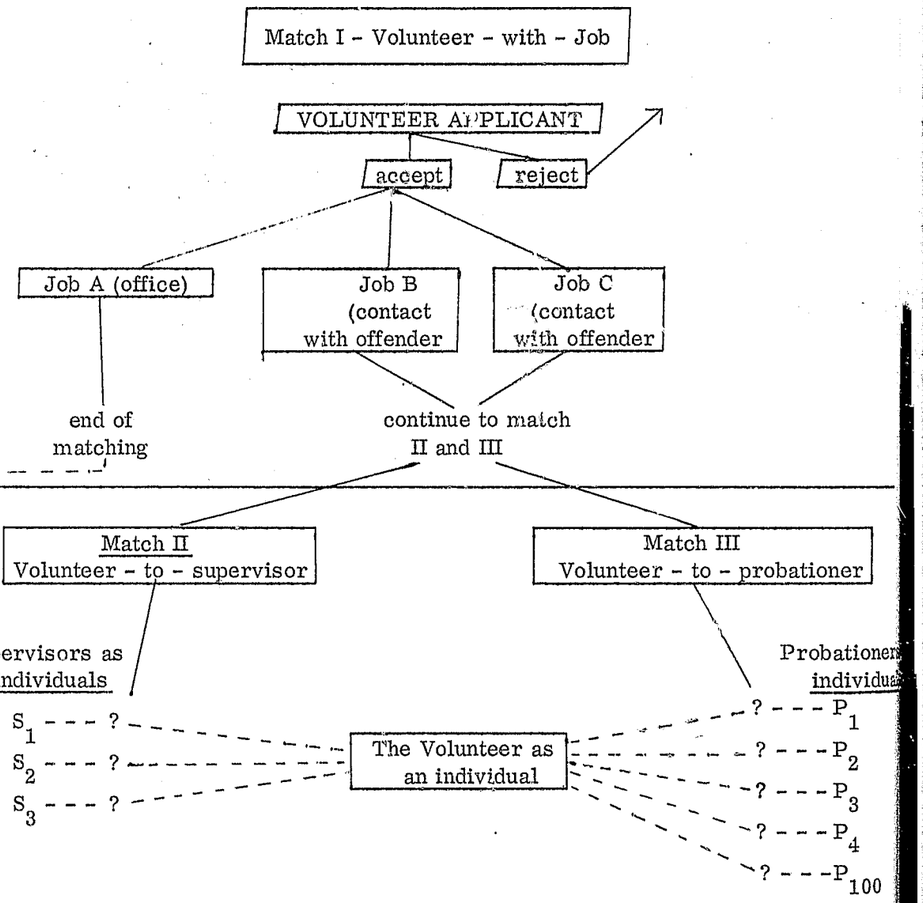
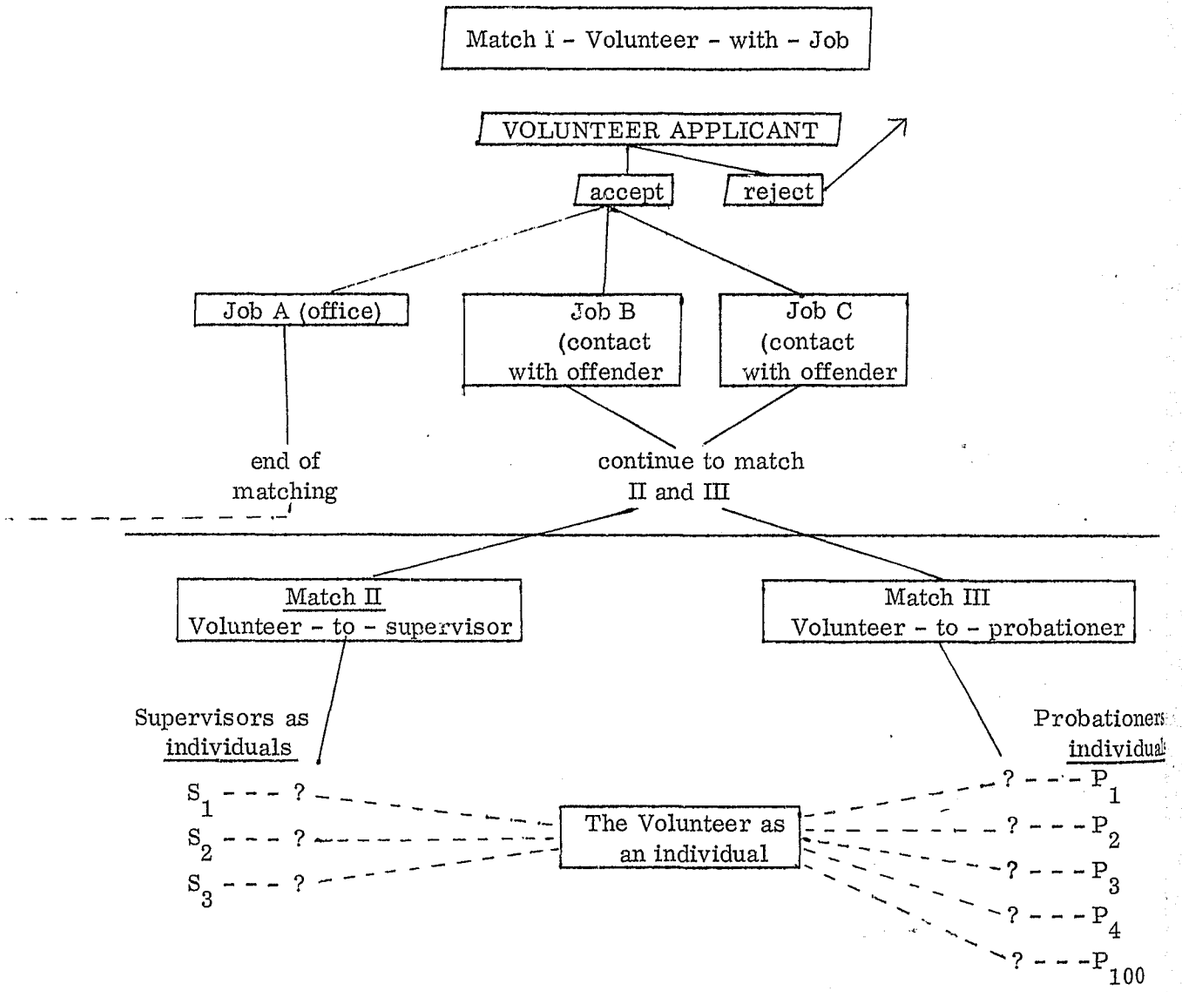


Diagram 1



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 diversify as well as increase in total number of volunteers, probably because diversification has definite advantages.

First of all, it makes it less probable 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 participates 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 embarrassed

____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:
>
> 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

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

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]

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.

---

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

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 r eighborhood 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 practically possible to consider geographical propinquity, or 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." This is reproduced in Appendix G, and 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]

> 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.

---

[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.

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 attitudinal 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]

The National Information Center will also further develop the BC system, including its extension to adult offenders--it is mainly used for juveniles now. The Center intends to also explore other possible systems. Indeed, any system which is effective for matching regular staff to offenders, or matching volunteers to clients in non-correctional settings, has clear potential for adaptation to volunteer-offender matching.

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.

---

[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.

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.

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. The actual questions and procedures contemplated are described in Appendix I. 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.

Accordingly, the National Information Center, in cooperation with the Volunteer Services Coordinator of the Colorado State Judicial Administrator's Office, hopes to begin soon an intensive project to develop, systematize, and validate volunteer-offender matching procedures in actual court settings. The reader is urged to keep in contact with the Center, and contribute his own experience in regard to this project.

WHY VOLUNTEERS VOLUNTEER:
THE BASIS OF VOLUNTEER INCENTIVE AND SUPPORT

It is apparent that the high yearly volunteer turnover rate in our survey 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?"

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.")

[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.

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 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.

One way of getting at this is by regular administration of the Volunteer Feedback Form described in this Section's Chapter on Evaluation. It is designed to provide current input on the satisfactions and disatisfactions of your volunteers. Your motivational program should continuously adjust to this feedback.

Some agencies re 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.

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 broad categories: Special, Formal Modes of Recognition; Natural By-Products of Good Program Management; and Informal Motivators.

Special, Formal Modes of Recognition

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 the 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 evaluation. 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 supervisors 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.

Informal Motivators

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.

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's 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.

The Ingredients of Good Press in a Volunteer Program

Our Center periodically scans newspaper articles and editorials concerning correctional volunteer programs around the country. We have yet to see a predominantly negative, or even skeptical, one. In the vast majority of cases the coverage is overwhelmingly supportive. It should be. Volunteer programs have a lot to recommend them for attractive and positive press coverage. These ingredients include, first of all, human interest. This is a movement of the people.

Secondly, a volunteer program is an expression of trust and openness towards the people by a public agency. The agency is saying: it's your court, your institution. It's your right to come in and help make it work the way it should. We respect your ability to do so. Why not be completely honest and say: Sure, we have problems, you and I, what can we do about them? It's your agency, too, now.

It's also possible that inviting citizens in to help deflects criticism: "if you don't like the way things are going here, we're offering you the chance to come in and help improve them." This tends to put the purely negative critic in a "put up or shut up" position. However, you should never put yourself in the position of having to accept volunteer services in lieu of harsh and captious criticism. Such people probably make poor service volunteers anyhow, but, fortunately, they ordinarily aren't the ones who do volunteer.

Finally, good press may be helped by the fact that correctional volunteerism is no longer daring or experimental. It's been tried thousands of times in the past decade, and accumulating research evidence strongly concurs that it works. Americans have always respected something that works, and may especially do so in the area of corrections where nothing seems to have been working too well recently.

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 bring 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 work 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, baby-sitting, program coordinator, lawyer consultant, etc. If interested, call 444-1444 and ask for Mr. Hargadine, Mrs. Wise, or Miss Jorrie."

Note also the following recruitment poster used by Partners, Inc. of Denver, which also used T.V. and radio spots prepared without charge by a local advertisement agency.

UNWANTED

Case: 425

Name: Steve

Age: 14

Record: Truancy, habitual runaway. Child is harmed and considered helpless. Approach with extreme warmth and understanding.

Reward: The feeling of having changed a life.

No, kids like Steve aren't wanted by the Police--yet. But often they're not wanted by anyone else, either, including their parents.

That's what Partners is all about. Providing someone who cares. More often than not, caring makes the difference. Want to care? Take someone off the unwanted list. Call Partners--893-1400.

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.

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 go 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 Terminated	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 open settings. One would probably want to add a dimension describing group contribution.

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 Volunteers During Quarter _____
3. Total Offender Caseload During Quarter _____
4. No. Offenders Terminated From Caseload During Quarter _____
5. No. Offenders Being Serviced by Volunteers End of This 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 is 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 balanced evaluation turns up good things as 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) Mo: -le. 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. The Center itself and its National Court Volunteer Consultants have a number of people who can do this job for you, responsibly and insightfully.

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 regular 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.

---

[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 spent with offenders or otherwise on the job. This gives an input-output ratio of staff time invested in supervision in relation to volunteer output.

You can also compare how much time volunteers say they spend with staff (Questionnaire B later) with how much time staff estimated they're spending with volunteers.

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 for them. These forms are intended to introduce a modicum of standardization into the process, without suppressing 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 volunteer 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.

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 . . . . . _____

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 . . . . . _____

---

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: minorities, younger, ol

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 . . . . . _____

---

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 plays 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. . . _____

---

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 . . . . . _____

---

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 . . . . . _____

---

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 in 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 . . . . . _____
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 . . . . . _____

---

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 . . . . . _____

---

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. And, we'd deeply appreciate it if you'd share a copy of your present scoreboard with us, confidentially of course, except for our reporting composite results of a number of courts.

Your suggestions of things to add, or take out would also be most welcome.

SPACE BELOW FOR YOUR OWN COMMENTS, IF YOU WISH:

The SCORECARD is intended to capsulize the principal standards and guidelines of this book.

Assuming that it does so adequately, it is clear that all of us have a ways to go in perfecting program administration. The Scorecard scores the Center has now, from over 50 court-correctional programs around the country range from 30 to 89, averaging only 50.

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 of 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 evaluator instead of two, a volunteer record-keeper 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.

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 our survey, when asked to list the main problem areas needing improvement in their volunteer program, 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

---

[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."

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 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, his estimates differing slightly from ours:

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 down 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	38.80
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

Abigail Shepherd: (continued)

Date	Activity and time spent	Expenditure	Amount
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(toll
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	
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 $19.20.

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 extremes 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	$ 1424.00
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	11,378.00
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 $500.00

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, $570.00 per month		$ 6,840 per year
One Deputy Clerk at $367.00 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 supporting 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.	Publication 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
		$ 1,920.00
*Probation Officers 2 officers 10 hours per week	Mileage	300.00
	Sub-Total	$ 2,220.00
	*Total	$ 11,582.00

*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:		5,000.00
Includes training materials, promotion materials, photography		
Mileage:		2,700.00
30,000 miles at .09/mi.		
	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, et
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 ster from expectedly high costs in some present budget allocations, unexpectedly low one 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

C. Grand Total Cost Assigned to Volunteer Program:

Total Personnel Cost (+ mileage)	$11,866.00
Total Usage Cost	1,949.00
Grand Total Cost	$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.

A. 1970 Volunteer Summary as ammended:

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

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: $.81 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 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

(Footnote 21, continued):
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 on 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 on the scene for criminal justice volunteer programs specifically, and for volunteer programs in general.

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.

---

[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."

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.

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.

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

[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.

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 Street
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 JUVENILE 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 point 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

The Directory Section (IV) gives current addresses for court or correctional volunteer coordinating agencies in most states of the Union. 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.

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 to pay 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, an integral part of state probation and parole, Department of Corrections, etc. 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 Aide Program, etc.

Your procedure here in investigating all of the above is, first, refer to the Resources Section IV, and contact the state or private organizations which may exist in your state. 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. In this regard remember: to the extent that an agency takes funding responsibility for a local volunteer program, it normally expects some control over that program.

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 purchasers 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 not 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 for 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 organization 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 sited 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 worthy 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, N.Y. 10016.

Also worthy of mention is Channels, a twice monthly newsletter, except July and August. 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 them?) 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, or your local or within-state regional if you have one. The name varies from state to state but the terms "Crime Commission," "Governors Committee," "Criminal Justice," or "Law and Order" or similar terms, usually appear in the title. 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.

Representations to Organizations Regularly Funding Non-Volunteer Programs in Your Agency

The above means: whoever normally funds the other programs in the agency which the volunteer program is serving, e.g. local government such as the County Board of Commissioners or City Council, or in a statewide correctional or probation system, the legislature.

Initial funding of a program frequently comes from the other sources noted above, private or public grants. However, once a program has begun to prove and establish itself, there are good reasons for citing its financing in the regular funding body for all other programs in the agency.

The first advantage is permanency. While local funding sources may have impressive lasting power, grant sources ordinarily do not. They usually assume the local community or agency will pick up the burden after one or two years, or at most three. Moreover, becoming an ongoing part of the regular agency budget is surely a way of certifying the acceptance and continuation of the program as an integral part of agency operations, without scrambling for survival every year or even every month.

Second of all, even if non-agency funding is relatively assured, some of us begin to feel qualms about agency commitment, when year after year the agency receives the benefits of the volunteer program, without participating in the struggle for its financial survival. There is a philosophy in this country that we should help to earn what we get, and this seems applicable to the agency and its volunteer program benefits. In the same vein, what you struggle for, at least a little bit, you appreciate more; you are more committed to. The question really is: how much does the agency really want the program? For example, normally it does not accept its behavior modification or group therapy program as a free gift from the outside. Therefore it should not do so for its volunteer program.

On the other hand, the very philosophy of volunteerism is that you can and should value services you don't pay for. Moreover, many volunteer program leaders are disturbed by any funding from the public sector, via grants or regular agency budget. They feel that volunteerism is fundamentally an expression of the private sector, the creatively individual contribution of the concerned citizen. Hence, it is in danger of being suffocated under traditional public agency control, which would result from public agency funding in the regular budget.

Does agency funding mean too much agency control of the volunteer program? Partly, that depends on how much accountability to the agency you want. As you fear too much accountability, you will fear regular agency funding.

A number of volunteer programs have gone the regular agency budget route, however. Thus, the Judicial Administrator's Office which is the budget agency for all courts of general jurisdiction in the State of Colorado will consider volunteer program expenses as an integral part of the proposed budget from each court. To our knowledge, this has not substantially impaired the creativity of Colorado programs, though in other states it might be different.

One caution applies here. Where volunteer programs are a regular part of the agency budget, the volunteer program should be an additional item; it should not be allowed to cut into the budget of other agency programs. This has happened in another nation whose correctional volunteer programs were established prior to

its professional apparatus. Now, whenever they go to their legislature seeking funds to upgrade their as yet underdeveloped professional cadre, they are told: get more volunteers instead. They're cheaper. To the contrary, the consensus of national volunteer leadership in this country has been: volunteer programs are a good solution but they are not a cheap solution. They should be brought into the system in comfortable financial circumstances, as a worthy addition to it, financially and service-wise, without entailing the sacrifice of other hopeful correctional programs.

The agency benefiting from volunteer programs should, as a minimum, deserve them by providing, if not money, at least material support, such as mailing privileges, telephone, office space, office supplies, and at least some staff time, secretarial or professional.

These minimal agency contributions are, of course, equivalent to money. Where the agency absorbs them, volunteer programs need not find money to pay for them.

Regarding budget justification, public relations and public image are very important as background. Being well-known and well-respected helps in all fund-raising. Note especially: at least two state volunteer programs make sure all legislators and important administrators are on their state newsletter and other mailing lists.

Endorsements from powerful people are important, too, and some of them should be on your board. At least one state planning committee we know of has a key legislator on its board. There should be a liaison person, at least, and one state volunteer organization has a skilled lobbyist for volunteerism working with their legislature (he is a volunteer).

You should, of course, understand the people you're dealing with. Here is a valuable contribution from one of these people at a recent conference on volunteerism: a key state legislator speaking to state and regional volunteer program planners in courts and corrections. The sense of his remarks are given below:

> "First, determine what the power structure is and, second, find out how informed your legislators are about your volunteer program and problems.
>
> Legislators don't know everything. You have to educate them about your program, what you're trying to do and how it's going to succeed. Educate all of them, or those with the most power. Remember that there are many agencies with worthy causes who are going after money. You must demonstrate that yours is a necessary and needed program which provides a benefit, such as resulting in a tax savings. For example, it is cheaper to have a man on probation than incarcerated, plus it results in less recidivism.
>
> Where is the power in your legislature? In our state it's the Budget Committee but it can differ in each state. Don't be discouraged. The power structure and philosophical make-up of the legislature is continually changing. If you don't succeed the first time, wait for the change and keep trying.
>
> Research your legislature. Find out if it's necessary to define a volunteer in legislation in your state. Check on liability legislation--what does your state have on the books and is the volunteer covered?

If you were to approach our state's legislature asking for a contribution of $1 for every $3 of federal money to finance a program, would this be an effective approach? No, we'd be reluctant because we don't know when federal funds will be cut-off. This is not such a good selling point to a legislature. Presenting some cold hard facts about your program would be more effective in convincing your legislature to contribute."

The legislator who offered these opinions was careful to stress that each state is different, but we believe his points have considerable general validity for most states.

Finally, as a way of tying together much of the above, Appendix J is a major segment of a presentation to a state budget committee by one statewide program. The same general principles would apply to local programs as well.

SECTION III

VARIETIES OF VOLUNTEER PROGRAMS IN THE CRIMINAL JUSTICE SYSTEM

INTRODUCTION

The previous section dealt with general principles of program management which are generally pertinent, regardless of type of program.

The present section has a different purpose: to indicate the variety of volunteer usage possible in the criminal justice system. The point is: volunteer programs need not be one or a few rigid formats, to be applied regardless of need. Rather, they can tap into the diversity of skills, and motivations of the community, in relation to real needs for citizen participation.

As indicated in the Section II chapters on planning and on evaluation, the volunteer job description or program description is first generated from three principle sources. The need for volunteer services as staff sees them; as offenders express them; and the willingness and capabilities of your local pool of volunteers.

As for the last named, the present section seeks to demonstrate the potential versatility of volunteer services, and that, accordingly, once staff has defined the needs, there is a very good chance that well-managed volunteer programs can fill them.

By way of introduction here are fourteen general roles volunteers can and have filled in the criminal justice system.

(1) Support, friendship, someone who cares and will listen

(2) Mediator, facilitator of social-physical environment (get jobs, intercede with teacher, open up opportunities, run interference with system)

(3) Behavior model, just be a good example

(4) Limit-setting, Social Control, Conscience

(5) Teacher-tutor in academic, vocational or social skills

(6) Observation-information-diagnosis-understanding. Extra eyes and ears (a) on the probationer (b) on the community or even (c) on the agency on behalf of the community

(7) Trainee rather than trainer; interne preparing for a career in the criminal justice system

(8) Advisory or even decision making participation in formulating policy

(9) Administrative support, office work and related facilitation

(10) Help recruit, train, advise, supervise other volunteers

(11) Advisory council, participation in policy-making. Formally or informally, the volunteer as a source of ideas as well as service

(12) Expert-advisory consultation to individual staff members

(13) Public relations ambassador, community education and related impact on community

(14) Contributions of money, materials, facilities, or help in securing them from others (e.g., fund raisers)

These are not necessarily in order of importance. Indeed, the order of importance depends in any given case primarily on the needs of the agency and the offender.

Very few of the programs existing today, or described here, have been validated by precise research. As indicated in the chapter on evaluation, far more research of this type is needed. Yet, the programs described here have, in a general way, survived the test of experience, and they show that a vital new style in correctional volunteerism is emerging. Mounting demands for correctional reform are at last breaking down the centuries-old barrier of prejudice which have separated the community, those serving sentences, and correctional personnel.

The sample programs have been drawn from widely separated geographic areas; the settings, the immediate aims of the programs and the means by which they are carried out are equally diverse.

Some were started by professionals who called for the help of volunteers. In other instances, volunteers sensed a need, offered their services and were allowed to initiate programs of their own devising. Some programs were developed by isolated individuals or groups; others were one among many programs conducted by an organization having broad general areas of interest and activity. All have the purpose of humanizing corrections--of developing conditions and attitudes conducive to rehabilitation.

As there are now hundreds of recognized volunteer programs in correctional settings, those described in this section can form only a very small sample. Perhaps meant to confirm that the division between society and corrections is narrowing and that justice is being redefined. They should help volunteers to persevere in spite of feelings of confusion or frustration or seeming futility in trying to help solve the massive problem of courts and corrections.

A color can be a sad failure if brought from a small plaque without considering what the effect will be when it is spread on a larger surface, is exposed to more light, and is surrounded by other colors. In similar fashion, all the related circumstances must be carefully considered before undertaking a new program in corrections. Varying circumstances call for a great variety and range of citizen involvement. Hopefully, the examples given by the programs here will stimulate the imagination of others to come up with innovative plans to best meet their particular problems: They should also help volunteers and administrators of volunteer programs skirt various pitfalls.

Thoughtful hesitation between reading and application is encouraged. The use of the program examples will be reflective to the degree they are thoroughly studied and skillfully adapted, rather than imitated or copied.

Invite a group of concerned citizens in your area to read the manual and discuss its contents.

Include correctional personnel, minority group representation, ex-offenders, and individuals from assorted community agencies to discuss opportunities for action and to examine roles in relation to correction needs. Suggestions of agencies to be included are: Red Cross, Legal Aid, Youth Bureau, Council of Social Agencies, Library Association, Arts Council, Employment Bureau, Educators and Religious Leaders. (You might also consider having the meeting in an institution or court setting, whereby clients themselves could be involved in discussion and planning.)

Establish priorities. Build a plan around these priorities utilizing the particular resource of your locality or region.

Two forces are at work here--the program model and the reader's response. It is hoped that the interaction between the two will produce worthwhile results to the benefit of those incarcerated, the correctional personnel, and the community.

It is impossible to cover the rich variety of existing volunteer programs, in any comprehensive way. Therefore a strategy in three levels was adopted.

The first part describes three particularly significant programs in some depth.

The second part is essentially one-page abstracts of a variety of other significant programs, giving an address to write to for further information.

The third part is a list of over 200 volunteer job categories which have actually been filled by volunteers in the criminal justice system. It provides no background information on these jobs or programs; it simply indicates the variety possible.

Moreover, about half of the Part C job categories are described in other publications: Briefly in the National Register of Volunteer Jobs in Court Settings, available from the National Information Center and in depth, six programs, in the book, Volunteer Programs in Courts, available from the Superintendent of Documents, Public Documents Dept., U.S. Government Printing Office, Washington, D.C., 20402. (Order # FS 17.8/2:C83/2)

Both the above references emphasize volunteer programs in open settings--probation, parole and prevention and both are readily available.

Accordingly, the present section places relative emphasis on volunteer programs in closed correctional settings.

RELATIVELY IN-DEPTH PRESENTATION OF THREE SIGNIFICANT PROGRAMS

Part A analyzes three particularly significant and creative programs in some depth, in order to develop details of potential and problem.

Unlike other presentations here, they are primarily inside views, presented by the chief architects of these programs, in their own style and their own words, and with their own special perspectives, which might differ in some respects from the basic tenor of this book. We believe expression of these differences is healthy, too.

(However, a certain amount of editorial privilege was exercised for purposes of condensation and consistency with the rest of the manual.)

The programs are:

Volunteer Lay Group Counseling (Ernest L.V. Shelley, Ph.D.)

Job Therapy, Inc. (Mr. Richard Simmons)

The Westchester Citizens Committee Program (Mrs. John L. Cox, III)

VOLUNTEER LAY GROUP COUNSELING

Introduction

No governmental agency has received more extensive and virulent attack than the prison system--local, state, or Federal--and its related services, probation and parole. Criticism has been especially shrill and widespread recently as other social problems continue to worsen rapidly and those who are responsible use the "crime of punishment" to shift public attention away from their bungling or inaction.

But there are some good correctional programs in the U.S. and those of us who have helped build them get increasingly irritated by the incessant focus of the mass media on the bad systems. We will be the first to admit that the best are not as good as they could be, should be, and will be. By wider application of what we have learned from developing the good programs, the quality of American correctional practice can be vastly and rapidly improved.

That is what this section is about. It describes how to start and run a program having fourteen (14) years of experience behind it in Michigan proving that it is a primary element in a correction program that really corrects. It is not presented as THE program or as a universal panacea, but as a very vital part of a total good correctional program. There are other important parts to the total program but volunteer lay group counseling is the most innovative, most up-to-date, and most untraditional of them all.

Correctional facilities becoming "schools of crime" is due primarily to two factors:

-The attitudes and practices of staff (from the Warden up to the lonely guard) are often brutalizing, inhuman, stupid and medieval. The cure for this is sustained and vigorous pressure from concerned citizens to improve selection of personnel and develop effective in-service training. People are helped by people. If staff is made up of the wrong kinds of people, inmates will continue to have wrong attitudes and wrong feelings.

-The "inmate culture" or the society of the yard is completely negative toward correctional programs, distrusts the motives of those promoting these programs and perpetuates the attitude of "them against us."

Volunteer lay group counseling will have impact eventually on Factor 1, but its greatest effectiveness is in changing Factor 2. I have seen it work in a state school for delinquent boys and in the world's largest prison. When you reverse the attitudes of an inmate body from encouraging each other to fight any efforts

to help them and perpetuating anti-social attitudes, to honestly trying to help each other change attitudes and feelings from destructive and negative to constructive and positive, you then have a "school for life" rather than a "school for crime."

Although I have used the institutional setting as an example, this program has the same values for offenders on probation or parole. The traditional view that offenders must not associate on parole or probation has been accepted entirely too uncritically by field agents. This association need not inevitably result in strengthening the anti-social or asocial attitudes of the group. Why not turn the group around, as we have done in prisons, and make its influence support and sustain the efforts of its members to keep out of trouble and manage their lives acceptably. Lay group counseling can do this--in fact it has done this.

What Is It?

Volunteer lay group counseling is exactly what the name indicates.

It is a volunteer activity because the people who do it are not paid. It is best if they receive absolutely no financial renumeration, not even for expenses. In Michigan, ten men drive a total of 140 miles every Tuesday night, have done so for six years, and do not receive any recompense for gas and oil. This is the spirit of volunteerism, and it is a healthy spirit.

This is a program of laymen. They should not be professionals in the behavioral sciences. There is a place for the volunteer professional, but this is not it. The layman doesn't know what can't be done--so he goes ahead and does the impossible. I can cite many cases of this. The people who are the core of this program are selected because of the kinds of people they are, (more of that later), and not because of their training. The best are housewives, businessmen, laborers, etc.

This is a group approach. There is a place for one-to-one relationship in helping troubled people, but this program utilizes the age-old inherent capacity and desire of people to help each other. Man is innately social and he can be helped most effectively in the right kind of a small (8-12 people) group.

And finally, this is a counseling program. Advice, encouragement, inspiration, guidance, and support are given to all members of the group. This is not a class to be taught, an audience to be lectured to, nor a congregation whose souls are to be saved. We want an atmosphere where a small group of people sincerely seek and give understanding and concern.

How It Began

The first volunteer lay group counseling program with offenders in the United States started in Michigan in 1956 at Camp Pugsley. When the Department of Corrections opened this camp for youth on probation to adult criminal courts, I, as Director of Treatment for the Department, realized that I didn't have sufficient staff to meet the counseling needs of these lads so I turned to the Traverse City community and enlisted the help of six carefully selected laymen who agreed to lead groups of ten boys each week.

This experience was so satisfactory that when the Department of Corrections opened a new medium security facility, the Michigan Training Unit at Ionia, this program was made the core of the counseling services.

Encouraged by these successes, I gradually introduced lay group counseling into the other correctional institutions of Michigan until the maximum security prisons (Jackson, Ionia Reformatory, Marquett) Cassidy Lake Technical School and all the fourteen Corrections-Conservation Camps were being served. Each year more volunteers and groups were added until in 1968 there were close to 200 groups serving about 2200 of the incarcerated offenders.

Why This Program?

No program rises very far above its stated or implied philosophy. Ends do determine means, so let us take a look at the basic convictions and principles upon which volunteer lay group counseling is built. The citizens whose taxes support correctional programs have two expectations of us. These expectations are not mutually exclusive and should not be accepted as inevitably conflicting with each other.

They expect offenders committed to us to be kept in safe and good order. They will not long tolerate brutality, riots, or carelessness.

They expect the offender to be improved when returned to society. They want him corrected--not necessarily cured. It is in meeting our latter obligation that volunteer lay group counseling becomes an integral part of the treatment process. Even though 90% of the offenders want to lead better lives, they need help to learn how to do this. They need direction, encouragement, and supervision. Volunteer lay group counseling is the only realistic solution to the problem of how to provide the help both in quality and quantity. It is the only practical way to get the right kind of help to probationers, prisoners, and parolees in adequate amount, because taxpayers cannot afford the cost of providing this help by hiring professionals--even if they were available. And, it is a better way to proceed since it involves the community in solving its own problems.

We do not believe that the capacity to help other people is reserved to those who have had certain courses in college or a certain amount of training. The problems of the offender are simply accentuated problems of people. The ability to help other people is a function of the kinds of people we are ourselves rather than the amount or kind of training we have had.

We believe that the human factor is critical to the success of this program.

The most sadly neglected resource in our communities is the age-old constructive influence inherent in good relationship between human beings and the innate desire of human beings to help each other.

This program further offers selected and qualified citizens an opportunity to make a direct contribution to the solution of a common social problem (in a democracy this is especially valid and healthy because it is inherent in the democratic process that we do what we can to solve the common problems). The only realistic means for an effective solution of the problems of delinquency, crime, and mental health, is a program like this where a highly motivated citizen can get directly involved and make a very real and vital contribution to the solution of the social problem.

We believe that offenders have a need for help and a desire to grow and to improve. This desire may be weak or strong, it may be constant or occasional, it may be permanent or temporary, but most of them recognize the need for help and want to grow so that they become better people.

We don't believe that any of these offenders are beyond all help. This does not mean that we can help everyone, especially not to the degree that we wish, but it does mean that we are deeply committed to the idea that there are possibilities for growth in every person.

This program which continually brings select citizens into direct involvement with offenders is a bridge between the offender and the society from which he all too often feels estranged. A very common cause of delinquent behavior is that the person feels alienated from, and rejected by, society. The lay counselor is living proof that there are people in society who are interested, who care, and who will accept the person--although not necessarily his behavior.

We believe that the group counseling process has special merits of its own.

Group Counseling provides a positive constructive experience to take the place of the negative destructive influences of the informal groups which offenders have already formed and which lead them into more trouble. If the group can be brought to the place where they accept as desirable their responsibility for helping each other stay out of trouble, then the group can become a positive and helpful influence upon its members. If the group of offenders can be headed in the right direction, it can often be more helpful to each member than individual counseling.

Emotional tension and hurt can be reduced by discussing ones' feelings and problems with sympathetic and concerned people. A group which has created a good relationship can meet this need.

The group can aid the offender in developing the ability to handle feelings like shame, despair, hate or anxiety, within constructive socially approved ways rather than by impulsive, anti-social actions.

A person in a group of ten has the advantage of the insight of nine other people rather than just one person, as in a one-to-one relationship.

When a group has been together long enough, it develops its own atmosphere and relationships which can offer opportunity for creative self-expression and finding solutions to problems. This makes it possible for the real self to emerge in an atmosphere of acceptance, encouragement, support and concern. A group is more apt to facilitate this type of behavior than is a one-to-one relationship.

The offender is more likely to accept the truth about himself if this is agreed upon by other people in the group rather than being presented by just one person. The fact that several people see his problem and its solutions in pretty much the same way makes it much more probable that the offender will see the answer than if he is exploring his experience with just one person.

Often the most effective kind of help comes when a person is honestly trying to help another person. Trying to assist another individual in seeing his problems helps the first person to see things differently. Helping another develop insight develops one's own insight.

The male offender needs, above all else, an opportunity to establish a meaningful relationship with an older male who can give him an adequate and correct example and pattern to follow. This is much more likely to happen in a group situation where he is not threatened by the efforts of a middle-class man attempting to establish personal relationships with him.

We are convinced that no one is really hurt or injured in this kind of program. If we knew that there were real dangers, we would have abandoned it long ago. Over 15 years of experience in the correctional setting has convinced me that the fear of real emotional or psychological damage through the use of selected and supervised volunteers is an unwarranted one. I feel that the danger of harm is minimal.

Starting a Volunteer Group Counseling Program

We offer these guidelines from our experience starting and running this program with both juveniles and adults, in correctional facilities, or on the street as probationers or parolees:

Do not wait until you are completely convinced that this will work perfectly. Most of us started the program with some doubts and trepidation; results reassured us and bolstered our confidence. After all, nobody had ever come up with a program to change human behavior which could be guaranteed ahead of time to be successful. This is exploratory, experimental work; we must accept the inevitable risks involved, minimizing them by good organization and thoughtful planning. If you are willing to try something new, can keep an open mind until the evidence accumulates and watch the experiment carefully as it progresses, go ahead and get your feet wet.

Prepare the professional staff. Inform them about what you plan to do, why you will do it, and what their role is. Administrators need only know the basic elements of the program so that they can answer intelligently any questions raised by the public. In fact, if you can get correctional administrators to answer questions intelligently, you have accomplished a tremendous innovation. The key staff are the field agents, counselors, teachers, chaplains, etc. who must work with the volunteers. Start only with those who are interested and willing to give the idea a try. Staff who are strongly opposed or resistant should not be forced to participate.

Keep staff and administrators informed about the current status of, and any subsequent changes in the program.

Start small. It is much better to start with only a few good counselors than with many mediocre or poor ones. In most settings, five or six groups is a very good beginning.

Recruit personally. Start with people who you, or someone whose judgement you respect, know have these qualities of an effective counselor.

-A warm, sincere interest in people.

-Are very good listeners--do not have a compelling need to lecture, preach or talk.

-Are sensitive to the feelings of others and to their own.

-Are humble about their ability to do this. Those who jump at the chance too quickly are probably motivated by the wrong feelings.

-Respect the privacy of others and are willing to be themselves.

-Can work enthusiastically without too much tangible evidence of results.

-Have few stereotypes about people--especially offenders.

This makes them sound like pretty rare "birds"--and they are. But there are enough of these kinds of people in your community to get the job done well.

Orient them thoroughly so they know what is expected of them. Make the goals clear and attractive. Since one of the basic commitments is to a long period (6 months to a year) of continuous weekly service, it is generally better to let two volunteers share the leadership of a group. This provides some flexibility for them without sacrificing continuity of relationship with the group. They need not alternate but can both be present when possible. A good orientation is to discuss the pertinent sections of this manual with them.

Select the offender group.

Those who come voluntarily are a bit easier to work with but our experience indicates that no real problems are created by having offenders ordered to this program by the judge, institutional official or field agent. Some people want help but can't bring themselves to seek it until forced. They do very well.

A group of 10-12 has proven to be optimum for adults and for institutionalized offenders. A group of about 5-7 seems optimum for juveniles on probation or parole. Our experience is that as you move above these numbers, you begin to lose closeness.

Groups need not be homogenous as to age, sex, offense, background, etc. However differences should not be so great as to retard understanding and feeling of "groupness."

Group counseling should take place in a room large enough for the group to sit comfortably in a circle but not so large that space works against a feeling of closeness.

Probationers and Parolee groups should meet in a neutral setting such as a church, community center, Y.W. or Y.M.C.A. If several groups can meet in the same building at the same time, it is easier to arrange the after-session training of the lay counselors.

Give lay counselors help as they request but don't otherwise intrude into the group for at least three sessions. After this, you can and should visit each group for ten minutes every other week so you have some idea of what is going on. Each week there should be a training session for all lay counselors immediately following the counseling sessions. Here the professional helps them with the problems of running their groups and learns what help they need.

Stress basic rules. The basic rule is: "Be Honest With Each Other" and "What We Say Here, Stays Here."

The staff person supervising the program should set up a meeting of all lay counselors and group members where he explains the goals of this program:

-help each other find answers to our problems.

-help each other understand ourselves.

-help each other stay out of trouble.

Then explain briefly the operational details (where meet, when, how long, etc.)

He should then let each offender group meet briefly with its lay counselors to get acquainted by following this suggested plan:

-have counselors introduce themselves and tell about their work, interests, family, hobbies.

-have each member introduce self and tell interests, work experience, etc.

-explain purpose of group counseling.

Ground Rules for Lay Group Counseling

A basic rule for this whole experience is that whatever is discussed in the group is considered confidential. No member of the group should mention names or talk about people outside the group so that they could be identified in terms of what they said or did. Strange as it may seem to some people, this rule has been generally very honored by all concerned with this program over the years. If mutual trust and confidence is to be developed, this rule of confidentiality is absolutely basic. It must be clearly understood by paid staff, volunteers, and group members.

Also, members of the group must be honest with each other and with themselves. If people are to be helped, we must help them face their problems, feelings, and attitudes honestly. This means, of course, that we must do the same ourselves.

The best way to start each counseling session is with the question "what do you want to talk about tonight?" It is generally best not to have too much of a planned program for any evening. Occasionally a group will want to discuss a certain topic next week or continue an area which they are now exploring. When they feel this way, they should, of course, be free to do so. One of the great virtues and strong assets of this program is that it does not need a highly planned, structured, or organized approach.

When you and/or the group are new, expect a few sessions of just general "griping." This is done to test your acceptance and stability. If you seem neither perturbed nor bothered, the men will go on to more constructive and useful topics.

The four problems you will encounter with offenders more often than any others are: resistance and resentment toward authority; too little sense of responsibility; feeling of rejection and alienation by society; feeling inferior.

Some of the "Do's and Don'ts" of effective lay group counseling are:

Don't expect to see frequent evidence that people are being helped. This is the kind of help that is extremely hard to measure. Perhaps some day we will devise instruments adequate and sensitive enough to do so. At the present, we must sustain ourselves with the conviction that much more is going on beneath the surface than is evident to our eyes and ears. In fact, one of the great compensations of this work is to discover after much time has passed that a human being was reached and helped in ways which were not evident at the time. There are ways to make some estimate of progress and they will be discussed more fully later in this manual.

Don't insist that members of the group talk about their personal problems and don't criticize them for the level of discussion. When the group has created its own atmosphere of helpfulness, it will naturally engage in deeper levels of discussion and inevitably the personal problems will surface. In fact, in most cases, this level of discussion will come much more quickly than expected. You will be quite surprised at how rapidly the group moves into quite difficult areas.

It is best not to ask a person about his offenses. If he wants to talk about them, he will. Some people have an almost morbid interest in criminal behavior. It usually isn't really that interesting. These criminal acts were symptoms, not causes.

Don't be concerned if you hit a period of silence in the group during a meeting. There are probably good reasons for this and often some important, necessary, and valuable things are going on in the quiet period. Let the group break the silence when they want to.

Most groups have "growing pains." Let them learn through "floundering" for a little while. It will be good for the group.

Don't try to get everybody to talk. There are some people who prefer to listen until they feel sure of the group and their place in it. Listeners can be helped as much as talkers. In this business we soon learn that no one knows for sure when and how different kinds of people are reached and helped.

Don't do too much talking yourself. If you are likely to make one mistake more than another, it is that you will talk more than you should. Avoid lecturing or "preaching." Be natural, informal, and courteous, speaking calmly, without impatience, scolding, or sentimentality. Remember that you are a counselor not a prosecutor.

Let the speaker express himself fully. Protect him in this right from the interruptions of other group members. You may have to remind them that each will have his turn.

When several persons try to talk at once, call on one of them and give the others a chance later. When one person is monopolizing the discussion, call on someone else for his opinion.

If a person breaks down while he is talking, wait quietly for him to compose himself. Often someone else will pick up the discussion. This is good.

Learn to accept and understand aggression so that it does not arouse a similar response on your part.

Try always to remember that talking and sharing feelings is a healing process in itself.

You should try to radiate a confidence that the group process works and that through it men find real help.

Help each person to get a better opinion of himself by recognizing his contributions and applauding any growth which you see him make.

When you feel worried about the seriousness of a personal problem being discussed, consult your professional supervisor and have him take it from there.

The stronger the feelings of belonging developed by the group, the more effective the group will be. Kurt Levin, an eminent psychologist, calls it the "we feeling." As this feeling increases, the group becomes more and more successful in helping each other.

Sustaining the Program

Continued Supervision. I have visited programs once flourishing and healthy which are now struggling and weak. My diagnosis is that the most common cause of a gradually weakening lay counseling program in corrections is a diminishing contact rate by the staff person under whose responsibility the program is placed. In a correctional system (federal, state, or local) the top administrator should periodically re-emphasize his interest in and support of the program by visiting parts of it, by public statements, and by reminding his staff of his interest. The executive of the institution using this program should do the things recommended in the paragraph above--only do them more frequently. The staff person directly responsible for the program must keep in continuous, active contact with it. As in any program using volunteers meaningfully, there must be regular, effective, and continuing supervision. If this is lacking, the volunteer counselor will conclude correctly that his contribution is not seen as very valuable or important. He may soon succumb to his feelings of anxiety that he may be hurting the members of his group.

When several persons try to talk at once, call on one of them and give the others a chance later. When one person is monopolizing the discussion, call on someone else for his opinion.

If a person breaks down while he is talking, wait quietly for him to compose himself. Often someone else will pick up the discussion. This is good.

Learn to accept and understand aggression so that it does not arouse a similar response on your part.

Try always to remember that talking and sharing feelings is a healing process in itself.

You should try to radiate a confidence that the group process works and that through it men find real help.

Help each person to get a better opinion of himself by recognizing his contributions and applauding any growth which you see him make.

When you feel worried about the seriousness of a personal problem being discussed, consult your professional supervisor and have him take it from there.

The stronger the feelings of belonging developed by the group, the more effective the group will be. Kurt Levin, an eminent psychologist, calls it the "we feeling." As this feeling increases, the group becomes more and more successful in helping each other.

Sustaining the Program

Continued Supervision. I have visited programs once flourishing and healthy which are now struggling and weak. My diagnosis is that the most common cause of a gradually weakening lay counseling program in corrections is a diminishing contact rate by the staff person under whose responsibility the program is placed. In a correctional system (federal, state, or local) the top administrator should periodically re-emphasize his interest in and support of the program by visiting parts of it, by public statements, and by reminding his staff of his interest. The executive of the institution using this program should do the things recommended in the paragraph above--only do them more frequently. The staff person directly responsible for the program must keep in continuous, active contact with it. As in any program using volunteers meaningfully, there must be regular, effective, and continuing supervision. If this is lacking, the volunteer counselor will conclude correctly that his contribution is not seen as very valuable or important. He may soon succumb to his feelings of anxiety that he may be hurting the members of his group.

Regular communication with staff through: Brief anecdotal reports weekly; periodic rating of members by lay counselor; phone calls from staff to counselors; quarterly meetings of staff and lay counselors as a group; yearly recognition event for lay counselors as well as other volunteers; occasional visits to the groups by the staff. Be careful of the latter point. Some groups are disrupted seriously; others are not. The staff person supervising the program can drop into groups without much disruption because they know him, the visits are brief, and not too frequent.

Recruiting new lay counselors. Ask experienced and proven lay counselors to suggest names of those who can do this work. This is your single best recruitment method because the experienced counselor knows what it takes. You will, of course, interview and screen these people before acceptance. Invite the new recruits to visit the program and sit in on a session or two. Continue your own personal recruitment. Don't recruit more new lay counselors than you can use in the immediate future. After they have been recruited, pair the new counselors with the older ones for several sessions. This is the best possible orientation.

Keep group membership stable with few changes so that a strong group feeling can develop quickly. A good "rule of thumb" is to add no more than one new member in three weeks. As members leave, replace them quietly with a new member per above. This gives continuity to the group experience. Members may bring guests but there should be no more than two each week in any group.

How Do We Know If We Are Accomplishing Anything

Accurate and adequate measurement of results in counseling is very difficult. Growth can take place in so many different directions, at such different levels, and manifest itself in such a variety of ways, that we are almost dismayed at the prospect of trying to measure it at all. But we cannot escape the obligation to evaluate the results of correctional programs, especially those which are innovative and experimental. The day is past when the public will accept our statements that programs are effective simply because they look effective or because logical arguments can be marshalled in their behalf. I say to my professional co-workers, let us determine always to include an adequate evaluation process with every new program we launch.

One should remember that personality growth is usually so gradual as to seem discouragingly slow. Dramatic changes are rare. Often the reason change is not evident is because you haven't been watching long enough or have been looking for too great a change.

Often a great deal of growth takes place beneath the surface. All of us who work with people have learned that, more often than not, we never know what influence we have had. Like the proverbial grain of mustard seed, it is planted inconspicuously, germinates and grows for quite awhile unnoticed, and then bursts forth dramatically and impressively.

When failure comes, it is not due solely to the ineffectiveness of counseling. Many other forces play upon the man. Our activity is just one of them. Just as we cannot claim exclusive credit for his success, neither should we accept sole blame for his failures.

Some concrete observational evaluation methods are reductions in institutional misbehavior reports and attitudinal change toward group members, e.g. entering more actively into discussions, less belligerence, more interested in others.

Three formal research studies were made of the impact of this program under my direction.

Effect on concept of adult male role. Since diagnostic data for both juvenile and youthful male offenders had indicated that about 80% of them were characterized by having either an immature, an inadequate, or very distorted concept of the adult male role, we hoped that one of the results of the group counseling experience led by a volunteer layman would be an improvement in this concept. A projective technique was used to measure the concept of adult male role of 100 youthful offenders (21 and under) in a correction facility before and after 6 months involvement in lay, group counseling. They grew significantly toward a socially acceptable, adequate and mature concept as compared with a control group not in the program.

Using this same technique we compared the impact of group counseling when led by a professional staff person; a lay staffer; and a volunteer layman. In this study, the young men in the groups led by volunteer laymen made significantly more growth in 6 months than those in groups led by lay staff people. Those in groups led by staff professionals made the least growth of all.

While doing a follow-up survey of the results of a vocational-training program on the work experience of youthful offenders who had been on parole for 12 months, our researcher asked "as you look back on your institution experience, what 3 programs do you feel helped you the most?" 68% of the respondents mentioned lay group counseling even though the survey was entirely vocationally and educationally oriented and counseling had not been discussed. This program was mentioned more frequently in this response than any other institution program.

Two trained interviewers followed-up 20 boys and 11 girls who had been in lay group counseling as wards of the court for at least 4 months. Court workers, school staff, parents, and the children themselves were interviewed separately.

School staff said that 72% of these children had improved attendance, 78% had improved academic progress, 86% had improved behavior, 82% had improved relations with other students. 58% of the parents described the child's personality in complimentary terms, 86% said they were getting along satisfactorily with siblings, 55%

felt the program had definitely helped the child. 72% of the children felt group counseling had helped them, 48% felt group counseling had improved their attitude toward religion, 79% reflected good attitudes toward police, 62% felt it had helped their relation with siblings, 87% felt it had helped their relation with parents.

Some Questions Many Lay Counselors Ask

How are offenders different from other people? They are not--at least not significantly. Many people steal--only some get caught. In terms of behavior we are distressingly like men in prison. Psychologically we are also very similar to them. We have the same feelings. Probably the best answer we can give is that the differences are those of degree and not of kind.

What does it mean when offenders criticize group counseling? It may mean that they have found a real fault or weakness in it. For this we should be grateful because it is then possible for us to correct it. Most of the time, however, this actually represents either an effort to test the limits of the leader's acceptance of criticism or the extent of his faith in the process. It is a quite common experience in treatment that when a person is being helped most, he talks most critically of the process. Accept the criticisms which are merited and use them to correct and perfect the process. Ignore the others.

How can I be expected to answer all the questions they raise? You can't. Nobody expects this of you, don't try to. Throw the questions back at the group and let them answer. Don't try to be an encyclopedia--just be a friendly, warm, human being. Don't be afraid or ashamed to use the magic words, "I don't know."

Isn't it pretty much a waste of time to help a person adjust in group counseling when he is going back to the same bad environment out of which he came? Basically no. Our primary objective is to help him grow, and growth doesn't suddenly evaporate when he leaves here. A positive change in attitudes and feelings should result in a happier, more satisfied, and more adaptable individual. These experiences will not be easily abandoned. Environment does not determine inevitably how we feel and act. Many people live above bad situations; these people can and do learn to do this. Also, why not improve that poor home climate by having parents in group counseling, also?

Can a person who hasn't experienced crime really help those who are going through this experience? Emphatically yes. There are many experiences we can understand and share effectively with others without actually going through ourselves. Alcoholism seems to be about the only problem where people who have experienced it are often more successful in giving help than those who have not. In other areas, the essence of helping is to share feelings, not necessarily experiences. We can fall back upon our common humanness.

How much must I know beforehand about the background of the members in my group in order that I may be most helpful to them? Very little. They will gradually tell you all you need to know as the group proceeds. Whatever is important will eventually come out if you listen thoughtfully and if the group develops the desired "we-feeling."

What should I do when a group member asks my opinion about court or institution policy? It is wise to refrain from making judgments about such matters until you have had a chance to get all the facts and the views of different people. This situation offers a good opportunity to demonstrate that one doesn't take sides in a controversy until he knows a good deal about it. Frequently such questions are raised as a means of expressing criticism rather than because they are really interested in your opinion. Here is a case where you might deal with the feelings a person has rather than the specific issue he raises.

How should we deal with hostile comments? Permitting them to be expressed is the important thing. You might ask the person "What makes you feel this way?" or ask another member of the group how he feels about it. Above all, don't let the comment arouse hostile feelings in you.

What should be our attitude toward the offender's code?

Acknowledge its existence without getting excited about it.

Let the group realize that you understand why it is important to them.

Don't get involved in vehement arguments about it, especially if you find yourself being on one side with the group arrayed against you. You can and should express your disagreements with parts of this code. You might ask certain members of the group for their opinions before you give yours. You will probably find much less support for the code than you had expected.

Should I keep any record of the sessions? It is best not to keep a written record of the contents of a session. Keep any attendance records you wish. Occasionally tapes are made, but only after the purpose has been thoroughly explained, the group has given its permission, and they have been promised that they will be able to listen to the tape and make any desired deletions before it is used further.

What about the person who has been an active, cooperative group member but suddenly shows resistance by a very negative attitude and reluctance to participate? This is a frequent occurrence when people are dealing with their problems. In most cases it is a sign that the discussion is getting uncomfortably "close to home" and has aroused painful feelings which have previously been repressed. People generally build up defenses against memories and deep-seated feelings which hurt. When they find these defenses crumbling and about to be penetrated, they get panicky. The resistance is then a shield to protect one against discussion of one's self or one's emotional problems. Understanding this, you will not be bothered by the resistant activity and will look for a good opening to encourage the person, with the support of the group, to face the situation.

How can I tell when the group is "getting in too deep?" This won't happen as easily or frequently as you fear. Most conscientious laymen who get involved with

counseling have this concern. It is our experience that the people who are anxious about this have least reason to be. This problem is more theoretical than real. When bona fide healing is taking place there is a natural movement from more superficial to deeper levels. It might help to remember:

-Unless he is deliberately subjected to great pressure, a person will go no deeper than he is prepared to. Don't use this pressure or permit the group to do so.

-Here is one of the distinct values of a group. Their collective judgement and sensitivity will be good insurance against individual deficiencies in these areas.

As we said before, thousands of offenders have gone through this group experience and so far as we know, none of them have been seriously hurt by it.

If You Want to Read More on Group Counseling

BERDIE, R.F. Intensive Group Psychotherapy, Ronald Press, New York, 1945, 466 pp.

DICKS, J. The Ministry of Listening, Federal Council of Churches of Christ in America, 297 Fourth Avenue, New York 10, New York, 1953.

FROMM, E. Escape from Freedom, Rinehart, New York, 1941, 305 pp.

FROMM, E. The Sane Society, Rinehart, New York, 1921, 268 pp.

HARE, PAUL, AP et al, Small Groups, Studies in Social Inter-Action, Alford A. Knopf, New York, 1955, 666 pp.

KLAPMAN, J.W. Group Psychotherapy: Theory and Practice, Grune and Stratton, 1951, 4, 181-196.

LERNER, A., "Considerations of Content Material of Group Counseling Sessions with Jailed Alcoholics," Quar. J. Stud. Alcohol, 1954, 15:432-452.

McCORKLE, L.W. "Group Therapy in the Treatment of Offenders," Fed. Prob., 1952, Dec., 22-27.

PORTER, E.H. An Introduction to Therapeutic Counseling, Houghton, Mifflin, Boston, 1950, 223 pp.

ROGERS, C.R. Client-Centered Therapy, Houghton, Mifflin, Boston, 1951, 560 pp.

SCHEIER, IVAN, et al, Volunteer Programs in Courts. Chapter-on "Community Volunteers as Discussion Group Leaders for Juvenile Probationers."

SNYDER, W.U. Casebook of Non-Directive Counseling, Houghton, Mifflin, Boston, 339 pp.

WEST, R. Conscience and Society, A Study of the Psychological Prerequisites of Law and Order, Emerson Books, Inc. New York, 1954, 261 pp.

- - - - - - - - -

For further inquiries, Dr. Shelley's address is 1026 Northlawn, East Lansing, Michigan 48823.

JOB THERAPY, INC.

Introduction

While the previous program emphasized work in terms of groups within an institution, the present program emphasizes 1-to-1 work, outside as well as inside.

JOB THERAPY, INC. is a Seattle, Washington based, non-profit corporation which works primarily in cooperation with correctional programs, by engaging volunteer citizens in the rehabilitation of adult felons and in the support of the wives and families of the incarcerated male offender. A recently activated Youth Program simulates the activities of the parent Job Therapy organization in engaging volunteer college age students in the rehabilitation of the juvenile offender and delinquent. Job Therapy demonstrates a variety of ways private citizens can personally assist the young offender in his quest for a useful life in a free society.

Its multi-phase program includes:

I. COMMUNITY EDUCATION "Accentuating the Positive"
To up-grade the public image and self-image of the offender, and to challenge citizens to responsible personal action.

II. MAN-TO-MAN SPONSORS (M-2). "Inspirational Friendship"
A responsible citizen is individually matched with a neglected prisoner whom he regularly visits and writes to in building a mutually inspirational and lasting friendship.

III. WOMAN-TO-WOMAN SPONSORS (W-2) "Inspirational Friendship"
A responsible woman is matched with a female offender or with the wife of a male offender to visit, write to and support in a manner as to build a lasting friendship. Supporting the wife of the male offender helps preserve family integrity, the main foundation for rehabilitation.

IV. JOB SERVICES. . . "The Right Job for the Right Person"

Job Development: Statewide survey of job opportunities for offenders. Receptive employers contacted by personal visit and placed on file for future reference.

Job Placement: Matching the offender with the right job that furnishes opportunity for self-satisfaction, advancement and use of the offender's skills.

Job Training: Use of offenders in staff functions on part or full-time basis.

Job Therapy Program Objectives

Short Term

Educate the community as to its responsibilities and the vital part it plays in the rehabilitation of offenders and in motivating and mobilizing other citizens for cooperative action.

Establish a positive relationship between each inmate and the outside world through establishing a warm and personal relationship between the inmate or his wife, with a trained sponsor who really cares.

Encourage each inmate to participate to the maximum in the opportunities given him within the institution for vocational, academic and religious advancement, as prescribed by institutional personnel.

Serve as a liaison between the inmate and his community, helping him find suitable employment and make other helpful contacts prior to the date of his release.

Acquaint employers with existing institutional training programs and parolee skills, thus encouraging them to hire well motivated and skilled parolees.

Locate available job opportunities for parolees and help parolee find employment consistent with his particular aptitude, training and experience.

Assist coordination of efforts of government and private agencies serving probationers, prisoners and parolees.

Long Term

To help offenders become responsible citizens who have a realistic set of goals for their lives and who are resourceful in utilizing community services in achieving these goals.

To inspire each man to think and live close to his maximum potential as a productive citizen, by helping him to find his capabilities, develop his talents, organize his time, and budget his income.

To help each offender develop job skills to the point where he can earn an honest living, support the family, pay taxes, and work for the betterment of the community.

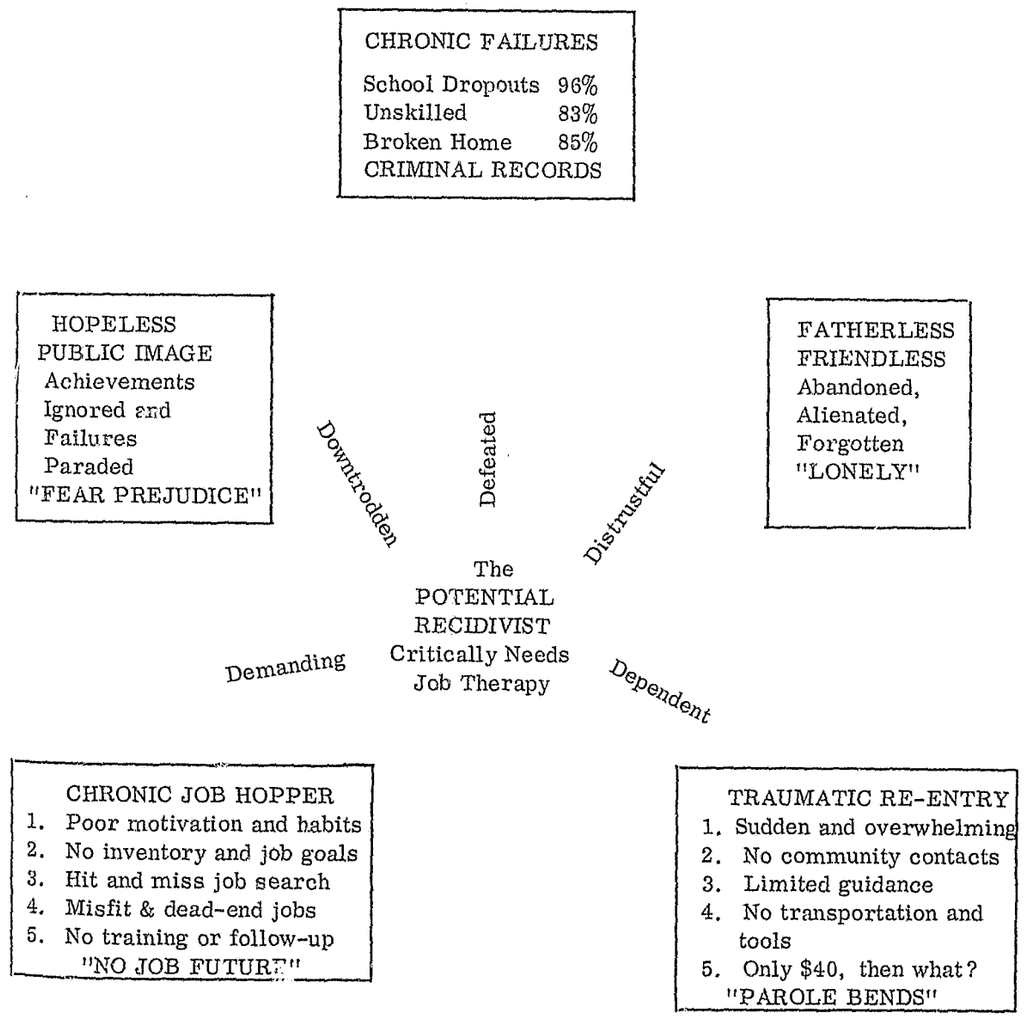
To help each individual realize that success is not necessarily measured by what we keep or acquire, but what we achieve and contribute toward our fellow men.

To prevent loss of life and personal property, to reduce human suffering, social disorder and exorbitant tax increases caused by high crime and recidivism rates.

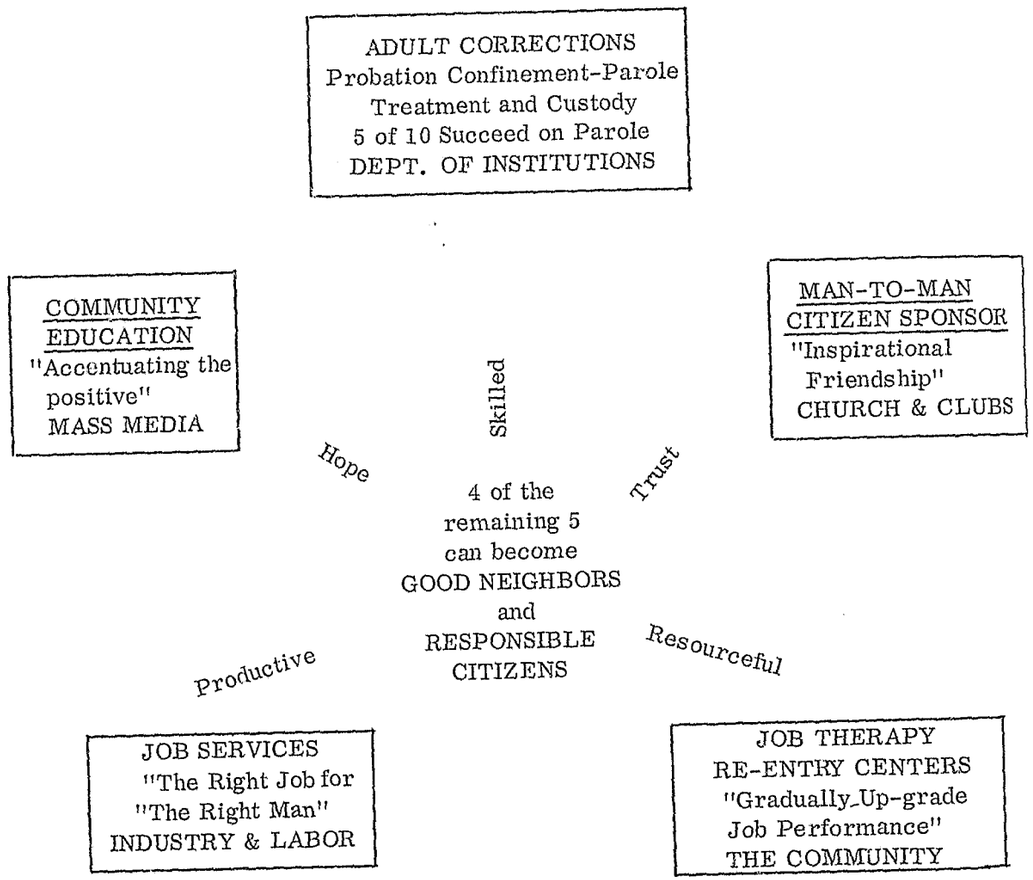
Client Profile - Program Service Schematic

The following schematic diagrams depict graphically the problems chronic offenders face and how Job Therapy is addressing these problems.

THE MULTI-DEFICIENCIES TYPICAL OF CHRONIC OFFENDERS



JOB THERAPY'S MULTI-PHASE CITIZEN ACTION PROGRAM



Institutional Support

The Governor's Office of the State of Washington and the Division of Institutions endorses the Job Therapy program. As a result, this private organization enjoys contractual relations with the Division of Institutions, the Department of Vocational Rehabilitation, and the Law Enforcement Assistance Administration. The M-2 Man-to-Man and W-2 Woman-to-Woman programs are now actively operating in all of the adult correctional facilities of the State of Washington as well as at McNeil Island Federal Penitentiary. Volunteer help is used extensively throughout the entire staff organization and ex-offenders are also numbered among the permanent staff.

An outgrowth of Job Therapy, Inc., Job Therapy of Cal., Inc., has been in operation in California on a contractual agreement with the Department of Corrections. It is attempting to place 660 citizens in four institutions. An affiliate of Job Therapy also exists in the Canadian Province of British Columbia.

Community Education Program (Specifications)

The Community Education program has six major objectives: (a) upgrade the self-image of the ex-offender; (b) transform the public image of the ex-offender; (c) transform the public image of corrections; (d) foster mutual understanding and appreciation; (e) solicit volunteer participation in the corrections process. and (f) promote similar individualized anti-crime efforts.

Up-Grading the Self-Image of the Ex-Offender

The habitual offender is usually defeated by his own self-image. He views himself as a hopeless "no-good," someone who really doesn't have a chance. His past has been plagued by failures and rejection. He or she was likely raised in a broken and fatherless home, or shuttled from foster home to foster home; the offender probably flunked out of high school or lost interest and dropped out; he's likely lost every job ever gotten, had a broken marriage, had children taken away from him.

The offender therefore needs help in bolstering his image of himself and in breaking his addiction to failure with its resultant hopelessness and despair. This can be done in part by giving public recognition to his personal accomplishments no matter how small they may be. Public recognition reinforces the type behavior it draws attention to, good or bad. Therefore, we are careful in all that we print

or broadcast regarding an offender so that his misdeeds and failures are minimized and his achievements and contributions to the welfare of others emphasized.

Transform the Public Image of the Ex-Offender

All too often, news media feature only the misdeeds of offenders, failing to note what achievements they are making. The general public is always hearing about the 50% who fail on parole and return to crime. Rarely do they hear about the 50% who succeed and who are now living responsible lives. This inequity fosters general fear and especially employer prejudice against the ex-offender.

To promote a positive attitude toward the offender, our Community Education staff regularly reports (in our own publications and through mass media) on the progress and achievements of ex-offenders. This gives the public the opportunity to hear or read of the released ex-offender who has made a success of his life; the one who is now earning an honest living, happily married, supporting his family and contributing to the welfare of his community. This positive exposure weans the public from their negative image of the offender as "a hopeless trouble-maker."

Since we all tend to conform to the roles society expects of us, a new and positive role greatly accelerates the offender's motivation and quest for a useful life. Also, it cultivates a therapeutic relationship between the ex-offender and those within the community who can help him such as employers, neighbors, relatives, church and club members.

Transform the Public Image of Corrections

The field of corrections, like the offender, suffers from a poor public image. In addition to news media's tendency to concentrate on sensational law-enforcement incidents, the gangster-warden conflict often portrayed in television and the movies lends a distorted image of the correction process. Unfortunately, corrections itself has lent evidence to this image through its policies.

Consequently, to the average citizen, corrections denotes little more than the processes of the law whereby government agencies catch law-breakers and lock them up in prisons for their punishment and for the public's protection.

The public needs to be shown that the major task of corrections is not merely to apprehend and punish the offender, but rather to re-direct his thinking and behavior so that he is no longer a threat to life and property of others. To accomplish less than this is to fail.

Once an audience is convinced of the importance of rehabilitation, one can explain and illustrate with slides, the various training opportunities available to the offender within our state correctional institutions. Such presentations not only inform the audience but also inspire confidence in our state correctional programs and the offender himself. The audience comes to realize that an inmate who applies himself can up-grade himself considerably both vocationally and academically. With this training, he has more to offer a prospective employer than many men off

the streets. Job Therapy personnel also point out to audiences the services and advantages of parole supervision provided by the state.

Our personnel stress the fact that high recidivism rates cannot be attributed necessarily to deficiencies in the correctional program itself, but may more accurately be attributed to lack of citizen involvement and community follow-up. For example, if the state trains a man as a competent shoe repairman, it will be of little or no value if we in the community do not help him find employment in that area on his discharge. Whereas corrections initiates rehabilitation, the community must continue the treatment process until the ex-offender has come to maturity as a responsible citizen.

Foster Mutual Understanding Between Felon and Society

The felon often views society as his archenemy. It may appear to him (her) that everyone is plotting his (her) failure or really doesn't care if he succeeds. He has to appreciate what is being done by others to aid his quest for a satisfying life. Also, he needs to be educated to the problems of others with whom he will be working within the community; especially his employer's problems and how he can make the employer-employee relationship a two-way street.

The community itself needs to be informed of the struggles of the parolee to adjust to a society he considers hostile to him. The community also needs to realize what his potential is, and how they might best help him succeed. We seek to foster a humane, yet realistic attitude toward the felon.

Solicit Participation of Volunteers and Employers

At each public presentation of the Job Therapy program, a 3 x 5 response card is distributed or is available, giving the listener an opportunity to sign up for the following service opportunities: (1) Be placed on the mailing list of "M-2" the Man-to-Man publication; (2) Become a M-2 Man-to-Man or W-2 Woman-to-Woman Sponsor; (3) Become an "Affiliate Employer" of "Trade-Advisor"; (4) Become a volunteer worker and/or (5) Contribute funds.

Promote Similar Individualized Anti-Crime Efforts

In numbers there is strength. We publicize and cooperate with groups such as Big Brothers, Partners, Seven Steps, Friends of Youth, Volunteers in Probation, etc.

Community Education program services are designed to facilitate information dissemination to the layman unfamiliar with the program.

Speeches and lectures are given upon request to churches, church organizations, civic and political organizations, trade

associations, unions, professional groups, colleges and schools. The most productive of these various situations as a source for individualized (M-2, W-2) sponsors has been the Sunday morning sermon spot, followed that same Sunday evening if possible with a slide presentation and a session for questions from those considering sponsors as an inmate. Since sustaining the prison inmate has scriptural reference, church pastors are often willing to permit Job Therapy speakers to take over the pulpit and base the morning sermon upon helping "the forgotten men in prison."

The Speaker's Bureau, a group of volunteers trained by the M-2 Mobilizer Coordinator, averages thirty speaking engagements a month. A speaker may also be one of the regular staff. Over eighty per cent of Job Therapy's sponsors are recruited from speaking engagements originating in churches or church organizations. The next most productive speaking situation has been the week-day civic club meeting, such as Kiwanis, Rotary, Chamber of Commerce, etc. A speaker's bureau made up of active M-2 sponsors is prepared to speak and give slide demonstrations to groups requesting them, thus enabling sponsors to increase their own ranks through mass appeals.

Audiences consider these speeches as great eye-openers. They generally admit that before hearing such a speaker they were ignorant of the problems of the offender and corrections. They appreciate hearing the various ways crime can be curbed through one-to-one citizen action.

Audio-visual presentations are developed to illustrate speeches. Slide presentations are produced covering the physical plants and the treatment programs within the state correctional institutions and are shown along with slides illustrating Job Therapy's services. A poster display and presentation is used effectively in smaller civic clubs to give a quick over-view of the services of Job Therapy as related to the problem of crime and the offender. A thirteen minute documentary film in color was recently completed that deals mainly with the M-2 Man-to-Man Sponsor program and is effective in generating interest in sponsor activity.

Printed materials are prepared as needed to accomplish various program and operational objectives. These are used as promotional hand-outs or outlines for anti-crime seminars and training sessions for staff and volunteers. A slick finish brochure illustrating the M-2 concept is used in nearly all presentations. "Man-to-Man," a monthly publication, is now being distributed to a mailing list of over 6,000. A mailing list of 25,000 is a future goal within the next three years. The purpose of the publication is to promote the concept and practice of utilizing volunteer citizens in M-2 Man-to-Man support of probationers, parolees, inmates and even pre-delinquents. Current readership of "Man-to-Man" includes local and state judiciary, state correctional officers, probation and parole officers, volunteer

sponsors, employer affiliates and individuals requesting the publication. A feature of "Man-to-Man" is "Futures Wanted," a classified section giving capsule resumes of specific individuals who are seeking specific employment opportunities.

The correct utilization of local and national news media can be an important citizen education component of a program of this nature.

The news media generally agree with the objectives of Job Therapy's Community Education program. They frequently report positive program news supplied by Job Therapy, as well as volunteer activities in the corrections process.

Newspaper coverage of Job Therapy is a continuing process and the responsibility for liaison with newspapers is delegated to a part-time public relations specialist. This individual supplies local newspapers with information relative to the staff of Job Therapy as well as information relative to the institutional and community programs of the organization. National Magazines are receptive to reporting activities in the volunteer field. "They Go to Prison on Purpose," an article originally appearing in the Rotary magazine was picked up by Readers' Digest and printed in that national publication in the August, 1970 issue. The article deals entirely with Job Therapy's M-2 program. Radio broadcasting facilities can be used effectively for spot announcements and Job Therapy has utilized this media extensively during the past two years. Television public service departments are usually willing to report news of volunteer activities. Job Therapy has had prominent exposure on TV during the past year. A local television station in Seattle is currently donating staff and film to produce a 30 minute documentary focussing on the employment problems of the offender.

Man-to-Man Sponsor Program

The primary objective of the M-2 program is to create a positive relationship between the client and the "outside world." All too often, men incarcerated within our state institutions have no, limited, or unfavorable contact with the outside world.

Employers have noted from their experience in hiring parolees that motivation is the single most important contributing factor to the parolee's success on the job. If he doesn't have it, a chain reaction begins, and it is then not unusual for well-skilled and able bodied parolees to fail to stick with jobs secured for them. Often, an emotional crisis is precipitated by interpersonal conflicts on or off the job. The parolee starts showing up late for work, and then eventually drops off the job entirely, usually without notice to the employer. Parolees often fail to see their responsibility to the one who hired them. Consequently, it is not enough to get jobs for parolees. Sponsors must help motivate them to perform well and stick with jobs that they undertake.

Job motivation can best be generated by each inmate becoming closely and warmly related to a responsible citizen in free society, the M-2 sponsor. Such a personal Man-to-Man relationship with an inspirational friend is indispensable in the remotivation of the offender. When someone really cares about what he does with his life, he can then care for himself and others. As one inmate said: "When I started finding out that people really did care, I knew it was time I started straightening up. This program gives me a boost in the right direction."

Sponsor Recruitment, Orientation, Regulations, Training

Sponsors are recruited primarily through speeches to churches, civic and industrial groups, word of mouth, newspaper stories, radio and TV coverage. Individuals indicating interest in participating in the program fill out and return a response card. These individuals are then invited by phone or mail to attend the next series of orientation meetings in their area.

Prospective sponsors must attend two 2 1/2 hour orientation sessions prior to their certification and assignment to an inmate. After completion of the five hour training period they are required to fill out a Screening and Matching Questionnaire at which time a file in the M-2 section is started in their name. Applicant references are checked by volunteer caseworkers either by phone or by personal interview after which they are either rejected or certified for matching with an inmate.

During the orientation sessions the candidates are challenged to think through realistically and objectively what is involved in becoming a competent sponsor, and how they might best encourage their inmate. Prospective sponsors are briefed on what their relationship will be to institutional personnel, parole staff, the inmate himself and the staff of Job Therapy, Inc. It is stressed that the sponsor role is to befriend the inmate and to be supportive of institutional programs and personnel. Finally, prospective sponsors are advised that they do not and should not attempt to enter into the treatment program for the inmate--this is the prerogative of the corrections personnel.

At the end of the orientation session, a slide presentation of the various state institutions is given, showing the physical plant and other aspects of the prison environment.

After orientation and final commitment and after the final screening and reference checks have been completed, those accepted as sponsors are certified, placed on a list and sent to the institution of their choice where the counselor staff matches them with an inmate with compatible backgrounds and interests.

The sponsoring individual or couple signs a written pledge to visit the assigned inmate at least monthly and to write and assist him on parole as he requests help. Each sponsor is asked to remember his inmate with a modest gift on his birthday and at Christmas (within institutional guidelines). Cash gifts are discouraged.

Upon release the sponsor may help his parolee find an adequate residence and establish positive friendships within the community. Sponsors are discouraged from having their inmates reside in their own homes. Sponsors are not held legally responsible for the behavior of the parolee. Nevertheless, they assume a moral responsibility to maintain a good example and positive influence upon their inmate's life.

Once every three months, sponsors are asked to meet with Job Therapy and Institutional staffs for exchange of ideas and problems. Prior to the quarterly meeting, each sponsor receives the M-2 Sponsors' Newsletter with a report to fill out and return. Each quarterly meeting has one featured speaker in addition to small buzz groups.

Program Service

The sponsor should not concern himself with any previous irresponsible acts on the part of the inmate, but rather concentrate on pointing his friend toward a responsible future on the outside. He constantly encourages his inmate to participate conscientiously in the opportunities given him within the institution for vocational, academic, and religious advancement along lines recommended by his counselor.

The sponsor seeks by example and precept to help his inmate see and assume his share of responsibility in society. He helps his inmate evaluate and accept his weaknesses and strengths, and then to adjust his ambitions and plans accordingly. The inmate is encouraged to think realistically about his future, and to prepare to overcome the obstacles which will meet him upon release. Under the guidance of the Job Therapy staff, the sponsor may also act as liaison between his inmate and prospective employers.

Sponsors are discouraged from lending money to their inmates as the inability to repay as promised can destroy a friendship. If sponsors want to make a cash donation to a specific inmate need, they are asked to make the donation to a Revolving Fund that Job Therapy maintains. The inmate or parolee then borrows the money needed from this fund with options to repay that are within his means.

The following few pages detail our sponsor and inmate processing schedule. Our staff feels strongly that a haphazard effort in this initial screening and matching process could undermine any of our previous success. For this reason we feel our particular processing routine cannot be underemphasized.

Sponsor Processing

	Sup.	M-2 Ins. Coord.	M-2 Mob. Coord.	Sec'y
A. RECRUIT CANDIDATES for M-2 Sponsorship				
1. The M-2 Challenge and Response (on 3 x 5 card)				
a. Sunday challenge to churches				
--Morning: "Challenge to Investigate" given from the pulpit	X		X	
--Evening: "Challenge to Commitment" with slides	X		X	
b. Weekday Challenges to church groups--minimum of 1 hr. to present the need, M-2 program, slides, questions.	X		X	
c. Weekday Challenges to civic clubs--less than 35 min. using a Documentary Film. Questions.	X		X	
d. Spot announcements on radio and TV			X	
e. Encourage man-to-man recruiting by Sponsors using M-2 Challenge Kit giving the full challenge and story of Job Therapy, Inc.			X	
2. M-2 Response Cards received and recorded on strip file and addressograph plate. (See Appendix, page 7)				X
3. M-2 Introductory Prospectus, Sponsor Matching Questionnaire and Washington State Reformatory Visiting and Correspondence rules and application is sent out with cover letter. Orientation is stressed as a mandatory pre-requisite.				
B. SCREENING AND ORIENTATION				
1. When the Screening and Matching Questionnaire is returned to the office, a dossier file is prepared on the new candidate and reviewed by the coordinator.			X	X
2. Reference letters are sent out and evaluated.				X
3. Police Clearance completed.				X
4. Card invitation and reminder of next orientation session one week in advance of the orientation meeting.				X

Sponsor Processing (Continued)

	Sup.	M-2 Ins. Coord.	M-2 Mob. Coord.	Sec'y
5. Orientation course for candidates is required before final commitment and screening. These are repeated regularly on the evening of the 2nd Tuesday of each month.	X	X		
A standard curriculum and manual presented:				
a. "Sponsor's relationship with Washington State Reformatory staff and regulations."				
b. "Sponsor's relationship with parole staff and regulations."				
c. "Sponsor's relationship to his assigned inmate."				
d. "Sponsor's relationship to Job Therapy, Inc."				
Following the lecture the slides on Washington State Reformatory may be shown to those who haven't seen them while final interviews are conducted.			X	
6. Individual interview for final screening and preliminary matching information may immediately follow orientation session or be conducted over the phone or by appointment.			X	
C. CERTIFICATION AND MATCHING				
1. Certification recommendation are finalized at weekly staff meetings. Each sponsor is mailed his certificate card and his M-2 lapel pin. A copy of the Screening and Matching Questionnaire is sent to the Supervisory of Counselors at Washington State Reformatory, or other indicated institution.	X		X	
2. Assignments are determined by the Institution Counselor and ratified by the Coordinator.		X		
3. Institutional counselor negotiates match by mail with inmate personally and with sponsor.		X		
4. Authorization to visit and Inmate Matching Questionnaire received from Institution.				X

Sponsor Processing (Continued)

	Sup.	M-2 Ins. Coord.	M-2 Mob Coord.	Sec'y
D. IN-SERVICE TRAINING AND SUPERVISION				
1. Quarterly verification of visits from institution records.		X		
2. Quarterly "Sponsor's Challenge" sent out with Sponsor's quarterly report form.		X		
3. Quarterly Joint Meeting of Sponsors with Institution staff.	X	X	X	
4. Mobilize and Coordinate Area Communications Teams.	X		X	
5. Attend and advise local M-2 group meetings.			X	
6. Handle all phone calls from sponsors and meet individually with them when problems arise.	X		X	
E. RE-ASSIGNMENTS OF EXPERIENCE SPONSORS				
1. Review previous match to benefit from any unsatisfactory circumstances.		X		
2. Up-date Screening and Matching Questionnaire and send copy to institution.		X		
3. Change face sheet on the dossier jacket, listing previous assignments with new assignment.				X
F. EVALUATION, RESEARCH AND PROMOTION				
1. Keep accumulative case file and history on each match.				X
2. Formulate and conduct research designs, which test significant correlations such as:				
The relationship of:				
a. Prior behavioral adjustment and record of visits.		X		
b. M-2 and inmate performance in vocational training.		X		
c. Parole success and record of visits.			X	
3. Keep an accumulative file of human interest stories for "Man-to-Man" publication--forward promptly to Community Education Staff.	X	X	X	X

Inmate Processing

	Sup.	M-2 Ins. Coord.	M-2 Mob. Coord.	Sec'y
A. INTAKE PROCEDURES for recruiting and screening inmates are developed in close cooperation with institution staff.				
1. INMATE CUE SHEET and application is given to inmates carefully selected on the basis of need to introduce them to the privileges and responsibilities of a participant in the M-2 program.		X		
2. INMATE APPLICATIONS are submitted by an inmate to his counselor as a request for an M-2 sponsor. The counselor supplements the application with his own observations, recommendations, and cautions and then forwards copy of it to the M-2 coordinator at Job Therapy.		X		
3. INTERVIEW COUNSELOR at the Institution. The M-2 Institutional Coordinator reviews pending applications from counselors current case load, before matches are finalized by the Institution counselor.		X		
4. INTERVIEW INMATES when deemed adviseable by counselor or M-2 Inst. coordinator to clarify application and confirm match.		X		
B. FOLLOW-UP PROCEDURES				
1. QUARTERLY INMATE EVALUATION SEMINARS with all inmates from each counselor's caseload making five seminars approximately.	X	X	X	
2. PRIVATE INTERVIEWS with inmates as requested and recommended by inmate's counselor and sponsor.	X	X	X	
3. CASE-FILES AND HISTORY kept on each inmate, especially those special problems or those who have profited greatly from M-2.		X		X
4. ALUMNI ASSOCIATION for trainees once they have returned to the community, for purposes of helping men recently released and promoting the M-2 program.			X	

Woman-to-Woman Sponsor Program (W-2)

As in the M-2 program the primary objective here also is the creation of a positive relationship between the female offender, the wife and family of male offenders, and the community. If in the past the male offender has tended to be the "forgotten man," his fate has only been eclipsed by that of the female offender and by the wife and family of the male offender.

There are few states at present that concern themselves with the immediate plight of the male offender's family, although elemental sociology dictates that a strong family unit is essential to the stability and motivation of any individual.

Frustrations of wives of male offenders lead to increased family tensions, poor family relations, and disrupted marriages, lack of incentive for future planning with a tendency to the destruction of the family unit.

Since the W-2 program is at an earlier stage than the M-2, the following objectives reflect a formative planning process already in operation under the M-2 program.

Involve female volunteers in the corrections process by one-to-one involvement with female offenders and the wives of male offenders. It should be emphasized that the problems of female offenders are quite different from that of the wives of the male offenders. The female offender is faced with all the problems attendant with a felony conviction. The wife of the incarcerated male offender is faced with a certain amount of stigma rubbing off from her husband's crime, but more than that she is faced with economic problems and worse, the physical problem of being a married woman locked apart from her husband.

Improve the public image of the offender and public acceptance of the female offender, a social factor in parole success, through continuous community education.

Help reduce recidivism rates through the efforts made by community involvement with professional correctional efforts.

Improve stability of the confined person's family by supporting it with multi-service activity.

Through sponsor relationships, encourage female prisoners to continue their educational and vocational skills while confined, a complement to the corrections process.

Provide job placement services for female offenders and wives of male offenders through referral to the Job Services Division of Job Therapy, Inc.

Through community education, awaken employers and the general public to the opportunity to participate in community-based activities

involving the offender.

Through volunteer sponsor activity and concern, help protect children of incarcerated individuals from becoming part of the next prison generation. (Children of broken homes are more likely to become a part of the crime pattern.)

Program Service

Form a core group of thirty (30) women to act as leadership cadre of W-2.

This core group then recruits and trains volunteers for all W-2 activities such as community education, sponsor involvement, sponsor orientations and family support activities.

Core group develops a speaker's panel to assist in recruiting volunteers and to participate in community education activities.

Core group interviews prisoners relative to sponsor relationships or family support when requested to do so through correctional channels.

The Incarcerated Female

Provide a sponsor that will visit and correspond regularly and be a concerned friend.

When the inmate is discharged refer her to the Job Services Division of Job Therapy for assistance in securing employment.

Make volunteer sponsors available to Women's Treatment Center for use in socialization group activities, vocational skills training, recreational activities.

Provide short term "crisis" sponsors for female offenders having such a need when a permanent sponsor is not wanted. (e.g., family crises, death, illness, financial crises requiring liaison with family or attorney).

Supervise sponsor activity by personal contact, by monthly reports and by periodic training.

The Wife and Family of the Incarcerated Male

Provide a volunteer sponsor to befriend, maintain contact and assist with situations where support is needed.

Inform families of incarcerated male offenders of programs or services available to them in the community.

Provide assistance in job location when needed by referring to the Job Services Division of Job Therapy, Inc.

Provide short-term "crisis" sponsors where permanent sponsors are not wanted, in situations involving the arrest, pre-trial, trial and incarceration

periods.

Help arrange for the wife of a male offender to secure professional counseling services when needed.

M-2 and W-2 Long-Range Objectives

We feel a review of these long-range program objectives is relevant here.

1. An improved public image of the offender. A more understanding social acceptance of the offender in the community.

2. A lower recidivism rate, greater parole success brought about by volunteer involvement in the corrections process.

3. Greater family stability of the offender. With improved family integrity of the offender, the following benefits may accrue:

   a. The family is kept intact until reunited, an essential foundation to the rehabilitation of the offender.

   b. The confined individual is enabled to take maximum advantage of his prison educational opportunities without the anxiety connected with a disrupted family.

   c. Preservation of the self-respect of the confined through knowledge that his family is intact, that he can feel responsibility for it, and that there is community concern for same.

   d. Children are protected from becoming part of the next prison generation. (A recurrent factor in delinquency is disintegration of the family unit.)

4. Reduction of the cost of time to the public through savings affected by not having to reconfine the individual.

Job Services Program

Job services program objectives are to attack the following acute employment problems faced by the incarcerated or the ex-offender.

Parole failure is closely correlated with lack of employment and economic status. Parolees with full-time jobs succeed four to one as compared with parolees with only occasional employment or no employment. As stated by the Washington Council on Crime and Delinquency, "without stable employment, reconfinement is almost certain." Fifty per cent of those who fail on parole earn less than 200 dollars a month, and the unskilled parolee is much more likely to fail than those who are semi-skilled.

Many offenders, in their desire to get favorable action from the Parole Board, line up any job available to get confirmation from the employer. Out of sympathy the employer may consent to hire, while at the same time not intend to keep the parolee as a permanent employee. Parolees are often paid inadequate wages. Thus, instead of encouraging inmates to line up makeshift jobs just to get out, an effort should be made to match them with jobs for which they are qualified.

There is no centralized employment service to ex-offenders readily accessible to them. Most job-finding is on a hit-or-miss basis, and accomplished through friends or relatives without an adequate knowledge of the labor market. Seldom will a parolee utilize the State Employment Service or even consult his parole officer relative to employment possibilities.

The exclusionary rule of the Job Corps, the Neighborhood Youth Corps and other Office of Economic Opportunity projects ban ex-offenders from their services. Most agencies designed to serve the hard-core underemployed shy away from the offender.

Makeshift jobs create more problems for the offender than they solve. Such jobs all too often place an offender in a job situation for which he is neither vocationally or psychologically prepared, resulting in a job failure. The end result is the undermining of the ex-offender and the good intentions of the employer, who may decide not to hire other ex-offenders.

Less than 20% of inmates take any vocational training while in the institution. Another 20% take academic training, leaving 60% who receive no academic or vocational training. It is agreed by administrators and instructors that this low enrollment is due to poor motivation and ability deficiencies. Many inmates do not take advantage of training opportunities because they feel it will do them no good in getting a job when released.

Program Services

We discourage the inmate from seeking just a "make-shift" job in order to get out earlier. We encourage and assist him to develop a clear-cut vocational goal and then to seek a job which will be a step toward the attainment of that goal.

We maintain there are more resources latent within the community than there are needs locked up in our institutions. We merely need to get them together. When it comes to the problem of employment of the offender, we feel this is the domain of industry and labor. They are the experts in this field and they must formulate the answers. This we have found them most willing to do. Industry has loaned us their personnel executives to serve on a special task force to develop employment services oriented to the opportunities and requirements of today's

labor market. Through the "Affiliate Employer" program, we seek to mobilize 6,000 firms in the state of Washington as prospective employers of ex-offenders, with which we will maintain regular contact.

"Jobs now" is not our emphasis, but rather to help the offender find a job suited to his job skills. To foist men into jobs for which they are not prepared psychologically or technically is damaging to both the employer and the employee. Listings of prospective employers and job opportunities are tailored to each individual's interest, experience, training, aptitude and inter-personal problems. We try to direct an inmate toward a job that offers him a challenge.

We encourage each inmate, through his volunteer sponsor, to make the utmost of the opportunities available to him in prison. We also encourage him to continue his education on the outside. Listings of prospective jobs are provided which will provide him with experience in the particular trade for which he is being trained. This motivates the inmate to apply himself more diligently, knowing that he will soon have an opportunity to use his training.

Management is in business to make a profit. They can't or won't operate on sentimentality or pity, nor should we expect them to. We attempt therefore, by complete inventories and appraisals of an individual's skills, to show that the applicant is right for the job. Offenders must acknowledge that unions and employers have standards of excellence that he must comply with. Unions can be an offender's best friend or his worst enemy. The offender must understand that the choice is his.

Industrialists and personnel executives agree that the key to job success is related primarily to the non-technical attitudes and abilities of the employee such as his ability to work with others, his work habits, and other non-technical skills. The major employer often tells us, "Just give us well motivated men with the right attitudes who know how to get along with others. We don't care what their skills are. It's often better if they don't have too many skills. We'll train them for their particular work."

WORK FLOW OF JOB SERVICES RENDERED TO STATE OFFENDERS

STATE	JOB THERAPY	EMPLOYERS
	1. Recruit and Train Citizen Sponsor	
2. Match Resident with Sponsor		
	3. Canvass Labor Market	
4. Assign Resident to Job Service		
	5. Resume Service	
	6. Futures Wanted	
	7. Motivation Seminar	
		8. Peruse Futures Wanted and Request Resume
	9. Send Resume	
		10. Request Additional Information
	11. Send Additional Information	
		12. Consider Additional Information
	13. Arrange Job Interview	
		14. Interview and Offer
	15. Coordinate Job Offer	
	16. Aid Services Housing Transportation License Insurance Budgeting Bonding Family Recreation	
17. Resident Released		
	18. Release Day Escort	
		19. Start Employment
	20. Career Guidance throughout Parole	

The following statistics support the need for job services of the type we render.

DOES A JOB STABILIZE A PAROLEE?

	Successful Parole	Failure Parole
Employed Full-time	87%	13%
Part-time	55%	45%
Occasional	27%	73%
Unemployed	30%	70%
In School	75%	25%

(From Washington Board of Prison Terms and Paroles Field Services Memorandum, January 18, 1967)

Economic Standing Versus Parole Success and Failure

The following data imply a strong correlation between an offender's successful employment situation and his/her ability to reduce their probability of recidivism.

A. Occupational Level	Successes	Failures
1. Management, owner, etc.	.9	
2. White collar worker	2.7	1.1
3. Skilled	16.2	7.6
4. Semi-skilled	57.5	26.3
5. Unskilled	22.5	64.6

The above statistics indicate that the complete lack of skills is a primary factor in contributing to recidivism. Also, parolees tend to be suited for the semi-skilled jobs.

B. Rate of Employment	Successes	Failures
1. Full-time	84.6	17.2
2. Part-time	7.2	12.1
3. Occasional	3.6	24.7
4. Unemployed	3.6	45.5

The above statistics suggest that parolees holding full-time jobs are more likely to succeed on parole by a 4 to 1 ratio. This may mean also that the individual holding a full-time job is more highly motivated also.

C. Average Monthly Income	Successes	Failures
1. 750 - or more	2.7	1.1
2. 500 - 749	17.8	2.9
3. 400 - 499	28.5	8.0
4. 300 - 399	21.5	16.6
5. 200 - 299	17.0	18.6
6. 100 - 199	8.3	16.6
7. 99 - less	4.6	36.0

Income correlates almost directly with rate of employment with 85% of the successes earning from 200-700 dollars of income per month; whereas 52% of the failures were earning less than 200 per month.

Abstracted from the "Discharge Data for Parolees," Board of Prison Terms and Parole Field Services, the State of Washington, January 18, 1967. Out of 287 parole reports, 112 were classified as successes and 175 as "failures."

The long-range objectives of Job Services are outlined below.

-Help offenders become responsible citizens who have a realistic set of goals for their lives, and who are resourceful in utilizing community services in achieving these goals, thus becoming dependable employers, faithful husbands and fathers, and good neighbors.

-Inspire and equip each man to think and live close to his maximum potential as a productive citizen by helping him to discover his capabilities, develop his talents, organize his time, and budget his income.

-Help each man develop to the point where he can earn an honest living, support himself and his family, pay his taxes, and work for the betterment of his community.

-Help each man to realize that success is not to be measured by what we acquire or keep, but by what we achieve and contribute to the welfare of our fellow man.

-Prevent loss of life and personal property and reduce the amount of human suffering, social disorder and tax increases brought about by needlessly high crime and recidivism rates.

- - - - - - -

For further information on Job Therapy, Inc., write Mr. Dick Simmons, Director, Job Therapy, Inc., 150 John Street, Seattle, Washington 98103.

WESTCHESTER CITIZENS COMMITTEE OF THE NATIONAL COUNCIL ON CRIME AND DELINQUENCY

Introduction Commentary by Editors

All three program presentations in this part share certain essential ingredients, principally, citizen concern, initiation and capabilities.

Moreover, it is significant that from quite dissimilar starting points, and through quite different processes, they tend to identify many of the same core problems.

Nevertheless, the differences are important, too, in demonstrating the variety of approaches and citizen bases possible. Among these differences are:

-While the previous two programs came to involve productively, many people, their original initiation was largely due to one or a few individuals. The present program had superb leadership, too, certainly including Mrs. Cox, but it tended more generally to involve citizen group participation, and, more than that, initiatives.

-This is primarily, though not exclusively, a women's effort.

-More attention is given here to the actual processes of citizen education and problem identification, a kind of citizen group outreach.

-There is some affiliation with a pre-existing national body, NCCD, but in general the effort is less directly tied to one agency and is related to a multiplicity of agencies, while maintaining basic independence of any of them.

-To achieve its purposes, Job Therapy requires quite an advanced level of systematic operational procedures. Lay group counseling is somewhat less systematized, and the Westchester Citizens Committee effort seems least formalized of all. Comparing all three, it is seen that quite different levels of formalization may be equally appropriate, depending on the nature and purpose of the volunteer group.

The Program

Citizen groups are organizing at the local level across the nation to deal with some of the hardest problems of social deviance ranging from breaking up organized crime to programming for the pre-delinquent.

The value of well-directed, informed citizer action in local correctional systems can be demonstrated by singling out the achievements of one such citizen group and tracing its beginnings and growth.

In 1956 the National Probation and Parole Association (then located in New York City, and called the National Council on Crime and Delinquency since 1960), believing that an informed citizenry was necessary if its ideas for improvements in penal institutions and correctional systems were to be put into practice, obtained funding from the Ford Foundation to start a local citizen action program. The chairman of the NPPA board was a Judge in the Children's Court in Westchester County (the first such court in New York State). He, with the help of the retiring superintendent of the women's state prison in Westchester County, made plans for a women's auxiliary, which was eventually to become the Westchester Citizens Committee.

Westchester County, which borders New York City, was chosen for this activity partly because of the location of the Children's Court, and partly because of this county's reputation for progressive programs in social welfare. This county includes large, densely populated urban sections, as well as suburban areas, and also extensive, sparsely settled, rural land. Its total population is about 1,000,000.

To get the program started, a letter was sent to approximately 100 women considered to be community leaders, inviting them to a luncheon at which a Women's Council of the NPPA was to be organized. The purpose of the Council was to be two-fold: 1) to disseminate information about standards and practices in the correctional field, and 2) to enlist the help of women's organizations in promoting improvements in the field. A steering committee was formed, and a chairman elected (a former president of the Junior League of Northern Westchester).

It was decided to begin involvement by planning a series of visits to all kinds of correctional settings. Meetings were organized to hear individuals knowledgeable in the field: judges, correction officers, a prison chaplain, a psychiatrist, and a director of social services. There was much to learn about procedures in the courts, probation and parole, detention, correctional institutions, community facilities and services for offenders, and the theories concerning their treatment and rehabilitation. As even the terminology used in the courts and the correction field was strange, one of the first requests made to the NPPA was for a glossary of terms.

Basic information on each institution was gathered and studied by the group with particular emphasis on budget requirements, and whatever unmet needs were mentioned by the staff. A variety of attitudes were encountered--from welcome, to tolerance, to scorn--on the part of institution personnel. No action was taken nor reports issued during an initial "homework" period of almost two years. It was a time of listening and learning, weighing and sifting.

Men were first invited to serve on the Board in 1964. Of the present twenty-one Board members, eight are men, one of whom is Chairman. One member is an ex-offender. Total membership as of 1971 is approximately 90. The Westchester Citizens Committee is no longer a "Women's" organization, but because of greater numbers and more free time, the major part of Committee work is still carried out by women members.

Up to 1970, the yearly operating budget of the Westchester Citizens Committee was under $200.00. This was supported by yearly membership dues of $7.00, of which $5.00 was forwarded to the national organization and $2.00 was retained for local operations. In addition, a total of about $6000.00 has been received over the years in largely unsolicited gifts and grants for special projects. Currently,

membership dues are $10.00 per year, a portion of which is sent to NCCD. Membership in the local United Fund is being requested, and establishment of a permanent office is being planned.

The tasks and programs successfully carried out by this citizen group in its fifteen years of existence have touched nearly every phase of law enforcement and the administration of justice. Many have extended beyond Westchester County and have had statewide and national significance.

In all the activities of the Westchester Citizens Committee, a close relationship with the National Probation and Parole Association and its successor, the National Council on Crime and Delinquency, has been maintained. Reference materials in this library have been useful, and the advice of the experts on the national staff has been invaluable. The NCCD has state affiliates, but no other local affiliate similar to the Westchester Citizens Committee, according to the Information Center of NCCD.

Committee interests and activities have centered around four types of programs: general education--both of committee members and of the general public; surveys; information and recommendations for governmental and other agencies; initiation of service programs where unmet needs are found to exist.

General Education

Knowledge of the field of law enforcement and the administration of justice has been both garnered and shared through meetings addressed by specialists particularly knowledgeable in their areas. Workshops and forums have provided opportunities for the exchange of ideas. Organized visits have been made to jails, county penitentiaries, and state correctional facilities, and to a variety of other institutions and activities including detention homes, adolescent residential treatment centers, reformatories, alcoholic and narcotic treatment centers, courts, and parole board hearings. Some of the places visited have been located in Connecticut and New Jersey as well as in various counties of New York State.

Soon after its inception, the Westchester Citizens Committee became a member of the Westchester Council of Social Agencies. This Council has often joined the WCC in co-sponsoring meetings and visits. Other organizations that have also co-sponsored events with the WCC include the Westchester Children's Association, the Federation of Women's Clubs, the Westchester Bar Association, Junior Leagues, the League of Women Voters, the Continuing Education Program of a city school district, and business organizations. An important cooperative program has been the yearly Legislative Forum in which current issues are discussed by local, state and national legislators.

The program developed in cooperation with the Continuing Education Program of a city school was an adult education course consisting of a series of 10 weekly seminars in the city high school covering the general subject of crime and delinquency. Several nationally prominent authorities were included among the leaders. One outcome of this program was a major service project entitled "Community Aid for Employment." This operation provides help for ex-offenders, and is described in a later section.

Members have spoken singly and in panels to men's and women's organizations about the work of the Committee. Contacts have been maintained with the press and other news media as further means of public education.

A Westchester Citizens Committee information program for young people has had international significance. A county judge first pointed out to the Committee the fact that many young people who appeared in court were unaware of the seriousness of the offenses they had committed and of the penalties that might be involved. Committee members proceeded immediately--early in 1960--to discuss the problem with school superintendents, principals, guidance counselors, and social studies teachers, and with sociologists, lawyers, judges and a district attorney. All recognized a need and approved the idea of trying to reach children through the schools, but they questioned how it might be done effectively. Suggestions included a single assembly program, a dramatic production, a film, or written materials and classroom discussions.

An investigation showed the schools had little material available on the state government, practically none on county and municipal governments, and even less on the judicial system. To fill this void, the WCC prepared a small booklet which stressed government by law, explained the offenses most often committed by young people, the penalties they entail, the results of a criminal record, and the essential facts about Children's Court and youthful offender procedures. Teaching aids were also assembled, including suggestions for classroom procedures and lists of films and reading materials.

Use of the new booklet, entitled You and the Law, spread rapidly throughout New York State schools. An article describing it appeared in the magazine section of the New York Times. Within less than a year, the first printing of 15,000 brochures had been exhausted. Also, revised texts had been approved for use in several other states. By the next year the brochure was the subject of an article in Parents Magazine, was described in the new Scott-Foresman textbook for Junior High students, and began to be distributed to schools in at least one state (Minnesota) at government expense. In the same year, You and the Law was presented at the Family Law Committee meeting of the American Bar Association Convention.

In March of 1963 Kiwanis International started distributing a revised edition to local Kiwani Clubs throughout the country for introduction in the local schools. Within a year more than 1,000,000 copies had been sent out. Within the next two years this number reached 4,000,000, and there was a revised edition for New Zealand and two for Canada, one in English and one in French. It is now part of the required curriculum of public schools in Indiana and Texas. This booklet is currently available through Kiwanis International, 101 East Erie St., Chicago, Illinois 60611.

Surveys and Similar Projects

Activities in the area of fact finding have included a wide range of subjects, and have varied in magnitude from tasks completed in a few days by one or two WCC members to projects in which many members collaborated over periods of many months.

The original exploratory visits made by the newly formed Westchester

Citizens Committee included the County Children's Detention Home. A new building was being planned and the WCC felt too little was known locally concerning the type of staffing and programming needed in an institution of this sort. The WCC therefore undertook the study of detention principles, securing help from the trained staff members of the National Probation and Parole Association, and the Child Welfare Division of the New York State Department of Social Welfare. The suggestions of these experts in the field of detention homes were made known to the County officials and ultimately were incorporated into the Detention Home program. The WCC recommendations were also followed in the selection of the Detention Home Director.

The WCC and the Westchester Children's Association co-sponsored the organization of a Family Court Committee. Many Court visits and meetings on Family Court problems have been held through the years. Special effort was directed toward urging public officials to provide adequate housing for the Court so that there might be greater efficiency in operation and an appropriate atmosphere of dignity. The Committee opposed efforts to lower the age of jurisdiction of this Court. As a follow-up on the study of detention homes and of the Family Court, facilities under the State Division for Youth were visited. After its study of these programs, the WCC recommended that the State Division for Youth establish residences for girls within Westchester, as eventually took place.

Concern for young people recently led to a project involving children in early stages of contact with the law. A small number of selected Probation Officers have been given limited caseloads. The children thus assigned are receiving intensive supervision. Counseling is also being given to their parents. The program seeks to be preventative. Development work is continuing in cooperation with the County Probation Department and the Family Court.

As the result of an early meeting concerned with Probation, a sub-committee of the Westchester Citizens Committee began studying the problem of bail for the indigent. It appeared that overcrowding in the Jail might be largely due to the numbers detained there awaiting trial who had been unable to raise bail. A statistical survey of the inmates of the County Jail was conducted to determine the extent of the problem, and the effect of possible changes. The success of the Vera Foundation with ROR (release on one's own recognizance) in New York City was of great interest because of its promise of justice for many indigent as well as for its potential for reducing crowding in the Jail. It was difficult to come to definite conclusions as to how many of the inmates might have proved safe risks, largely because of the problem of trying to follow the men's records in the 44 local criminal courts. Indications were sufficiently favorable, however, so that the County Court decided to conduct a pilot project under the direction of the Director of Probation, with the cooperation of the County Court Judges and the District Attorney. The trial was so successful that ROR was made a standard procedure in the County Court.

Perhaps the most difficult and complex of all the Committee's undertakings was the Misdemeanant Project. Three committee members designed the project, created the materials and recruited twenty volunteer helpers. Planning and research took a year and a half. The study covered the treatment of persons accused of misdemeanors; it revealed both inefficiency and gross variation in the treatment received by misdemeanants in the 44 local criminal courts. The findings so clearly indicated the need for a District Court that a supplement was prepared describing the District Courts of two nearby counties. The original report and the supplement

were mailed to Bar Associations and various other organizations and agencies, as well as to delegates to the New York State Constitutional Convention and other individuals.[1]

An expected attack came from the Local Magistrates Association both in the press and on the platform. On the other hand, strong supporters for a new District Court now include the New York State League of Women Voters, the Citizens for Modern Courts, the New York State Bar Association, and the New York State Council of the National Council on Crime and Delinquency. Furthermore, support of the idea appeared in the report of the President's Commission on Law Enforcement and the Administration of Justice (1967).

A member of the Westchester Citizens Committee undertook a survey to determine what contributions to state correctional institution programs might be made by expansion of cultural activities, and the extent to which public and private sources might be willing to contribute related materials and services. After approval had been obtained from the Director of Education of the New York State Department of Correction, the New York State Council on the Arts agreed to sponsor the program, in cooperation with the Westchester Citizens Committee. The N.Y.S.C.A. supplied limited funds which met most of the direct expenses. As a survey rather than a research project, the report dramatizes various unmet needs in the state correctional facilities, and serves as an introduction to the system for anyone interested in how art and library projects may fit into official programs.

As originally planned, the survey was limited to questions concerning the performing arts and various other arts and crafts. Along the way, the Library Development Division of the New York State Library, State Education Department, asked that its field of interest also be included, and various questions proposed by that organization were accordingly added to the questionnaires.

Three forms were used in the survey: 1) an Institution Questionnaire to obtain a picture of existing programs and staff opinions in the eighteen principal state correctional institutions; 2) a Personal Questionnaire to sample inmates' interests and capabilities; and 3) a Community Questionnaire to test for possible outside support from museums, art galleries, art councils, foundations, voluntary and government agencies, companies and philanthropists. All eighteen institutions replied in detail, and 520 Personal Questionnaires were also completed and returned. Eighteen replies were received in response to 30 Community Questionnaires.

The libraries of the various institutions were found to play important roles in the educational work of the institutions studied, in spite of severely limited funds and personnel. The principal inmates' plea was for a wider variety of books and more of them, with the reason most often given "to have a better understanding." Although painting was only seventh on the interest list, the number of inmates actually involved in any art program was small compared to the number who expressed interest. Institution officials reported that art programs appeared to have substantially benefited a significant proportion of participating inmates. Community resources needed only to be tapped to obtain both material assistance and volunteers to teach or otherwise assist.

[1] Loan copies are available from the National Council on Crime and Delinquency Library, Route 17, Paramus, New Jersey.

It was recommended that art and library programs be expanded with the fullest possible participation of citizens. Specific actions were recommended for the New York State Council on the Arts including programs within the institutions, and the provision of technical assistance for a traveling exhibit of inmates' art. It was proposed that this exhibit be shown in a variety of settings--museums, schools, business, churches--both as a further stimulus to the institution art programs, and as a means of bringing the needs of the institutions and the inmates to the attention of the public.

The final report was entitled "Books and Paint - A Survey for Art and Library Planning."[2] At least partly as a result of this report, purposeful new art activities are developing in New York State institutions. For example, a photography program has been conducted in the Ossining Correctional Facility by the "Floating Foundation for Photography." A theater workshop at the same institution is being conducted by the Westchester Street Theater, and a professionally-mounted show of inmates' art was held at the Studio Museum in Harlem.

Providing Information and Recommendations

Westchester Citizens Committee members regularly present comments and recommendations at the annual hearings for the County budget. Various things mentioned above, such as recommendations for staffing the Detention Home, providing proper accommodations for the Family Court, and enlarged staff for the Probation Department, etc., have been included in these presentations. Constant watch is kept of budget requests and of action taken on the budget.

The results of WCC surveys, such as the study of ROR and the Misdemeanant Report, etc., are distributed to appropriate organizations and individuals. In addition, the Westchester Citizens Committee attempts to keep informed concerning all the most relevant reports and other material from all sources covering the whole spectrum of law enforcement and the administration of justice. This includes information from the National Council on Crime and Delinquency, obtained both from its publications and from personal contact with its staff. Action is then taken to assure that insofar as possible, the most relevant parts of all this information come to the attention of appropriate public and private officials as well as the general public. The Westchester Citizens Committee has presented recommendations on matters as broad as creation of a Department of Correction, establishment of a District Court, and general revision of the penal laws. Improvement of facilities for the treatment of alcoholics and drug addicts has been advocated, as well as extension of all types of services for women inmates. Opinions have been presented regarding building programs, usually with emphasis on the greater importance of adequate programs within the new buildings rather than the physical structure of the buildings themselves.

[2] Loan copies available from National Public Relations Council of Health & Welfare Services, Inc., 419 Park Ave. South, N.Y. City 10016, or National Council on Crime & Delinquency Library, 291, Route 17, Paramus, New Jersey.

Service Programs

A principal mission of the Westchester Citizens Committee is the establishment of new programs to fulfill unmet needs. It is the policy of the WCC to encourage others to undertake each such program if possible. If not, the WCC may get the program set up and under way with its own efforts, always with the expectation, however, of transferring responsibility elsewhere as soon as the time is appropriate and a suitable sponsor can be found.

Individual WCC members are allowed substantially full freedom of action within the limits of interest and general policy set by the NCCD. Any member can present the details of a suggested program to the WCC board for approval. Once approval is given, the member has the full support of the Committee as may be necessary. In most instances the program is developed by the interested member, who will also recruit such additional volunteers through various sources in the community as may be required, and provide the necessary leadership for their activities. Some of these sources have been the Volunteer Service Bureau, church service clubs, press and word of mouth.

Minor services, such as obtaining art supplies or musical instruments for correction institution programs, or finding a volunteer artist to teach inmates, are accomplished without any formality. Obtaining needed clothing or specially requested books is also handled in this manner. Raising the money to provide a scholarship for a correction officer to study correction at a nearby college is another example of a minor project handled on a personal basis by a single member.

As an outgrowth of an adult education program, a member of the Westchester Citizens Committee initiated a major project which is called "Community Aid for Employment." (Originally, the title was "Community Aid to the Offender," but elimination of the emphasis on offense soon seemed desirable.) This is a pioneer program of employment and counseling for the ex-offender, the probationer, and the parolee. It was designed to augment the ongoing work of public agencies by providing the opportunity, incentive and encouragement needed for a new and constructive life. The present project staff includes an Administrator, a Director, a Secretary, and a group of part-time citizen volunteers. Funds for salaries and other expenses of the office are supplied through the New York State Labor Department's Office of Manpower Development.

The Westchester Correction and Probation Departments, and the New York State Department of Parole are at present selecting and screening an initial group of seventy-five ex-offender-clients for this project. It will then be the job of "Community Aid" not only to find employment for them, but also to recruit and train counselors who will try to become their trusted friends.

The Westchester Citizens Committee member who designed the project also prepared and submitted the formal proposal to the New York State Labor Department for funding. She now serves as the Administrator.

Finally, the Westchester Citizens Committee made an early small donation which helped to catalyze fund-wise, the beginning of the National Court Volunteer Training Project, which was eventually picked up by H.E.W.

The remainder of this report is made up of five sub-reports, each recounting the development and operation of a Westchester Citizen Committee program in

a closed correctional setting. The first of these could be classed as a public information project as well as a service to the institution and the inmates. The other four are directly inmate-oriented. They are:

Experimental Community Relations Program.

Trial Program Circulating Art Exhibits in Prisons.

Educational Program in Westchester County Penitentiary.

Pilot Activities Project for Women in Westchester County Jail.

Educational Classes in Women's Unit, Westchester Department of Correction.

Experimental Community Relations Program

Unmet Need

Lines of communication between Westchester County Department of Correction and the local community.

Program

Establishment of a Community Relations Office to promote general understanding and support of the Westchester Department of Correction by the community.

A request by the institution's Director of Activities for clothing, musical instruments and art supplies for inmates in the Westchester County Penitentiary was the spark that started an Experimental Volunteer Community Relations Program in the Correction Department of Westchester County. A member of the Westchester Citizens Committee, who was familiar with the Penitentiary, having started an educational program for inmates there, was thus led to suggest that a community relations program be tried as a bridge between institution and community. An interview with administrators followed, and the idea was approved. As soon as a plan was developed, an accessible corner inside the facility, a desk and a telephone were provided, and the program was on its way.

Once the physical Community Relations Office was set up, much time was spent in extending the volunteer's acquaintance with the staff and the mechanics of the department--the offices, reading rooms, classrooms, dining areas, tailor shop, gym, cell blocks, and recreational areas of the Penitentiary, the Women's Unit and the Jail (total population ca. 500). Tours were made in the company of

a corrections officer. Annual inspection reports were studied.

The volunteer was invited to attend staff meetings, classification sessions, and all other official functions of the institution.

The Community Relations Office was staffed at first for a three to five hour period on Fridays. As the program began to unfold, appointments were made at other times. It soon became apparent that the office could well be staffed five days a week, at least part-time.

Contacts with the community began with appointments for luncheon meetings for individuals from various agencies representing all parts of the community. Invitations were extended on the basis of interest expressed by individuals, or because of particular programs or needs of the Penitentiary. All plans were closely coordinated with the Director of Activities of the institution. His duties included not only the supervision of recreational and related activities of the inmates, but also the administration of a large volunteer program.

Most often, persons invited first talked with the Community Relations volunteer, then proceeded to have lunch in the Penitentiary cafeteria with the Director of Activities and another member of the staff, and finally toured the building. An effort was always made to have visiting representatives from specialized agencies talk with corresponding members of the Penitentiary staff. Many of the community visitors related most closely with the duties of the Director of Activities (Art Council, Audubon Society, Library, State History, Volunteer Service Bureau, for example). Representatives from business met with the Coordinator of Vocational Services. The staff Social Worker met with individuals from such agencies as the (County) Citizens Action Program ("CAP") and the Neighborhood Youth Corps.

One meeting instigated by the Community Relations Office brought together the Associate in Institution Library Services from the New York State Education Department, representatives of the Westchester Medical Library and the Westchester Citizens Committee, and Penitentiary staff. As a result of this meeting, the Penitentiary reading room was completely painted, art work of the art class was hung, and new draperies were installed. Then all books were replaced with fresh up-to-date publications provided by the Westchester Library System. Volunteers worked with inmates in readying the books and placing them on the shelves in assigned categories. The Westchester Library System offered to train community volunteers and to help develop a program in which there would be more involvement of inmates with the volunteers. A subsequent meeting took place at Westfield State Farm (a women's state prison and reformatory) to promote the use of volunteers and the development of the library as a communications media center.

Although the Westchester Volunteer Service Bureau had given loyal support to the Penitentiary over a considerable period of time, directing volunteers to the institution whenever the opportunity occurred, there were Bureau staff and board members who had never visited the Penitentiary until brought there by the Community Relations Office. On one of their visits a loan plan for art was worked out and the women left with paintings done by inmates to hang in their Bureau offices, to dramatize the program at the Penitentiary.

An executive of a prominent, national business organization was asked for one of the company's traveling exhibits. He replied that the correction field did not have high enough priority relative to their other requests. He was reminded of

the urgency of the problems of crime and delinquency, and of the need for all kinds of techniques to make the rehabilitation process come to life. A visit was finally arranged, and subsequently materials, ideas, and support were contributed. This simple experience was only one of many showing that when citizens are introduced to the needs of correction institutions, when they visit and walk the long corridors, hear the sounds, and witness the usual bleak, drab, colorless surroundings, almost all go away determined to do something to improve the situation.

A general meeting was organized with the help of several members of the Westchester Citizens Committee. This brought seventy people (including a state legislator making his first visit in a correction institution) into the Penitentiary to have lunch in the staff dining room and hear the Community Relations story. Inmates waited on tables; other inmates provided lively music. The program included a tour of the institution--cell blocks, work and recreation areas, and newly refurbished reading room. As a special feature a talk was given by a recently released inmate, who described his life in the prison and the conditions faced by an offender returning to the outside community. A painting of his, entitled "The Problem" was displayed to the group. This picture, which showed two manacled hands reaching through cell bars, was the focal point of the former inmate's story as he explained the meaning of the picture and told of his feelings while painting it.

The Community Relations Office arranged for several traveling art exhibits supplied by the New York State Council on the Arts to be displayed in the Penitentiary reading room. A visit by a board member of the Council on the Arts for Westchester led to a gift to the Penitentiary for art materials and allowed the continuation of the art program, which had been hampered by lack of funds. The Community Relations Office also arranged for the Penitentiary to participate in the annual March show of art done in correctional institutions held in the state capitol in Albany. A gift of a prize was pledged by the Council on the Arts for Westchester.

A member of the State History Office visited the Penitentiary with a wealth of suggestions for programs which might be developed by local historical societies. One state publication was particularly adaptable: The Challenge of Local History and Schools and Museums.[3]

Visitors included a researcher from Australia, a free lance film maker, and two newspaper reporters whose visits resulted in articles in the New York Daily News and the Christian Science Monitor.

Gifts received in eight months through the Community Relations Office included about 1500 books of all types (including books supplied in response to individual requests of staff and inmates), several musical instruments, art supplies, clothing, and office equipment.

Following the restructuring of the correction system in Westchester County under a County Department of Correction, in 1969, this volunteer Experimental Community Relations Program was absorbed by the Director of Activities of the new department.

---

[3] Available from State History Office, New York State Department of Education, Albany, New York 12224.

Trial Program Circulating Art Exhibits in Prisons

Unmet Need

Alleviation of drab atmosphere of prison libraries.

Program

Provision of circulating art exhibits.

One member of the Westchester Citizens Committee, who had been developing educational projects for men and women inmates, became concerned by the lack of color and design in prison surroundings. Painting, sculpture and ceramics were included in the educational programs of several New York penal institutions, and in at least one case the products were widely displayed. In general, however, most of these facilities were bleak and colorless. Wardens of correctional institutions in the local area, sharing the same concern, reacted favorably to the idea of displaying art exhibits in their libraries. Permission to circulate traveling art exhibits was then obtained from the Director of Education of the New York State Department of Correction. While this would be a minor program, it was hoped that citizen volunteers bringing art into the lives of prisoners might help in preparing their minds to accept the educational and psychological help given by the institution. For those interested, each exhibit would be something to look forward to, something to experience, and something to remember.

The New York State Council on the Arts agreed to provide exhibits. The first, supplied in cooperation with the American Craftsmen's Council, consisted of seven pieces of Raku pottery plus enlarged photographic panels. Slides (with running commentary) showed the artist at work creating some of the actual pieces being displayed. The time available for the first display permitted exhibition for about three weeks in the libraries of each of five institutions. Over 1700 inmates plus many staff members viewed the exhibit. Reactions were almost universally favorable, as reflected in many letters with enthusiastic comments.

A series of exhibits was then circulated, beginning with "Print Making Today." While the New York State Council on the Arts provided the majority of the exhibits, materials were also loaned by other organizations including I.B.M. and Eastman Kodak.

This program was carried on for a period of about three years. Although interest continued, the cost of renting exhibits from museums (the initial ones had been loaned) plus transportation charges, plus the time and cost of the telephone calls necessary for making arrangements made continuation of the program impractical by the volunteer. Public funds were not available.

Educational Program in Westchester County Penitentiary (Men's Unit)

Unmet Need

Educational opportunities for men in a short-term correctional institution (twelve months maximum sentence).

Program

Classes ranging from basic reading through High School Equivalency certification and tutoring for college entrance.

In 1961, the Westchester Citizens Committee noted that the reading ability of inmates in the Westchester County Penitentiary was often very poor. In state institutions, where longer sentences prevailed, educational facilities were provided. No such arrangements existed at the county institution. Sentences measured in months, with 12 as a maximum, were not believed to allow enough time for significant educational progress. However, realizing the difficulty of trying to get a job if one is unable to read and write, the Westchester Citizens Committee determined to prove, if possible, that functional illiterates, even in this short-term institution, could be helped to become literate within the time available.

In preparation for classes, visits were made to state institutions to study their educational programs; teaching materials were gathered, mainly donated by various publishing houses, including the Readers Digest; and the prospective professional teacher was sent to Washington for special study of phono-visual methods. The project then began in July 1962 as a four-month experiment, made possible by an anonymous donation. The program was presented five nights per week, two hours each session. By September it seemed that without doubt the project was successful--several men taking the course had progressed one to three grades in less than three months!

Intensive efforts were made to have the program put on a permanent basis with public funds. Neither county nor state could be persuaded to appropriate the money at that time. To keep the program running in the interim, assistance was obtained from six foundations, two individuals and three church groups. The program had to be dropped in November 1963, but was restarted in January 1964 with two alternating teachers, an annual cost of $6000, and a basic education program rather than only a literacy course. Reasons for the change included:

1. There was often a reluctance on the part of the offender to admit illiteracy. But if the functional illiterate was in the same room with others better educated, there was no stigma attached to learning.

2. Arithmetic was added because of many requests.

3. Great unevenness was found in achievement. A man might test at second grade level in arithmetic and at seventh grade level in reading, or vice-versa.

4. Industry requires more than a fourth grade education. It seemed only right to help men who wanted to try to move higher. Also, this brought more highly educated men into the program who helped as inmate teachers.

5. With good grouping in the classroom, variation in ability and achievement made the classroom a more dynamic place.

Attendance was purely voluntary. The only requirements for admission to the classes were: desire to learn, minimum sentence of 60 days, and testing under eighth grade on standardized achievement tests.

The following year, administration of the program was taken over by the Adult Education Division of the local public school system (White Plains), with financial support from the funds of the Economic Opportunity Act, obtained through the State Department of Education. As this financing would only be temporary, efforts were continued by the WCC to promote legislation providing state aid for this type of program for the five county penitentiaries in the state.

By 1966 two other counties had established similar programs, also with OEO funds. Numerous communications were received from State and Federal Departments indicating that the program in Westchester was widely known and approved. For instance, the Committee received a commendation from the United States Department of Labor for its "perception" in developing the program, and its "persistence in the face of great difficulties."

A year later the project was accepted as a part of the program of the New York State Department of Education, with additional funds made available for classes in each of the five state penitentiaries, and two other jails. A High School Equivalency class was added. In the same year, the New York Commission of Investigation commended the education program. Proposals have been made by the State Department of Education for adding vocational training.

After four years of public-supported operation, during which over 100 High School Equivalency Certificates were earned in addition to the large volume of activity at lower grade levels, state funds for the High School Equivalency program were cut off. This was part of the general 1971 budget squeeze. Funds from H. E. W. and other sources have since been obtained, however, to maintain the educational programs. A report "Educational Program, Westchester County Penitentiary" (Drucker 1964) can be obtained from the Westchester Department of Correction, Box 300, Valhalla, New York 10595. This report covers the period January through June 1964--beginning a year and a half after inception of the program.

Pilot Activities Project for Women in Westchester County Women's Unit

Unmet Need

Activity program of any sort for women serving short-term sentences (twelve month maximum).

Program

Provision of classes in crafts, art, cultural and career-oriented subjects.

Various problems associated with the inactivity and idleness of the women serving short-term sentences in the Westchester County Jail were brought to the attention of the public by the Sheriff in charge of that institution. Inmates were restless and tense both night and day, and frequently caused damage to institution property. It was natural for the Westchester Citizens Committee to try to meet this challenge.

Invitations to a meeting to set up a Planning Committee were sent by the WCC to several private community groups and to selected officials in the fields of social welfare and corrections. Six members from the private groups served thereafter on the Planning Committee with the help of an advisory group of six of the professionals.

Visits were made to the Women's Unit in the Jail, and the physical set-up was found to be limited, but not impossible to work around. A survey of the population showed:

- -Average time in the Women's Unit was 60 to 90 days.
- -Crimes were mostly alcoholism, shoplifting, forgery, drug abuse, abortion, disorderly conduct.
- -Total female population could reach 40, which was capacity, but averaged around 20.
- -Ages ranged from 17 to 70.

It was found that the women were given duties including keeping their own quarters clean and tidy, cleaning the stairways and administrative offices, and washing windows. By 9:00 A. M. most of the work was done. Some games were available, if requested. Each year about 1000 yards of sheeting were made into pillow cases, sheets, and garments such as slips and nightgowns. A matron was qualified to teach sewing, but it was not done on a regular basis, and little time was being given to it.

Talks were undertaken with Jail personnel to sound out their ideas and feelings regarding establishment of a volunteer program. This proved helpful in building mutual trust and appreciation. The volunteers were fortunately aware from the start that a good relationship would have to be earned, and therefore were not discouraged by the length of time it required.

Committee members talked informally with inmates to test if volunteers would be accepted. The inmates expressed hope that the contemplated programs would be undertaken and that they would at least help to relieve the boredom. Inmates offered remarks such as "Nothing to do but play cards and read," "24 hours a day with nothing to do," "Alcoholics should have something to do--it steadies their nerves." It seemed obvious that even the simplest activity would be most welcome.

The first formal step taken was distribution to residents of an "Interest" Questionnaire approved by the Sheriff. This covered basic information about schooling, requested an expression of interest in ten suggested fields, and invited additional ideas. The custodial officers arranged for these forms to be filled out and returned to the committee over a period of six weeks.

The informal interviews, the questionnaire, and a check of the inmates' records showed:

-A basic education course, such as was being given to men in the nearby Penitentiary, was not appropriate, as very few inmates over the period of a year were functional illiterates, and almost none were wholly illiterate.

-Generally interest was indicated in activities such as knitting, sewing, grooming, child care, music, writing, and painting. It was interesting to note these activities were basically creative, and generally indicative of an urge to express beauty.

Particularly in the beginning, professional advice was sought in all phases. Committee members consulted with a rehabilitation staff worker in the field of correction and with research staff members of NCCD. Similar programs were studied in institutions on the state level, and in New York City (Friends Rehabilitation Program in the Women's House of Detention, (N.Y.C., N.Y.), Westfield State Farm, Bedford Hills, N.Y. Libraries were also a help in research for the program, but it was interesting to note that research information about the female offender in short-term facilities was definitely lacking. Such information as was available concerning female offenders related almost entirely to prisoners serving longer sentences in state or federal institutions.

Development of Program

Recruitment of Volunteers

As plans began to crystalize, the Committee presented its ideas to friends and community groups. Gradually, various individuals began to

express a willingness to help. The original volunteers were all personally known to the chairman. While many were recruited by her, others came through organizations such as the Red Cross and the Westchester Art Society. The New York Telephone Company and the Red Cross each supplied an instructor. Other volunteers have been friends of the original core of volunteers.

The chairman used great care in choice as to qualities that would be fitting for this type of service. To be an effective volunteer in correction, one must not only have a strong desire to help a prisoner but must also sincerely believe it is possible to do so. The volunteer must be flexible, and must be sensitive to the needs of the institution personnel.

Arrangement of Schedule

Scheduling has to be arranged in a manner to permit a shifting group of volunteers to serve a shifting group of inmates. As finally worked out, all programs now meet for about two hours per week from one to three o'clock on Mondays, Tuesdays, Thursdays, or Fridays. Each program is scheduled for a particular time, normally for six, eight, or ten weeks. Programs do not have to start on any particular week, and time may elapse between the end of one program and the start of another.

Two community volunteers have always been in attendance at each session, one as instructor and the other as assistant. The assistant is responsible for keeping brief notes and records of each session. Approximately eight to ten inmates normally volunteer to attend each class.

Activities Offered

After six months of surveying the situation, considering both the needs and interests of the inmates and the capabilities of prospective volunteers, the committee concluded that the most practical and easily handled categories would probably include knitting, grooming, reading, typing and painting. Once these programs were underway, other courses could be added.

Knitting, the first course offered, was so successful that it soon was scheduled permanently for every Friday. It was helpful to have the women feel they were knitting for a particular individual, so pictures of the children in charitable institutions for whom they were knitting were put on the wall. It was a policy originally that no articles would be kept by the knitter. At least half of the things knitted would be given away; the other half might be sold to raise money for buying more wool. However, a change eventually was made so that in return for completing and contributing articles for others, wool could be earned for articles that would belong to the knitter.

In addition to the classes listed above, programs were also developed around flower arranging (to satisfy creative instincts), the telephone teletrainer (by the N.Y. Telephone Co.), care of the sick and injured (by the Red Cross), planned parenthood, singing, classes in religion, arts and crafts, Audubon lectures, movies, and discussion of books.

numbers of individuals with large budgets tackling large problems. To delay action while awaiting ideally trained personnel, a total concept of the program, and complete funding, is a rationalization which our nation can ill afford.

B. The most important step is the first one--recognition of a problem. The second, a determination to investigate the facts, relate these facts to an ideal, and get busy on changing the system where it is in need of improvement.

C. The most important choice is the one between remaining uninvolved on the one hand or getting into the action by starting a program or by joining one already in existence.

D. The most important goal is helping to bring about correctional reform by promoting cooperation between the public, private and independent sectors at local, state, and federal levels.

E. The most exciting possibility is that some day correction will take on its true meaning and not be a "weasel word" ("from the weasel's reputed habit of sucking the contents out of an egg while leaving the shell superficially intact, a word used in order to evade or retreat from a direct or forthright statement of position." --Websters Dictionary.)

SUGGESTED READINGS

I. National Jail Census 1970 - A Report on the Nation's Local Jails and the type of Inmates
Law Enforcement Assistance Administration
Issued February 1971

II. Study of Female Offenders
Division of Institutions
Office of Research
State of Washington
Olympia, Washington

III. Stewart, Leland; Clarke, Wentworth
Priorities for the 70's - Crime
John Day Company, New York 1971

IV. The Challenge of Crime in a Free Society: a Report by the President's Commission on Law Enforcement and Administration of Justice.
Washington, D.C., U.S. Government Printing Office.

V. Cohen, Nathaniel, The Citizen Volunteer
Harper & Rowe, New York, 1962

VI. Schindler-Rainman, Eva; Lippitt, Ronald
The Volunteer Community - creative use of human resources.

VII. Naylor, Harriet, Volunteers Today
Association Press. 1967

VIII. Stenzel, Anne K.; Feenly, Helen M., Volunteer Training and Development
(A Manual for Community Groups)
Seabury Press, New York, 1968

IX. Volunteers in Community Service - a report of a study conducted by North Carolina Council of Women's Organizations, Inc.
Seeman Printery, Durham, North Carolina, 1967.

X. People Helping People; U.S. Volunteers in Action
U.S. News and World Report 1971
2300 N. Street N.W., Washington, D.C. 20037

SECTION IV

RESOURCE DIRECTORY

INTRODUCTION

In addition to the resources mentioned in this chapter, the National Information Center can provide much state and local program information from its files and also consultative services for program development and evaluation.

Information of this kind can rapidly become outdated. Technology provides the only viable solution to this time and space problem. Plans are already underway to develop a "Volunteers in Courts and Corrections Information Retrieval System (VICCIRS)." The prospectus for such a system is being developed by Battelle Columbus Laboratories in Ohio and also by the Haigh-Scatena Foundation. The plan would be to establish and maintain up-to-date, comprehensive data bases for volunteer programs and bibliographic materials, and to provide rapid access and easy availability of data by remote computer terminals through an on-line retrieval system. Eventually, access to this information would be by volunteers themselves as well as Directors of Volunteer Programs.

Federally-Supported Technical Assistance

A rather major program is available, via the Law Enforcement Assistance Administration (LEAA), for field consultants to make available technical assistance to state and local governments. Administered by the Institute of Government, University of Georgia, Athens, Georgia, by the American Correctional Association, College Park, Maryland, and by the American Justice Institute, Sacramento, California, the program is 100% federally funded. That is, if your request for expert volunteer consulting assistance is granted, the work of the consultants (travel, subsistence, honorarium) will be paid by the Federal Government.

Requests for technical assistance should be addressed to your state law enforcement planning agency (not directly to the Institute of Government, ACA, or to the individual consultant you would like). All 50 states have Criminal Justice State Planning Agencies, though they go by different names in different states. Your request should be as specific as possible in outlining your needs as to the type of technical assistance you seek, e.g. planning a court volunteer program, recruiting, screening, setting up a court volunteer training program, program evaluation, etc. You may also request a specific person as consultant, and in this regard, please note: The National Information Center has placed on file with the Institute of Government and other contractors the names, specialties, and credentials of twenty National Consultants for Volunteerism in the Criminal Justice System. These are top experts who have already expressed willingness to serve as consultants. Also, the National Information Center will supply other names for any particular problem or area, upon request. Your request is passed on through the LEAA regional office to LEAA, Washington, D. C., and thence referred to the contractors. The entire process should not take longer than three or four weeks, from initiation of request to arrival of the requested technical assistance consultant. There is no guarantee that all requests will be granted, however every request will be given serious consideration.

The Center will consult with you further on any phases of your application, including suggestions for some of the many other fine court volunteer experts available for particular program problems you may have. But we urge criminal justice volunteer programs in need of expert assistance to take advantage now of this constructive opportunity with which LEAA has provided us.

PRINTED RESOURCES AND TRAINING AIDS

The publications, films and tapes listed and described in this section are not exhaustive. They would number over two hundred if a complete listing were provided. A more complete bibliography as of 1970-71 can be found in the Center's publication entitled Volunteer Courts in America. In this section, we have tried to single out the most significant printed resources and training aids and organize them according to topic categories.

Under each topic heading, we have listed publications put out by the National Information Center on Volunteers in Courts and those resource materials available from other individuals or organizations. NICOVIC materials can be purchased through the 1972 catalog and, whenever possible, purchase information is given for other non-NICOVIC publications.

General Management of Volunteer Programs

Berry, Judith L. and Scheier, I.H. Serving Youth as Volunteers. Boulder, Colorado: National Information Center on Volunteers in Courts, February 1972.

Cohen, Nathaniel. The Citizen Volunteer. New York: Harper and Row, 1962.

James, Howard. Children in Trouble: A National Scandal. Boston: The Christian Science Publishing Society, 1969.

Naylor, Harriet H. Volunteers Today--Finding, Training and Working with Them. New York: Association Press, 1967.

Scheier, Ivan H., Goter, L.P. et. al. Using Volunteers in Court Settings: A Manual for Volunteer Probation Programs. Washington, D.C.: U.S. Government Printing Office, 1968. (J.D. Publication 447; Cat. No. FS17.8/2:C83; $1.00--25% discount for quantity of 100 or more.)

Schindler-Rainman, Eva, and Lippit, Ronald. The Volunteer Community. Washington, D.C.: Center for a Voluntary Society, 1971. ($4.95).

U.S. Department of Health, Education, and Welfare, Youth Development and Delinquency Prevention Administration, Volunteers Help Youth. Washington, D.C.: U.S. Government Printing Office, 1971. (Publication No. (SRS)72-26002; $.45).

Varieties of Volunteer Usage: Model Programs

Cox, Mary Louise and Kimberlin, Kathy. "Write-On!" Boulder, Colorado: National Information Center on Volunteers in Courts, 1972. (Booklet on a NICOVIC sponsored program to connect volunteers, who want to write to incarcerated children, with those children).

Davies, Ursula; Scheier, I.H.; and Pinto, Leonard J. Volunteer Programs in Courts: Collected Papers on Productive Programs. Washington, D.C.: U.S. Government Printing Office, 1969. (J.D. Publication #478; Cat. No. FS17.8/2:C83/2; $1.25--25% discount for quantity of 100 or more).

Johnson, Guion Griffis. Volunteers in Community Service. Chapel Hill, North Carolina: North Carolina Council of Women's Organizations, Inc., 1967.

Morris, J.A. First Offender. New York: Funk & Wagnalls, Fall 1970. (Cloth covered, $6.25; Paperback, $3.25; for further details as to availability; write Volunteers in Probation--NCCD, 200 Washington Square Plaza, Royal Oak, Michigan 48067).

National Council on Crime and Delinquency (NCCD). Citizen Action to Control Crime and Delinquency. (Available from NCCD at $.50 a copy, NCCD Center, Paramus, New Jersey 07652).

National Federation of Settlements and Neighborhood Centers. 100,000 Hours a Week. Volunteers in Service to Youth and Families, 1965.

National Information Center on Volunteers in Courts (NICOVIC). Brief Idea-Priming Set. Boulder, Colorado: National Information Center on Volunteers in Courts. (More to stimulate volunteer job ideas than to cover comprehensively any single one of them; also good for conference handouts, discussion guides, etc.).

National Information Center on Volunteers in Courts (NICOVIC). National Register of Volunteer Jobs in Court Settings. Boulder, Colorado: National Information Center on Volunteers in Courts, 1967, reprinted August 1970.

National Information Center on Volunteers in Courts (NICOVIC). "Program Locator #1: Volunteers Working with or as the Family." Boulder, Colorado: National Information Center on Volunteers in Courts, September 1971.

National Information Center on Volunteers in Courts (NICOVIC). "Program Locator #2: Resource People and Programs in Short-term Correctional Institutions, Juvenile and Adult." Boulder, Colorado: National Information Center on Volunteers in Courts, February 1972.

National Information Center on Volunteers in Courts (NICOVIC). To be published: Program Locator #3 on Voluntary Effort to Aid Offender Employment (May, 1972); Program Locator #4 on Volunteer Programs in Prevention and Diversion (July, 1972).

Scheier, I.H.; Osterberg, Mary, et. al. Probationer Diagnosis Without Money: The Use of Professional and Non-Professional Volunteers in a Court Testing Program. Boulder, Colorado: National Information Center on Volunteers in Courts, 1968.

Tanck, James. College Volunteers. A Guide to Action: Helping Students to Help Others. Washington, D.C.: Superintendent of Documents, U.S. Government Printing Office, 1969. ($.40 a copy).

U.S. News & World Report. People Helping People. U.S. Volunteers in Action. Washington, D.C.: U.S. News & World Report, 1971.

Training and Selection of Volunteer Coordinators[6]

National Information Center on Volunteers in Courts (NICOVIC). College Curricula for the Leadership of Human Service Volunteer Programs. A Report of a Conference. Boulder, Colorado: National Information Center on Volunteers in Courts, 1971.

PARTNERS. "Staff Manual and Job Descriptions." 1971 Catalog. Order from PARTNERS, 326 W 12th Ave., Denver, Colorado 80204. ($1.00).

Scheier, I.H. Suggestions Toward a Curriculum in the Management of Volunteer Programs in Courts. Boulder, Colorado: National Information Center on Volunteers in Courts, October 1969.

Funding, Insurance, Legislation

Berry, J.L. and Scheier, I.H. Insurance Coverage for Court Volunteer. (Public or Agency Liability, Accident Insurance, Automobile Liability Insurance). Boulder, Colorado: National Information Center on Volunteers in Courts, September 1971.

Duax, John T. Statutory Review of the Use of Volunteers in the Court. Chicago, Illinois: The American Judicature Society, June 1971.

The Foundation Center. The Foundation Directory, Edition 4, 1971. Distributed by Columbia University Press, New York, N.Y., $15.00). A good source for locating foundations within your state who might provide additional funding.

Scheier, I.H. Incorporating Volunteers in Courts: Suggested Administrative Structures and the Reorganization of Roles, Including the New Professional. Boulder, Colorado: National Information Center on Volunteers in Courts, July 1970.

Orientation and Training of Volunteers

Berry, J.L. and Scheier, I.H. Thou Shalt and Thou Shalt Not: Guidelines for Volunteers. Boulder, Colorado: National Information Center on Volunteers in Courts, September 1970.

Berry, J.L. and Scheier, I.H. Topics and Techniques Currently Covered in Training of Court Volunteers. Boulder, Colorado: National Information Center on Volunteers in Courts, December 1969.

Boulder County Juvenile Court Volunteer Orientation Manual. 1970, (Available

[6]Job descriptions of volunteer coordinators which have been issued by various states and localities are available to participants in the Center's State Desk.

from the National Information Center on Volunteers in Courts).

Davies, Ursula and Scheier, I.H. A Casebook for Court Volunteers. Boulder, Colorado: National Information Center on Volunteers in Courts, July 1970.

Hamm, Robert D. and Wells, Kathleen. Volunteer Examination: A Tool for Volunteer Training Programs. Boulder, Colorado: National Information Center on Volunteers in Courts, February 1970.

Jorgensen, J.D. Guides for Volunteers in Correctional Settings. Boulder, Colorado: National Information Center on Volunteers in Courts, 1970.

Jorgensen, J.D. Training the Court Volunteer: One Model. Boulder, Colorado: National Information Center on Volunteers in Courts, December 1969.

Jorgensen, J.D. and Scheier, I.H. Volunteer Training in Courts and Corrections. To be published in late 1972 by the Scarecrow Press.

PARTNERS, Training Manual. 1971 Catalog. Order from PARTNERS, 326 West 12th Avenue, Denver, Colorado 80204 ($3.00).

Scheier, I.H. Training Locales for Court Volunteers: Nine Opportunities Over Time. Boulder, Colorado: National Information Center on Volunteers in Courts, December, 1969.

Stenzel, Anne K. and Feeney, Helen M. Volunteer Training and Development: A Manual for Community Groups. New York: The Seabury Press, 1968. (On volunteer training generally, not specifically corrections).

Resource Mobilization

American Correctional Association, Manual of Correctional Standards. Hartwick Bldg., College Park, Md. 20740: American Correctional Association, 1966, pp. 287-309.

Commission on Voluntary Service and Action. Invest Yourself: Involvement and Action: A Catalog of Opportunities, the Commission on Voluntary Service and Action, 475 Riverside Drive, Room 665, New York, N.Y. 10027, 1972, available for $1.00.

Community Service Society. Project SERVE Directory, Community Service Society of N.Y. via Project SERVE, 105 E. 22nd Street, N.Y.C., N.Y. The Directory aims at national coverage of service volunteer opportunities for retirees including corrections or prevention work with youths.

Community Service Society. SERVE: Older Volunteers in Community Service (write Janet Sainer, Community Service Society, 105 East 22nd St., New York, N.Y. 10010).

Correctional Service Federation, Directory of Prisoner's Aid Agencies, Correctional Service Federation, U.S.A., 526 W. Wisconsin Avenue, Milwaukee, Wisconsin 53203.

Goodwill Industries of America, Inc. The State of the Art of Volunteering in Rehabilitation Facilities. Washington, D.C.: Goodwill Industries of America, Inc., 9200 Wisconsin Avenue, Washington, D.C. 20014.

International Prisoner's Aid Association, International Directory of Prisoner's Aid Agencies, International Prisoner's Aid Association, 526 W. Wisconsin Avenue, Milwaukee, Wisc. 53203.

Joint Commission on Correctional Manpower and Training. Offenders as a Correctional Manpower Resource. Washington, D.C.: Joint Commission on Correctional Manpower and Training, 1968.

National Information Center on Volunteers in Courts. Impress the Press. Boulder, Colorado: National Information Center in Volunteers in Courts, June 1971.

National Information Center on Volunteers in Courts. Packet of Conference and Briefing Handouts, particularly designed for conferences and/or briefing of community groups or staff. About 8-10 pages, continuously updated. Permission to adapt and reproduce as desired goes with them.

National Service Secretariat, Directory of Service Organizations, published in 1968 by the National Service Secretariat, 5140 Sherrier Place, N.W., Washington, D.C. 20016. "To suggest to young people how they may identify agencies with which they might serve."

Scheier, I.H. and Allen, Louise H. Volunteer Courts in America: The New Decade. Boulder, Colorado: National Information Center on Volunteers in Courts, 1971 Edition.

Scheier, I.H. and Wells, Kathleen. Resources to Tap in Training Court Volunteers: Using What You Have. Boulder, Colorado: National Information Center on Volunteers in Courts, June 1970.

Shelley, Ernest L.V. and Hughes, Robert. "The Church as Volunteer in Courts and Corrections," to be published in July 1972, by the National Information Center on Volunteers in Courts.

Research and Evaluation

Jorgensen, James D. and Wells, Kathleen. Court Volunteers' Knowledge of Courts Prior to Training: A Survey. Boulder, Colorado: National Information Center on Volunteers in Courts, September 1970.

Journal of Voluntary Action Research. (Subscription rate is $10.00 per year. To order, write to: Association of Voluntary Action Scholars, 1507 M St., N.W., Washington, D.C. 20005).

Journal of Volunteers with Delinquents. (Subscription rate is $8.00 for four issues. To order, write to: Donald L. Jansen, Journal of Volunteers with Delinquents, Ohio University-Lancaster, Lancaster-Newark Rd., N.E., Lancaster, Ohio 43130).

National Information Center on Volunteers in Courts (NICOVIC). "Court Volunteer Management Institute: Effects and Side Effects: The Impact of Volunteer Programs." Boulder, Colorado: National Information Center on Volunteers in Courts, February 1970.

Scheier, I.H. Everyone Should Evaluate Their Court Volunteer Program... and Everyone Can. Boulder, Colorado: National Information Center on Volunteers in Courts, August 1971.

Shelley, Ernest L.V. An Overview of Evaluation, Research, and Surveys. Boulder, Colorado: National Information Center on Volunteers in Courts, September 1971.

Wells, Kathleen. An Overview: Volunteer Training in Courts. Boulder, Colorado: National Information Center on Volunteers in Courts, November 1969.

Wells, Kathleen and Davies, Ursula. Professionals Eye Volunteers: A Look at the System. Boulder, Colorado: National Information Center on Volunteers in Courts, July 1970.

Zelhart, Paul F. and Plummer, Jack M. (Eds.). Institute on Research with Volunteers in Juvenile Delinquency. April 1971. (Available from National Information Center on Volunteers in Courts.) A report on the first conference on research on correctional volunteerism, including an annotated bibliography of current research titles.

State Planning and Coordination

National Information Center on Volunteers in Courts. State, Regional, and National Leadership for Volunteers in Prevention, Courts, and Corrections: The Report of a Conference. Boulder, Colorado: National Information Center on Volunteers in Courts, December 1971.[7]

National Information Center on Volunteers in Courts. State Desk Publications:[8]

Callaghan, Dian P. "Directory of State, Regional, National and International Planners & Coordinators of Volunteer Programs in Corrections." January 1972.

Callaghan, Dian P. "Directory of Non-Correctional Service Associations, Ex-Offender Groups, and Religious Organizations Offering Assistance to Volunteer Programs in Corrections." March 1972.

Callaghan, D.P. (Ed.) The State Desk Newsletter.

---

[7] All other references cited here are relevant in some way to state planning and coordination; however, this report and the other State Desk publications are designed specifically for state-level organizations.

[8] These publications are available to the states participating in and subscribing to the Center's State Desk Service which began operating in November, 1971.

"Model Statistical Report Form for Statewide Volunteer Services."

"Model Volunteers in Courts Statewide Reference Library."

"Model Statewide Volunteer Handbook."

General Background and Philosophy

National Information Center on Volunteers in Courts. As Others See Us; Perspectives on the Court Volunteer in America, from Japan, Holland, Canada and England. Boulder, Colorado: National Information Center on Volunteers in Courts, August 1971.

National Information Center on Volunteers in Courts. Current Collection of Reprints. The National Information Center reprints recent articles of general interest which have appeared anywhere in correctional journals. At any given time there will probably be several reprints in this collection.

Minority Group Involvement[9]

Joint Commission on Correctional Manpower and Training. Offenders as a Correctional Manpower Resource. Available from the American Correctional Association, 4321 Hartwick Road, L-208, College Park, Md. 20740.

Directory for Reaching Minority Groups. Available from the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402. (Price: $2.00).

Martinez, Floyd. "Thoughts on Court Volunteerism y los Chicanos." Southwest Taskforce on Bilingual-Bicultural Rehabilitation Services (for further information, write Dr. Martinez, 1216 State, Santa Barbara, California).

Meyers, Susan M. "The Use and Inclusion of Chicanos as Volunteers in the Courts." February 1972. Unpublished thesis. For information on availability, contact the National Information Center on Volunteers in Courts.

National Information Center on Volunteers in Courts. Recruiting Minorities as Volunteers in Court, Correctional and Preventional Settings: A Report of a Workshop. Boulder, Colorado: National Information Center on Volunteers in Courts, January 1972. (Workshop presented by the State of Colorado Judicial Department, Volunteer Services Coordination Project.)

[9]A project just beginning on volunteer experience for the low-income person. For further information as to eventual report, etc., write Jo Larsen, Director, Volunteer Bureau/Voluntary Action Center of Greater Seattle, 107 Cherry Street, Seattle, Washington 98104.

National Information Center on Volunteers in Courts. "A Program for All Americans Needs More Minority Involvement as Volunteers." Boulder, Colorado: National Information Center on Volunteers in Courts, May 1972.

Yancey, T.; McFeeley, S.; Lake, P.C.; and Scheier, I.H. Recruiting Minority Group and Low Income People as Court Volunteers. Boulder, Colorado: National Information Center on Volunteers in Courts, January 1971.

Audio-Visual Aids[10]

a) Slide Shows

American Red Cross, Mile High Chapter. Series of slide shows used by the Red Cross of Denver for recruiting their volunteers. For information, contact: David C. Heartman, Director of the Red Cross Youth Volunteer Program for the State of Colorado, Mile High Chapter, ARC, 170 Steele St., Denver, Colorado 80206. A specifically criminal justice system volunteer slide show is presently nearing completion.

Berry, J.L. "Nobody's Child." Boulder, Colorado: National Information Center on Volunteers in Courts, September 1970. Description and script. Available from the National Information Center on Volunteers in Courts. Specialized for training court volunteer foster parents, but applicable to volunteers in general as regards developing realistic perceptions and expectations of the probationer. (51 slides).

Davies, Ursula. "The Open Ear." Boulder, Colorado: National Information Center on Volunteers in Courts, August 1970. Description and script. Available from the National Information Center on Volunteers in Courts. Primarily for persons volunteering service as Group Discussion Leaders for juveniles in a court setting. (80 slides).

Hennepin County Court Services. (1) "Crime and Corrections" (for recruitment and public education); (2) "What Is Your Relationship?" (for orientation and in-service training of volunteers and staff); (3) "One Plus One Equals Many More" (for orientation and in-service training of volunteers and staff). Complete set of 3 shows, purchase price is $90.00. Training manuals are $3.50 each. Rental of 3 shows is $15.00 per week. Available through Hennepin County Court Services, Volunteer Program, Room 22, Courthouse, Minneapolis, Minnesota, 55415.

Scheier, I.H. and Mayfield, Gloria. "Hear Ye, Hear Ye." Boulder, Colorado: National Information Center on Volunteers in Courts, April 1970. Description, script, and discussion guide. For orientation of new volunteers, this attempts to bring into

[10]Some advantages of slide shows for training volunteers: (1) they can be easily adapted locally; (2) they are inexpensive relative to films; (3) some of them may have relevance for recruiting, public relations and staff training as well as for volunteers.

the open the common misconceptions of neophyte court volunteers, then contradicts them, sometimes to the point of caricature. Also useful for selective recruiting. (23 slides).

b) Directories of Films nd Tapes

Berry J.L. (Ed.). Preliminary Film Guide for Court Volunteer Training. Boulder, Colorado: National Information Center on Volunteers in Courts, March 1970. A review and recommendation of films suitable for various court volunteer training purposes, with information on how to rent and/or purchase them. The National Information Center distributes the film guide which tells you how to obtain the films; it does not distribute the films themselves.

Jorgensen, J.D.; Davies, U.; Allen, L.; and Scheier, I.H. Directory of Tapes for Training Court Volunteers: An Audio Directory. Boulder, Colorado: National Information Center on Volunteers in Courts, August 1970. A catalog which reviews and describes 32 audio tapes recommended for orientation and training of court volunteers. The Directory gives clear directions on how to obtain the tapes. Note: The National Information Center distributes the directory; it does not distribute the tapes themselves.

c) Films[11]

"A Second Chance," for orientation and training of juvenile court volunteers. Produced by the National Information Center on Volunteers in Courts (NICOVIC). Purchase and rental source: National Audio Visual Center, General Services Administration, Washington, D.C. 20409.

"Big Help for Small Offenders"; "Don't Curse the Darkness"; "City With a Heart," all for promoting volunteerism in courts and correctional settings; all available for rent from: Volunteers in Probation, Inc., 200 Washington Square Plaza, Royal Oak, Michigan 48067.

"The Dangerous Years," orientation for tutors, assistant probation officers, new volunteers, and juvenile volunteers. Currently in use for juvenile court volunteer training. Purchase and rental source: Kemper Insurance Co., Mutual Insurance Bldg., 4750 Sheridan Road, Chicago, Ill. 60640. Attn: John Lavina Jr., National Advertising Supervisor. No charge for rental; $25 (?) purchase price.

"Help Me - Please." A 30 minute film just out by Volunteers in Probation, Inc./NCCD, addressing the question of why volunteer? Rental source: Volunteers in Probation, Inc./NCCD, 200 Washington Square Plaza, Royal Oak, Michigan 48067.

"Homeless Child," excellent training for foster or adoptive parents and for child placement agencies. Rental source: Family and Children's Services, Foster

[11]Most of these films, and others, are reviewed in the Center's Film Guide cited above; note that such films become outdated rapidly.

Home Licensing Division, 3856 W. Santa Barbara Ave., Los Angeles, Calif. 90008. Purchase Source: Hollywood Film Enterprises, Inc., 6060 Sunset Blvd., Hollywood, Calif. 90028. No charge for rental; $125.00 purchase price.

"The Invisible Child," for orientation for new volunteers, recruiting, for juvenile volunteers in city and institutions. Rental Source: Association Films, Inc., 1621 Dragon St., Dallas, Texas 75207. Free loan.

"L.S.D. Insight or Insanity," for specific concentration on orientation of volunteers to drug problems of youth. Rental Source: perhaps college film libraries? Purchase source: Bailey Films, 6509 De Longpre Avenue, Hollywood, Calif. 90028. Purchase Price: $300.00.

"The Odds Against," for adult and detention volunteers. Purchase and rental source: American Foundation, Institute of Corrections, 1532 Philadelphia National Bank Bldg., Philadelphia, Pa., 19107. No charge for rental.

"Our Forgotten Men," for educating the volunteer in correctional settings. Rental Source: Job Therapy, Inc., 150 John Street, Seattle, Washington 98109.

"The Price of a Life," for training of a probation volunteer and good for group discussion. Rental and purchase source same as for "The Odds Against." No charge for rental.

"The Revolving Door," for new volunteers or institutional volunteers, good for group discussion, has been used for orienting volunteers working with adult probationers. Rental and purchase source same as above. No charge for rental.

"The Seekers," good for drug orientation. Rental and purchase source: New York State Narcotic Control Commission, Executive Plaza South, Stuyvesant Plaza, Albany, New York 12203.

"Store Front," for social workers (especially in ghetto areas); for staff and trainers in urban areas; urban volunteer and adult volunteer in urban area; use for trainer and a trainee; urban emphasis. Rental Source: Modern Talking Picture Service, Inc., 1212 Avenue of the Americas, New York, N.Y. 10036. No charge for rental.

"What Judge Leenhouts would say if he had 45 minutes with your volunteers." New training film from VIP-NCCD. For purchase/rental information, write to Hon. Keith Leenhouts, President, Volunteers in Probation of the National Council on Crime and Delinquency (VIP-NCCD), 200 Washington Square Plaza, Royal Oak, Michigan 48067.

"With Another Man's Life," for educating the volunteer in correctional settings working with adults. Contact the Mott Foundation of the Flint Board of Education, 923 East Kearsley, Flint, Michigan 48503.

"You're No Good," for juvenile staff or juvenile volunteer--new volunteers. Rental Source: Check college film libraries in your area. The following have the film: Wyoming University, Laramie 82070; Colorado University, Boulder 80302; Brigham Young University, Provo, Utah 84601. Rental Price: $5.00 - $6.00.

Periodicals[12]

Association of Voluntary Action Scholars. AVAS Newsletter, published by the Association of Voluntary Action Scholars, Room 300, 1507 M St., N.W., Washington, D.C. 20015. Available with membership in the AVAS.

International Prisoners Aid Association, International Prisoners Aid Association Newsletter, 436 W. Wisconsin Avenue, Milwaukee, Wisconsin 53203.

National Center for Voluntary Action. Voluntary Action News, published by the National Center for Voluntary Action, 1735 Eye St., N.W., Washington, D.C. 20006. Subscription available free.

National Information Center on Volunteers in Courts. Volunteer Courts Newsletter, published by, and available from, the National Information Center on Volunteers in Court, Boulder, Colorado 80302.

New Careers Development Center. New Human Services Newsletter, published by New Careers Development Centre, New York University, 184 Fifth Ave., New York, N.Y. 10010. Subscription, $5.00 per year.

U.S. Bureau of Prisons, Community Exchange, Bureau of Prisons, Washington D.C. 20037.

Volunteer Administration, P.O. Box 242, Wakefield, Mass. 01880.

Volunteers in Probation --National Council on Crime and Delinquency. (VIP-NCCD). The VIP Examiner, 200 Washington Square Plaza, Royal Oak, Michigan 48067. Available with $3.00 membership in VIP-NCCD.

[12]The Center has a list with addresses of the newsletters which we receive from state, local, and national organizations from around the country. This list is available on request for the cost of photostating.

APPENDICES

APPENDIX A

NATIONAL SURVEY OF
CORRECTIONAL VOLUNTEER PROGRAMS AND NEEDS

August, 1971

This Survey is conducted under the sponsorship of the U.S. Department of Justice, Law Enforcement Assistance Administration, Washington, D.C., by the National Information Center on Volunteers in Courts, Post Office Box 2150, Boulder, Colorado, 80302.

"The Survey is designed to discover ways in which the Law Enforcement Assistance Administration, and the organizations with which it works, may be of more assistance to you in the planning, development, and improvement of volunteer programs in probation, parole or institutions."

"Volunteer" is defined as any service, materials, or facilities offered without pay by individuals or groups in the community.

All individual agency results are kept strictly confidential, but a report on group trends will be available upon request, in appreciation of your assistance with this important matter.

Please return the Survey in the enclosed pre-addressed and stamped envelope, at your earliest opportunity and no later than one week, to:

Ivan H. Scheier, Ph.D.
Director
National Information Center on
Volunteers in Courts
P.O. Box 2150
Boulder, Colorado 80302

NATIONAL SURVEY OF CORRECTIONAL
VOLUNTEER PROGRAMS AND NEEDS

Full Title of Institution or Agency _____

Full Mailing Address _____

_____

1. Administrative responsibility under which you operate. (Check all applicable in each line)
   Federal_____ State_____ County _____ City _____
   Parole _____ Institution (closed setting) _____ Prevention_____
   Probation _____

2. How long has your agency had volunteer services without interruption? (Check one) Less than 6 months___ 6 months to 2 years ___ 2 to 7 years___ More than 7 years ___.

   We do not have volunteer services or contributions of any kind ____. (If you have checked this last, please skip to question 24 and then return the form).

3. Average number of volunteers in use each month during the past year. (Check one) Under 10___ 11-25___ 26-75 ___ 76 and over ___

4. How often does your average volunteer contribute his services? (Check one) 2 or 3 times a week___ once a week___ once a month___ less than once a month___

5. What kinds of work are your volunteers now doing? (Check all applicable.)
   Entertainment ____
   Teaching or tutoring ____
   Contributions of materials or facilities ____
   Sponsorship-visitation ____
   Vocational training ____
   Assisting offender self-help groups ____
   Recreation ____
   Pre-release preparation ____
   Arts and Crafts ____
   Religious programs ____
   Counseling and guidance ____
   Job Placement ____
   Other (Please describe briefly): _____
   _____

6. Which organized group provided volunteer services during the past year? (Check all applicable)
   None____ A.A.____ Seventh Step____ Jaycees____ Churches____
   Colleges____ Other (please specify) _____ _____

7. How many offenders is your agency currently responsible for? (Check one)
   Under 50____ 50-149____ 150-499____ 500-999____ Over 1,000____

8. What type of offender is your agency responsible for? (Please check all applicable on each line.)
Juvenile____ Adult____ Youthful Offender____
Male____ Female____
Felony____ Misdemeanor____

9. What percentage of your offenders were served by volunteers during this last year? (Check one) Under 25%____ 25-50%____ 50-75%____ 75-100%____

10. How do you recruit volunteers? (Check all applicable)
Volunteers approach us____ Organization membership____
Contact with agency staff____ One volunteer tells another____
Use TV, radio, newspapers____
Other (Please specify): _____
_____

11. Method of screening volunteer applicants. (Check all applicable)
None____ Interview____ Reference check____ Fingerprinting____

12. What general requirements must your typical volunteer meet? (Check one)
Experience____ Education____ Both____ Neither____

13. What type of orientation does your volunteer receive? (Check all applicable)
None____
Interview with supervisor or other agency personnel____
Written directions and instructions, i.e., orientation manual____
Instruction from staff____
Formalized orientation program____
Instruction from other volunteers____
Training provided by other agencies____
Inservice training at least once a month____
Inservice training less often than once a month____

(ANSWER QUESTIONS 14, 15, & 16 ONLY IF YOU'VE HAD A VOLUNTEER PROGRAM FOR A YEAR OR MORE. OTHERWISE, SKIP TO QUESTION 17)

14. How many regularly-serving volunteers did you have one year ago today?
Best estimate of number ____.

15. How many of these same people (not including newer volunteers) are still with you today?
Number of volunteers who started a year ago still with us today _____.

16. When do most of the volunteers drop out? Please make your best estimate here.
Mainly, between completion of orientation and beginning of assignment____
Mainly, 0-3 months after beginning work____
Mainly, 4-6 months after beginning work____
Mainly, 7-9 months after beginning work____
Mainly, 10-12 months after beginning work____

17. Who acts as the supervisor of volunteers or Director of Volunteer Programs? (Please check one)
No one____ Paid staff member, part time____ Paid staff member, full-time____ Unpaid volunteer____ Subsidized volunteer (a volunteer reimbursed for out of pocket expenses)____ Other (specify)_____

18. On the average, how many hours does the supervisor or director devote to administration of the volunteer program(s) each week? (Check one)
5 hours or less____ 6-10 hours____ 11-20 hours____
21-40 hours____ More than 40 hours____

19. Do you feel regular staff accepts and understands the volunteer program? (Check one) Yes, satisfactorily____ Needs improvement____ No____

20. Insofar as staff does accept and like your volunteer program, what are some of the main reasons they like it? (Check all applicable main reasons)
Better contact with community; improves community relations____
Helps to tap into available community resources____
More attention given to offenders, via volunteers____
Because volunteer works free, has a better chance to form a good relationship with offender____
Volunteers help to free staff from routine jobs____
Volunteers are a source of good new ideas____
Volunteers have a range of special skills which staff ordinarily doesn't have____
Other: (Please specify) _____
_____

21. Insofar as staff dislikes and does not accept your volunteer programs, what are some of the main reasons for this? (Check all applicable main reasons)
Volunteers interrupt the regular routine of the agency____
They make it harder to control offenders____
They are too naive, don't really know what it's all about____
Volunteers are undependable; you can't count on them____
They take more time than their output justifies; we could do the job easier ourselves directly____
They criticize the system too much, without understanding it____
They get to do all the "good guy" things with offender, while we become even more the "bad guys"____
Volunteers get over-involved with offenders____
Insofar as volunteers can do the job without pay, there'll be less money for our salaries and general budget____
They get more credit than we do, for the agency's accomplishments____
We feel out of touch with the volunteer program____
Other: (Please specify) _____
_____

22. Could your present use of volunteers be improved in any significant way?
Yes____ No____ (If no, skip to question 24).

23. If you answered "yes" to the preceding question, what are some of the main problem areas needing improvement in your present volunteer program? (Check all main problem areas)

Need more appropriate kinds of people as volunteers____
Not enough volunteers____
Better volunteer screening____
Improve volunteer orientation and training____
Create more jobs for volunteers____
Give volunteers more responsibility and freedom____
Allow volunteers more contact with offenders____
High volunteer turnover rate, we need more dependable volunteers____
Better staff supervision of volunteers____
Volunteers take too much staff time in return for what they do____
More control of volunteer's relationship with offender____
Better reporting of volunteer activities____
Better organization of program generally____
More money, to defray volunteer program expenses____
Improve relations with regular staff____
Improve relations with community____
Other: (Please specify) _____

_____

24. What kind of outside assistance (national, state, etc.) might you be able to use in the development of your volunteer program? (Check all applicable)

Don't need outside assistance____
Guidelines for program management____
Training aids or materials for volunteers____
Materials or suggestions for orienting staff to volunteers____
Conferences or workshops on correctional volunteer programs____
Funding and financing____
Other: (Please specify) _____

_____

Any comments you might wish to add on your volunteer program would be most welcome. Use other side if desired.

Date_____

_____
Typed or printed name

_____
Signature

_____
Position held

_____

Please return immediately in the stamped, return-addressed envelope provided for that purpose to: National Information Center on Volunteers in Courts, P.O. Box 2150, Boulder, Colorado, 80302

The Surveying Agency would be happy to place on file in the National Correctional Volunteer Reference Library any reports, research findings, brochures, or other written material on your volunteer program activities. Please enclose them if possible with your survey form.

APPENDIX B

WHAT PEOPLE WITHOUT VOLUNTEER PROGRAMS SAY

The survey was designed primarily to identify the concerns of agencies which do have volunteer programs. Moreover, the unexpectedly high percentage of agencies in the random group with volunteer programs left only 22 agencies without volunteer programs in the "no volunteer program" random sample, an unsuitably small number on which to draw any firm conclusions.[1]

With such a low N it is impossible to assume any significant difference between the non-volunteer and volunteer program agencies in any of the three question areas to which both groups responded: Administrative responsibility, area of country and particular needs for outside assistance. In fact, in regard to the last named there is at least a rough positive resemblance. Finally, the proportion of no volunteer programs seems to be somewhat high in the South and low in the North Central region relative to similar preparations in those sections for agencies having volunteer programs.

Again it must be stressed that the low N makes the data below of no more than speculative interest.

[1]We did not add the "no volunteer program" group from the known class because of a presumption, discussed previously, that these groups probably had had a volunteer program in the past, and could not be certain to have a naive, pre-experiential view of volunteers.

Random Class - No Volunteer Programs (27%) - Profile:

a) Administrative Responsibility:

Type	Total Respondents From Each Category (N=82)	N=22	%
State	66	11	17
County	11	7	64
N.R.	2	2	100
City	1	1	100
Other	1	1	100
Federal	1	0	0
Type	N=82	N=22	%
Adult Probation	13	6	46
Juvenile Probation	12	6	50
Adult Parole	16	5	31
Juvenile Parole	11	4	36
Juvenile Institution	20	1	50
Adult Institution	10	0	0
Miscellaneous	0	0	0

b) Area of the Country:

Area	Total Respondents From Each (N=82)	N=22	%
South	29	10	34
West	20	4	20
N. Central	19	4	21
North East	13	4	31
Unidentified	1	0	0

c) Particular Needs for Outside Assistance in Developing a Volunteer Program (N=22) (Multiple Response Question)

Needs Cited	N=65 (Respondents=22)	%
Training Aids/Materials for volunteers	12	55
Guidelines for Prog. Mgmt.	11	50
Materials/Suggestions for orienting staff to volunteers	11	50
Conferences/workshops on correctional volunteer programs	11	50
Funding/financing	9	41
Don't need outside aid	6	27
Other	3	14
No Response	2	9

APPENDIX C

ADMINISTRATIVE FUNCTIONS: THE NEED FOR CLARITY

Three Kinds of Program Management Functions

Assuming now that the court intends to take either direct or delegated responsibility for volunteer program management (Section II), are there any divisions within the administrative functions around which natural differentiations are, and to understand them we will re-analyze the six categories within the total management process, into three main types of volunteer program management functions: casework, administrative, and "lead-in." They are frequently confused and this confusion produces widespread ambiguity and conflict in the administration of court volunteer programs.

1. Casework. By "casework" is meant any operation which either directly or via a volunteer results in supervision of a probationer (or parolee or inmate).

Where in pre-volunteer times the probation caseworker supervised a probationer directly thus:

Probation Caseworker ⟶ Probationer

now he may also supervise a probationer indirectly, via a volunteer as an intermediatry who is in some sense an extra treatment dimension or resource, thus:

Probation Caseworker ⟶ Volunteer ⟶ Probationer.

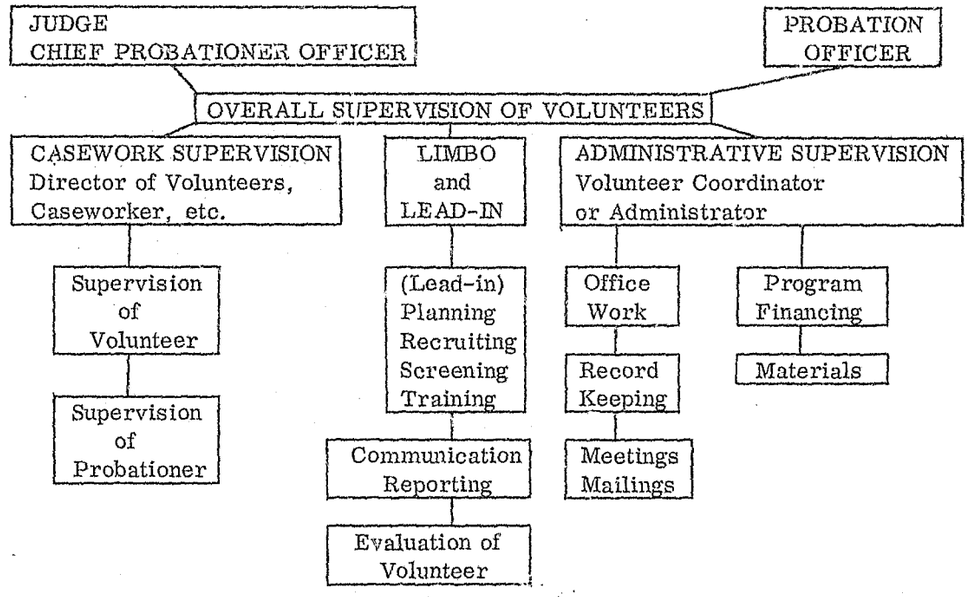
There are many variations on this theme in which the volunteer is essentially a "casework intermediary," but in all of them the volunteer is in one sense or another an extension of the traditional casework function in probation. Therefore, in supervising the volunteer, the caseworker is supervising the probationer at once removed, and the volunteer-supervising function here becomes an extension of the traditional casework one, similar to the traditional "casework supervisor."

The most clearcut example of the casework volunteer-supervising function is diagrammed at the extreme left of Figure 1.

2. Administrative. Basically, this is all the "paperwork" necessary to support the work of the volunteer, which, however, does not involve direct supervision of the volunteer in his casework function. Examples here would be keeping office records, procurement of materials needed for programs, arranging mailings and meetings, program financing, etc. The functions which fit clearest in this domain are diagrammed in the right-hand columns of Figure 2 and are further described in Chapter 11 of USING VOLUNTEERS IN COURT SETTINGS.

FIGURE 1

CASEWORK, ADMINISTRATIVE, AND LIMBO MANAGEMENT FUNCTIONS IN COURT VOLUNTEER PROGRAMS



Just as the casework-supervising function in volunteer management naturally extends the traditional casework dimension, the volunteer administrative function grows naturally out of traditional administrative-paperwork operations, which existed prior to the volunteer era in courts. It could easily be an extension of the "Court Administrator's" responsibilities, for example. Other titles by which the volunteer administration specialist might be known are "Volunteer Program Administrator" or "Volunteer Coordinator." On the other hand, the person providing casework-type supervision of volunteers is more likely to be called "Director of Volunteers" or "Director of Volunteer Personnel," or he might simply retain his traditional title of "caseworker" or "probation officer," it being considered that the natural extention of the casework function which incorporates the volunteer as intermediary still leaves him basically a caseworker. It is only that he now has a new instrumentality with which to accomplish his casework.

In practical terms, the point is that the temperament and experience needed to perform volunteer administrative functions may be quite different from the temperament and experience needed for casework supervision of volunteers. Yet if they are confused in concept, they may be correspondingly confused in assignment of personnel.

3. The Limbo Functions, Between Casework and Administration

Between the relatively clear-cut "casework" and "administrative" extremes (Figure 1), there is a limbo area where the two domains grade together, functions such as program planning; recruiting, screening, training, and evaluation of volunteers; communication and reporting. Like casework, these involve relatively direct contact with the volunteer, quite directly impacting on the effectiveness of the volunteer's work with the probationer. However, they also involve indirect paperwork support of the type which is essentially the same for all volunteers, regardless of any individualities of their particular case. In this latter sense they belong along in the administrative domain.

These "limbo" functions are diagrammed in-between the casework and the administrative extremes in Figure 1. Largely they are composed of what we may call "lead-in functions" defined as those operations which prepare the volunteer for his casework, up until the time he actually begins this casework: thus, planning, recruiting, screening, training of volunteers. The question is, how far back along this lead-in lane should the casework-supervising professional go, in order to insure sufficient control of the process after the volunteer begins casework? Conversely, how much of these "volunteer headstart" chores should be left to the general (non-casework) administrator, leaving the casework supervisor more free to concentrate energies on the volunteer who is actually on the job? As example, perhaps it is nice to have the Volunteer Administrator take over some of the chores in recruiting. But suppose the caseworker doesn't happen to like the volunteer recruits the administrator gets for him? By an even longer extension from his administrative base, suppose the administrator screens volunteers and the caseworker doesn't like some of the results of that. Finally, training is even closer to the core of casework responsibility, but even here the administrator might and probably should help in some sense. Perhaps one avenue of solution here is to have the casework-supervising person decide policy, (e.g. the course content of volunteer training) while the administrator implements it (calls training meetings, procures materials, etc.). Similarly, the "gap" in recruiting and screening can be eased if the casework division takes the trouble to make it maximally clear, policy wise, exactly what kinds of volunteers they want, and the administrative division accepts this policy, implementing it faithfully and effectively.

In general, lead-in and other limbo functions can be left to the administrative person or division more readily, when there is a clear understanding of views between them and the casework division, as to policy. To repeat, it needs to be clarified between them, explicitly and early, exactly who does what, or there will be trouble. The same goes equally if there are two individual people involved, rather than two divisions.

Another error to be avoided by clear thinking and prior planning is that the caseworker can absorb the extra functionally-attached administrative chores of volunteer supervision. Particularly in the building and initial smoothing-out of volunteer programs, all management functions--administrative, lead-in, and casework--take far more time than anyone not intimately involved in them is likely to believe.

In any event, some explicit thought has to be given to the limbo areas between casework and administration. Moreover, if the caseworker wants control

of them (e.g. volunteer recruiting, screening) as a claimed adjunct to his casework responsibility, he probably can't leave all the implementation of it to the Volunteer Coordinator. He has to invest some time and thought in the process himself. Our position at the present time would be that insofar as possible, the same people or division who have actual casework responsibility for supervising volunteers ought to have maximum responsibility for volunteer lead-in functions as well, and other limbo functions such as evaluation. Again, we believe that insofar as possible, the person or division who actually supervises volunteers on the casework job should also control lead-in and limbo functions such as screening, training, and evaluation, though administrative help on recruiting is more plausible, in fairly substantial degree. This is because we believe that all volunteer management functions are in fact interdependent, regardless of how neatly they may be separated in concept. Balanced against this, however, must be the point that people who are skilled in some of these functions will not necessarily be skilled in all of them.

The Possibilities in an Overall Supervisor Position

Where jurisdictional disputes inevitably arise between casework and administration, for control of limbo functions, perhaps the best administrative expedient is to have a position senior to both of these volunteer management functions, to whom both report and who ultimately mediates and decides otherwise irreconcilable issues between them. This position, marked "overall supervision of volunteers" in Figure 1, in smaller departments might be the Chief Probation Officer, or the Judge himself. In larger departments it might in fact be an overall volunteer program supervisor who, along with other program or department heads, reports to the Chief Probation Officer or the Judge.

APPENDIX D

THE ECONOMICS OF ORGANIZATION AND "THE CREATION OF TIME"

Maximizing Probationer-Time Input Per Unit of Staff Supervisory Input: Economic Utility

One way of looking at court volunteer program organization problems--by no means the only way--is "economic utility," a viewpoint which preceded court volunteerism and will continue after it is established, too. The question is: how do you produce the most time-attention given to the probationer per unit of staff supervisory time? In other words, how can you maximize time output to the probationer for a given input of staff time.

We are well aware that the time efficiency model is not necessarily the treatment model. Quality of service must be considered, too, and the variety of different things volunteers can do (as well as intensity of service in any particular job classification). Then there are the important values of community enrichment, citizen participation, etc.

All this is true. Nevertheless, other things being equal, our position is that the more treatment-giving volunteers a single staff person can supervise, the more treatment will be received by probationers. Generally, if a caseworker can supervise ten volunteers adequately, more treatment will be outputted to probationers than if he can supervise only two volunteers (again, other things being equal).

In other words, time efficiency tends to contribute to treatment effectiveness, in the volunteer management sense, even though they are not, theoretically, the same thing.

Time Efficiency in a Casework Model

Let us return, then, to time efficiency, and more specifically to time efficiency in the casework area. That is, we here emphasize all those functions by and through which a caseworker exercises treatment control over the probationer, with the volunteer as intermediary.

Furthermore, let us keep the casework relationship concept as broad as possible, to include the various ways in which courts might conceive this relationship, e.g. volunteers as casework intermediaries on less serious cases, with considerable responsibility for the case, as distinct from volunteers working for professionals as an extra treatment dimension on more serious cases. Either instance, we think, is compatible with the diagram in this section, as is any other concept of the volunteer as casework-supplement or intermediary.

Basic Modes of Increasing Volunteer-Probationer Output Per Unit of Staff Input

All of the modes or decreasing supervisory time input per unit of volunteer output, as described below, involve one thing in common: an increasing amount of trust in the volunteer (1) to (in part) supervise himself responsibly, and/or (2) in some cases to take some responsibility for supervising other volunteers.

This increasing amount of trust can stem from a number of factors, among which are these:

(1) Continuing observation of the volunteer convinces staff that he needs less supervision (a) because he has grown with experience and on-the-job training, and/or (b) pre-existing capacities and professional skills of the volunteer are evaluated and found appropriate for more self-supervision or supervision of other volunteers.

(2) With experience and training, staff becomes better at supervising volunteers, hence gets more supervisory mileage out of a given amount of time allotted for this supervision.

The Basic Time Efficiency Diagram

Time efficiency, in the broad casework sense, involves maximizing the amount of attention-time delivered to probationers, per unit of regular staff time invested. One way to do this is obvious to any proponent of volunteers: you insert a volunteer (V) as intermediary between paid staff (S) and the probationer (P). That is, you move from

Staff —(spends 1 hour directly)→ Probationer

to

Staff —(1 hour directly)→ Volunteer —(spends many hours with)→ Probationer

In other words, in the traditional set-up one staff hour spent directly supervising a probationer yields the same hour attention received as "output" by the probationer. The input-output ratio is 1:1. But the same staff hour spent indirectly, supervising a volunteer who in turn supervises a probationer, may yield 10 to 15 hours attention received by the probationer, as the volunteer concentrates on his (usually) "caseload of one." The input-output ratio is, say, 1:15, or put otherwise, there is an "amplification factor" of fifteen.

The use of volunteers thus "creates" time at the output or probationer-attention-end of the system, per unit of paid staff time invested.

However, it does not create time at the input end of the system. In other words, as far as one can tell, it takes as much time for staff to supervise a volunteer as to supervise a probationer. Indeed, it probably takes more; the two earliest and most highly developed court volunteer systems in the world, Japan and Denmark, agree in having a ratio of only five volunteers per paid staff supervisor. Volunteers have problems, too, in their work, needing staff help and guidance, and a volunteer's more intensive one-to-one knowledge of the

probationer usually brings up more points that need to be considered, pro and con, in the treatment plan for that probationer.

These facts are obvious to anyone who has ever actually supervised court volunteers. Alas, they are not always obvious to those who have not. Accordingly, a frequent error in planning court volunteer systems is to assume it takes no time for a staff person to supervise a volunteer, the fallacious reasoning being that if a volunteer magically "creates" time at the output end of the system, equally magically he absorbs no input time at the staff-supervision end; he's the magic box that keeps producing candy at one end with nothing put in the other. This error is disastrous. It is a bitter irony for the staff person who has been told volunteers will relieve his caseload pressures, to be assigned five volunteers on top of his already heavy probationer caseload. In other words, the remedy for a backbreaking caseload of probationers is to add backbreaking "straws" in the form of an additional "caseload of volunteers." No. If you give a staff person five volunteers to supervise, do it only if you also take away at least five probationers from elsewhere in his caseload; probably you should take away ten or more. So, assuming volunteers must normally be supervised by regular staff--and we do assume this--volunteers do not reduce the need for regular paid staff time; they are far more likely to increase it, put more demands on regular staff time than ever. (Initially at least, and if it's done properly, it probably takes more staff time to supervise a volunteer than to supervise a probationer directly, and it is no surprise to those who know what managing volunteer programs is like, to learn that volunteers are creating new professional jobs in corrections, rather than replacing professionals, as some had feared.)

There are nevertheless ways of overcoming this apparent blockage in the input-output economy of time. Principally, they occur because while initially a staff person's caseload of volunteers cannot exceed his caseload of probationers (and should probably be less), over time and with experience, there are ways in which a staff person can increase the number of volunteers he can effectively supervise and control.

Since these staff-supervised volunteers function, in turn, to supervise probationers, the problem can be more accurately stated as: how many probationers can ultimately be served by one paid professional probation officer, operating via volunteers?

Now that we have our question, let us see what our answers may be. The four major ways in which staff supervisory input can be decreased per unit of volunteer output or--what amounts to the same thing--four ways in which a single staff person can increase the number of probationers he effectively supervises via volunteers.

A. Decreasing the amount of staff supervisory time per volunteer as the volunteer is evaluated to be more competently capable of self-supervision

(Where → means a relationship of supervision)

1. STAFF → Volunteer → Probationer

to

2. STAFF → Volunteer → Probationer

to

3. Staff → Volunteer → Probationer

to

4. Experienced Volunteer → Probationer

In other words, Staff eases supervision, hence saves time, first by removing an alternate supervisory line to Probationer (1 to 2), then by reducing the amount of time involvement supervising the volunteer (2 to 3), and even eventually by allowing an experienced volunteer essentially to work unsupervised in his casework with a probationer (3 to 4).

B. Allow experienced and/or volunteers-who-are-professionals, to take over some of the supervision of other volunteers

1. STAFF → Volunteer → Probationer

to

2a. Experienced Volunteer → Volunteer → Probationer

or

2b. Volunteer Professional → Volunteer → Probationer

Many courts build their programs around a corps of professionals-working-as-volunteers, or semi-volunteers, e.g. social workers, school counselors, psychologists, etc., for just the reason that they at first lacked regular staff enough to supervise volunteers. Also, some courts promote rank-and-file volunteers to such leadership positions, if and as these volunteers prove themselves capable in this area.

C. Increasing the caseload of the Volunteer as a function of more staff trust in volunteer's increasing competence

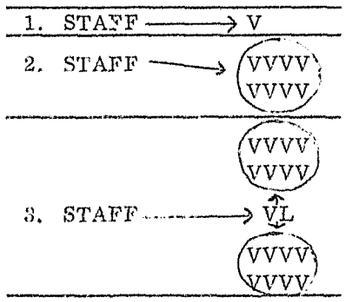
1. Staff → Volunteer → Probationer

2. Staff → Volunteer → Probationer, Probationer, Probationer, Probationer, Probationer (Either individually or as a natural group of probationers)

In a few courts, a single volunteer has supervised as many as ten probationers, but five seems ordinarily a reasonable upper limit. As the volunteer's caseload increases from one to five, so does the caseload supervised indirectly by the staff member via volunteers, in return for (presumably) the same input of time supervising the volunteer (or in any event, less than proportionally more).

D. Supervising volunteers in and as groups rather than as individuals

Let V stand for Volunteer, VL for Volunteer-as-Leader:



Since some problems repeat themselves between different volunteers, and since volunteers can learn a great deal from each other, staff will ordinarily get more supervisory mileage out of supervising volunteers in small groups than as individuals (1 to 2), even though there will probably always be some need for working with each volunteer as an individual (1). Ultimately, staff may be able to use an experienced and/or professional volunteer as liaison between several supervised groups of volunteers, bringing back to him only those matters crucially and unequivocally requiring his attention (3).

That important aspect of supervision called "inservice training" is frequently conducted on this group supervision model.

E. Various combinations of the above modes--there is no reason why a court should not take advantage of any or all of them as the opportunity presents itself. Opportunities will also vary with the leadership potential of the individual volunteers. Some volunteers become dramatically more self-sufficient with experience; others never do.

What is the Maximum Number of Probationers One Staffer Can Supervise Via Volunteers?

With all kinds of combinations possible, the question then arises: in optimum combination, what is the maximum number of probationers a single staff person might be able to supervise effectively via volunteers as casework intermediaries? No clear answer is known at the present time; we can only suggest, by analogy, some lower and upper limits. Both Denmark and Japan, which built their probation systems around professionally supervised volunteers, have a staff-to-volunteer ratio of 1-to-5; however, since each of their volunteers has a caseload of more than one probationer (five in Japan), the staff-to-probationer ratio (which is what we are talking about) is about 1-to-25, via volunteers.

In America, though not in probation, our most experienced volunteer agency, the Red Cross, has achieved and maintained a paid staff-to-volunteer ratio of 1-to-70.

Somewhere in that area, we believe, lies the maximum or optimum, and it will surely vary according to the conditions and program objectives of each individual

volunteer court. Secondly, it should be absolutely clear that this maximum, whatever it is, will be approached only slowly--over time, with the slow acquisition of experience and supervisory expertise.

APPENDIX E

INSURANCE COVERAGE FOR COURT VOLUNTEERS

I. INTRODUCTION: AN OVERVIEW OF UNCERTAINTY

Insurance coverage for court volunteers and volunteers in general is a new area of concern for all of us. There have been a few recorded instances, (not many) where liability or other insurance coverage was needed, and not in effect. But even in the absence of such instances, public officials, especially at higher levels, seem generally concerned about such matters, and it is necessary that concrete plans be put forward to alleviate these concerns. Individual volunteers are also sometimes concerned about liability and insurance coverage, as a condition of their volunteer service.

It is therefore time to attempt an overview of this cloudy area. In so doing, however, let us be sure our attitude remains positive, even if our particulars are less than clear. In the words of one consultant: "I am concerned that we provide insurance in a way that will facilitate, rather than inhibit, volunteer programs." In other words, liability concerns should never be allowed to scare us out of a program, and should be recognized as what they are for some people: rationalizations which cover resistances to volunteerism actually based on other fears.

Indeed, at this point in time we cannot even be certain that we absolutely need insurance coverage in all cases, or in any event that we need to be as concerned about it as many of us are. As one consultant remarked: "If the Red Cross, as a foremost leader in the field of volunteer services, has never provided liability coverage for volunteers, is my concern about this matter valid?"

Or as another consultant put it--and this gentleman is both an insurance agent and a successful, experienced court volunteer: "I am a great advocate of the "kiss" principle in the making of a successful organization (Keep it simple sir). In my opinion, no program should provide voluntary accident coverage, group life, or accidental death coverage. In my opinion, it complicates things and is not really within the spirit of a volunteer program. I just don't think that it is necessary. Now a policy of Legal Liability covering the agency, and even perhaps the volunteer, yes!!"

For these reasons, the National Information Center does not necessarily recommend for or against any of the insurance described below, or to any given amount. We simply want to place the facts before you as we have been able to determine them, for your own decision. Moreover, should you decide on insurance, we do not endorse one company or another to provide it. That, too, must be your own decision. We simply present here the companies we have been able to learn about, in this area.

National guidelines have not solidified. Perhaps they never will, since each state and local situation differs. Therefore the only principle is: once you have general guidelines and "leads" in mind, consult local counsel and a local insurance agent, as well as an authority in your state (attorney general, state court volunteer organization, etc.). But the problem isn't simply to find out what volunteer-insurance legislation currently exists in your state, and then to be guided by it. For, in fact, no such legislation exists in most states (with the exception of a very few states, cited later in this publication).* There may be broadly relevant legislation or statutes, and you should investigate these as a basis for further more explicit statutes. But, apparently, insofar as statutory facilitation proves necessary, new legislation must be created. A state court volunteer organization is an excellent instrumentality for this, as demonstrated in the State of Washington.

One more subtlety is scarcely needed, but it exists, in that the area is not homogenous. It is divided into at least three distinct sectors, each with its own ground rules and guidelines. Each sector has its own section in Part II, as follows:

A. Public or Agency Liability
B. Accident Insurance for injury sustained by the volunteer in line of volunteer duty
C. Automobile liability insurance

II. THREE SECTORS OF CONCERN

A. PUBLIC OR AGENCY LIABILITY

1. Definition and Introduction. Bodily injury to the public or a volunteer based on a legal liability situation. Stated otherwise, the liability incurred by the agency, public or private, for injury done by the volunteer to someone else. Normally, the agency as well as the individual volunteer would be named in such a damage suit, so that protection of the agency is tantamount to protection of the volunteer.

---

*The American Judicature Society has recently prepared a "Statutory Review of the Use of Volunteers in the Court." In none of the Statutes there reviewed can we find explicit mention of insurance and liability considerations for volunteers. This is an excellent resource on other grounds, however, and a limited number of copies may be available by writing to Volunteers in Probation, Inc., 200 Washington Square, Plaza, Royal Oak, Michigan.

2. Situations in Which the Agency is NOT Protected.

(a) No policy will normally protect against "wanton or willful misconduct," or "gross negligence" on the part of the volunteer, as distinct from simple negligence. Be sure your volunteers are oriented to this fact.

(b) The Good Samaritan Statute: "A person who, without expecting compensation, renders care to an injured or sick person, or gives counseling or advice to a person in a condition of emotional crisis, who appears to be in need of aid, is not liable for civil damages as a result of an act or omission in rendering emergency care, counseling or advice or as a result of an act or failure to provide or arrange for further medical treatment or care for the injured person or further counseling or care for the person in a condition of emotional crisis."

This is a statute currently proposed in Alaska and you should determine if your own state has enacted similar legislation. The statute would seem to offer some protection to the volunteer as an individual, against damage suits. However, the consensus of our advisors is that the statute was intended primarily to protect professionals, e.g. doctors, in emergency situations rather than volunteers in ongoing situations. Unless its wording can be changed appropriately, it should not be depended upon for the latter.

(c) Waivers. Many agencies get signed waivers of liability from the offender and/or his parents if he is a minor, for injury sustained in ongoing care as well as individually for especially hazardous events, e.g. camping, skiing, etc. Our advisors suggest that you do this in the sense that it at least won't hurt, and may to some extent deter suit or at least slow down claims. But they cannot fully stop them; legal counsel generally has little faith that waivers will stop a determined legal challenge. However, if you want to make them as hard as possible to challenge: (i) have them drawn up by an attorney and (ii) give some consideration in return for the waiver (e.g., a token payment).

(d) In cases where volunteers are organized into and/or work for an essentially private group, there used to be a concept of "Charitable Immunity," generally protecting such an organization, stemming from its charitable status. To our knowledge, this provision no longer exists in any state of the Union, and should not be depended upon.

(e) "Public Immunity" or Sovereign Immunity" does exist legislatively in some states, protecting any public agency (such as a Court, Probation and Parole Department, correctional institution) against liability. Note, however, that (i) fewer and fewer states have such provisions and (ii) even when they do, the volunteer's status as an "employee" must be established (see Par. 6 below). You should check provisions and definitions in both these matters, in your own state.

Now let's get down to cases, as they may or may not apply more specifically to your own state and local situation.

3. Case 1: Your state does have public immunity or "sovereign immunity" provisions and your volunteers work directly for the Court, Probation and Parole Division, or other public agency. Proceed as in 2. (e) above, and paragraph 6 below.

4. Case 2: Your state does not have a "public immunity" provision or
Case 3: Your volunteers are formed into a private organization (e.g. an auxiliary) and/or may be considered as working for a private organization.

In both cases, 2 and 3, there are strong considerations for having a public liability policy. One advisor went so far as to call this an "obligation" on the part of the agency.

Two alternatives exist here. (a) If the agency already has a public liability policy, the volunteers may be incorporated in its coverage (as employees). (b) If the agency does not already have such a policy, it can be purchased.

5. In regard to the desired amount and procureability of such a public liability policy we quote from Mr. Bert Dougherty of Taggart & Associates Insurance in Boulder, who kindly volunteered his services to the present project.

"After talking to a number of different insurance companies, I find that each individual underwriter approaches the problem of coverage liability insurance differently for the volunteer groups that we discussed. I think all we can conclude is that each group will have to negotiate with the local agent and get whatever premium they can through their local connections.

If you were to advise the group of anything, it would be just the fact that they should carry public liability insurance including bodily injury in the amounts of $100,000.00 per person and $300,000.00 per accident, and property damage in the amount of $25,000.00 per accident. I wish I could give you a much firmer idea of what costs might be, but there are too many variables present in each one of these types of volunteer organizations for any one company to rate them all in the same category."

Mr. Dougherty feels that all volunteer-using agencies should have such coverage which would include volunteers, staff, and anyone on premises. (At least one volunteer program we know of has procured coverage in the approximate amounts he suggested.)

We would add that public liability would be useful in covering legal defense costs, even in an unsuccessful suit against the agency or volunteer. Secondly, the amount of coverage should vary with each state. Thus, the State of California has a tradition of allowing relatively large claims against agencies. Again, it is a matter best determined in discussion with your local underwriter. But in all cases, the coverage should be according to a plan which is as comprehensive as possible.

Indeed, it may be that of all three types of insurance covered in the present report, public liability is the most important. The insurance agent-court volunteer quoted in the introduction as dubious about all other forms of coverage for court volunteer programs nevertheless believes public liability coverage is desirable, and he goes on to say: "We are working on this now. We are striving to make such coverage available in one policy on a nationwide basis. It would cover legal liability including auto non-ownership, and would ideally be low in cost, simple to administrate and broad in scope." For further information on future developments in regard to the above, we suggest writing to Volunteers in Probation, Inc., 200 Washington Square, Plaza, Royal Oak, Michigan.

6. The certification of the volunteer as an "employee" is crucial when you want to get him in under public immunity provisions and/or a liability policy which the private or public agency had prior to the advent of volunteers.

(a) At least one public agency establishes the volunteer as an "employee" by paying him a dollar a year (Ingham County Juvenile Court, 608 S. Washington, Lansing, Michigan). This is fine when certified by appropriate authorities as acceptable, but note that for purposes of some group accident policies for volunteers per se, paying the volunteer as much as a dollar a year may disqualify him as a "volunteer" covered by the policy.

(b) We know of precedent in at least two states for defining the volunteer as an "employee" irrespective of pay received. (See paragraph 8 below for ways in which this may be done.)

(c) For purposes of Workman's Compensation (admittedly a different context) the State of Washington essentially makes the definition of volunteer as "employee" contingent on such features as:

> Performing assigned or authorized duties for the State
> Works by his free choice
> Receives no salary
> Duly registered with a State agency, as a volunteer

The entire statement of the above Bill is reproduced in Appendix L, but as for being "duly registered," one consultant approaches this by being sure an assignment sheet is duly filed at the Court, and with the volunteer's supervisor, and given to the volunteer, upon assignment.

(d) Another related possible defining aspect of volunteer as "employee" is the fact of being supervised. Thus, a statement in connection with personal liability for mental hospital volunteers in the State of Connecticut offers these features for that state. By statute, a state employee includes "every person elected or appointed to or employed in any office or position or post in the state government, whatever his title, classification or function and whether he serves without remuneration or compensation" (our emphasis).

In meeting the test of being "employed," it is critical that the volunteer be "one who is in such a relation to another person that the latter may control the work of the former and direct the manner in which it will be done. Ballentine's Law Dictionary, 1948 Ed." Therefore "the aspect of supervision (of volunteers) is particularly important," and this would include such things as training,

regular reporting, etc.

7. Note that the cost of the agency's public liability policy may increase as more volunteers are included in its coverage as employees (or it would seem, as a fairer yardstick, as the total number of volunteer hours worked, increases).

8. Clearly, many of the issues discussed in this section, notably the definition of volunteer as employee, may well be matters for statutory interpretation and for additional legislation in your state.

This could occur through simple usage, by agencies which continue to act as if their volunteers were employees (6. (c) and (d) above), with neither statute or person to gainsay them. Or it may occur through decisive executive action, an example of which is Governor Evans' memorandum reproduced in Section II C 6.

Finally, we believe it could occur through extension or interpretation of statutes currently existing, giving judges or courts authority to appoint volunteers. The language of these statutes is similar from state to state, suggesting a common statute, historically, from which all were derived and adapted. Given a "discreet person, of good moral character," the judge or court has authority to appoint him or her, without compensation in such roles as "volunteer citizens," "volunteer probation officers," "deputy probation officers," or, in at least three of the statutes, simply "probation officers." The latter two titles seem to give at least a strong presumption that this person is an officer of the court, hence an employee, regardless of whether or not he is compensated. And one of the statutes details the responsibilities of the volunteer in such a way as to begin to move them under the umbrella of "employee" as defined by Washington and Connecticut (par. 6(c) and 6(d) above).

9. Apparently, it is possible to avoid the above "employee" definition complications (if they turn out so) by purchasing a liability policy for the volunteer program per se (presumably, not covering any other programs in the agency). As will also be noted in Section C, excess auto liability and/or excess comprehensive personal liability, assuming same primary coverage already exists, is available in 28 states for $3 per volunteer per year for both, $2 for either. (Dunn and Fowler Inc., 67 Wall Street, New York City 10005).

Such a policy has in any event been written for volunteers in the National Park and Recreation Association, with excess automobile liability of $1,000,000 and the same amount of excess comprehensive personal liability. The trouble is, however, that the policy can be used only where volunteers already have primary coverage of their own in these areas, in the $5,000-$20,000 range, or, as one of our consultants states, as high as the $50,000-$100,000 range.

This raises a general issue: how much of the coverage should volunteers be asked to assume personally? One consultant observes that the position of her state, in regard to a statewide program, has been ". . .that county departments should request a volunteer to carry his own insurance against any possible lawsuits at his own cost. This determination, however, may be incompatible in those situations wherein certain potential volunteers may be financially prohibited from citizen participation because of their possible expense, especially if a supplemental insurance premium is required."

10. Jim Tanck's excellent treatment (in "College Volunteers") mentions two special concepts in liability.

(a) "Vicarious liability" in which the volunteer becomes liable not for what he does but for the actions of another volunteer in the same group or "joint enterprise." We presume any policy of general coverage of all volunteers in the program would protect in this case; it would seem to be a danger only if some of the volunteers in the program were covered (via personal individual policies) and others not.

(b) "The second general type of liability that a volunteer might encounter would be for defaulting on a contract. This has happened in the past when students (volunteers) have contracted for goods or services without determining in advance that the agency or the program was going to pay the bill. If no one wants to pay the bill, the student may find that he is charged with the sum. The director should make sure that the volunteers determine that money is definitely available before they become the contracting agent. Generally, it is best to have one student in each program designated as the only person who can enter into contracts."

The other side of this coin would be where the agency might get stuck for debts incurred by an individual volunteer on its behalf in an unauthorized manner. Mr. Tanck's suggestion of designating one person as sole contracting agent for the program would help here, too, and moreover, our advisors believe the vendor would have a difficult time collecting anyhow, it being his responsibility to ascertain that the purchaser is indeed authorized to represent the organization.

11. There are a number of probation programs in which the offender is offered the option of working for a public agency, e.g. Parks and Recreation, in lieu of fine or jail. We do not consider this a volunteer program in any strict sense. However, it is frequently found in association with genuine citizen volunteer programs, and therefore a word about it may be in order here. Apparently, insurance and agency liability considerations are even more unclear for the "working offender" than the volunteer. Apparently, too, neither volunteer or regular staff protections of this sort have yet been extrapolated to cover him. However, the State of Washington is investigating this area (Bill Oliver, Acting Volunteer Services Coordinator, Office of Economic Opportunity, Hotel Olympian, Olympia, Washington 98501).

12. Assuming nothing above has been done in the area of public or agency liability, it may be that any suit will end up in the state court of claims. Indeed, it could be that this would be the best way to handle such matters, especially if explicitly provided for by statute. Thus, in the matter of liability for auto accident, one consultant reports that ". . . recipients and the owner or occupant of an automobile involved in an accident with a car driven by a volunteer, acting on behalf of and at the direction of the county department, may seek to recover against the State in the court of claims." (Illinois Department of Public Aid, Categorical Assistance Manual, Chapter 6100 - Social Services, 6147.1 and 6147.2)

It might be well to check cut procedures for coverage in your own state's court of claims or similar body, if you have one.

B. ACCIDENT INSURANCE FOR INJURIES SUSTAINED BY THE VOLUNTEER IN LINE OF VOLUNTEER DUTY.

(Generally, not incl. ding automobile insurance)

1. We understand that North Vancouver, B.C.'s volunteer program's written oath of office essentially incorporates a waiver by the volunteer, agreeing to serve at his own risk, without accident insurance. (Provincial Probation Service, 1676 Lloyd Avenue, North Vancouver, B.C., Canada.) Our concerns here would be that this may protect the agency from having to reimburse the volunteer for injuries; it does not of course, protect the volunteer. Moreover, even the agency protection is subject to the uncertainties of waivers in general (see Sec. A 2(c)). However, Canadian law may differ substantially in this respect.

2. The case of the essentially "freelance" volunteer, e.g., working in loose association with a court and/or as a member of a small informal volunteer group. You can be okay here if each individual volunteer has adequate accident coverage as an individual. Note, however: (a) Many people think they do have such adequate coverage, but don't, and might be unwilling to purchase it as a condition of volunteer service. (b) Many people cannot afford to do so, especially lower income people, or youth, two classes which court volunteer programs are trying hard to attract. (c) You cannot insure only some of your volunteers in a group accident policy (Par. 5 below), i.e. only the ones who don't have adequate coverage as individuals. It must be all of them or none, in any given volunteer program effort.

3. Largely through the efforts of their state volunteer organization, Washington has succeeded in bringing public agency volunteers under the medical aid benefits of their state Workman's Compensation Law. Mr. Vern Castle, Department of Labor and Industries, Olympia, Washington, has described the provisions of this bill as follows:

> "House Bill 71 Provides:
> (1) Medical Benefits only as opposed to time-loss, permanent partial disabilities, death and permanent disability benefits which are normally provided a state employee but are not provided to volunteers.
> (2) Unlimited medical costs for any length of time and the choice of doctor, hospital, etc. is the volunteer's.
> (3) The employer pays the entire premium as opposed to the normal procedure wherein the premium is partially paid by the employee.
> (4) Each state agency utilizing volunteers must provide the Department of Labor and Industries with hours-worked and premiums-paid information."

The entire bill is reproduced in Appendix L.

Another consultant states that in regard to volunteers in public assistance agencies, the Illinois Department of Public Aid, Categorical Assistance Manual, Chapter 6100--Social Services, 6147.1 and 6147.2 provides for volunteers to be "covered by Workmen's Compensation in the event of personal injury arising out of and in the course of performing their assignments."

Our California consultant further reports that "There is legislation pending, a Senate Bill, which changes the wording of the Workman's Compensation Act so that each county by order of its Board of Supervisors can include volunteer workers under the county liability insurance. It specifically states that no disability percentage of salary compensation will be paid."

As for the latter, we presume that generally, volunteers would not receive percentage-of-salary benefits, since they are not paid salaries in the first place.

4. Regardless of your decision on general ongoing coverage, you can consider special-event time-limited policies, e.g., when volunteers and clients go camping or skiing together, or on relatively long journeys--anything which you consider more than ordinarily likely to produce injury. This can be for the particular number of volunteers and clients involved in each event, and usually it can easily be obtained at something like 50¢ - $1 per person involved. Waivers are also frequently obtained in such situations, but see Section A 2 (c).

5. For reasons and complications noted above, a general accident policy for all volunteers in your program might be the best way to go. Without endorsing any particular one, we note the following alternatives of which we are now aware:

(a) The St. Paul "Volunteer Workers Blanket Accident Policy." We are advised that an adequate amount of coverage is possible here for as little as $1.25 per volunteer per year, or even lower when a relatively larger number of volunteers is involved. It is even possible that a number of programs may combine their volunteers under a definition of "association" acceptable to this company, for purposes of securing the lower rates. For further information on this latter possibility, write Mr. Bert Dougherty, c/o NICOVIC, P.O. Box 2150, Boulder, Colo., 80302. While our copies last, a brochure describing this policy, rates, etc. is attached to the present report. If not attached, it may be procureable from your local agent or by writing to the St. Paul Fire and Marine Insurance Company, St. Paul, Minnesota. The policy is already in use with some chapters of volunteer groups such as Big Brothers, Y's Men, Auxiliary Police, Red Cross, Candy Stripers, Gray Ladies, etc.

(b) At least one court volunteer program, Partners of Denver (817 17th St., Suite 424, Denver, Colo. 80202) covers its volunteers for "accident and bodily injury sustained while participating in, directly going to, and returning from group and single unit activities sponsored by Partners." Annual premium is $350.00 per year for about 100 volunteers. This particular accident policy is written by the Insurance Company of North America, Philadelphia, Penn.

(c) As of 1969 we have record of a voluntary group accident insurance policy written by the American Home Assurance Company for volunteers serving the Massachusetts Dept. of Mental Health. Benefits were described as $1,000 for accidental death and dismemberment and $500 blanket accident medical, for a premium of $5.00 per person (presumably yearly). Apparently, too, it was possible for some but not all volunteers to apply for this policy.

6. It would seem that the overall fee for general accident coverage will be relatively nominal, and we have heard of agencies further reducing the burden by requiring that the volunteer deposit his premium share upon registration as a volunteer. Our caution here is to be sure such a provision is freely waived in the case of low-income volunteers, youth, and the like.

C. AUTOMOBILE LIABILITY INSURANCE

1. You cannot normally assume this is covered in general accident insurance policies (Sec. B).

2. As a general rule, "adequate" coverage, as used here, would be defined as $100,000 per person/$300,000 per occurrence, bodily injury, and $50,000 per occurrence, property damage.

3. Assuming each individual volunteer already has adequate primary coverage of his own (see below), excess auto liability and/or excess comprehensive personal liability is available in 28 states at $3 per year per volunteer for both, $2 per year for either alone, from Pacific Indemnity Company. (Dunn and Fowler, Inc., 67 Wall Street, New York, New York). The National Recreation and Park Association volunteers, for example, are covered in this way.

Similarly, a consultant reports that "The Tennessee Department of Social Services is hoping to adopt a plan for the purchase of excess auto and excess personal liability insurance under a group plan for volunteers providing transportation, etc. This type of group policy can be purchased from the National Recreation and Park Association and the Insurance Company of North America."

4. Normally, however, the rule is: If the individual volunteer does not have at least adequate auto insurance as an individual, that is, primary coverage, he should not drive for you, and remember that excess auto liability (Par. 3 above) is apparently available only when a minimum of primary coverage exists.

5. In regard to 4 above, a question concerning auto insurance should be on every volunteer registration, or screening form. It is highly desirable to require further that each volunteer who is in any way likely to drive in line of duty, present a certificate of insurance. Obviously, too, you should check that his automobile driver's license is valid and up-to-date (you'd be surprised how many people forget to renew, for example).

6. Apparently a rather special case is the one where volunteers drive state or public vehicles rather than their own cars, and it might be that this will turn out to be easier to work out. Thus, in early 1971, Governor Evans of Washington ordered that state-owned vehicles should be made available to volunteer drivers in the performance of their state-related volunteer duties. These drivers are insured like any regular state employees, and Governor Evan's January, 1971 memorandum on this subject, to all appropriate state agencies, is quoted in its entirety below:

"Several agencies have inquired about the State's vehicle liability insurance as it pertains to VOLUNTEERS driving State vehicles on State business. You are advised that the insurance policy provides protection to the State and the driver up to a single-limit of $35,000 per occurrence if an accident occurs while driving a State vehicle on State business." (See also Section II A 12 in the general matter of a state's responsibility for auto liability protection, though not to the volunteer.)

7. (a) Note that, normally, no amount of insurance will adequately cover accidents caused by gross negligence, e.g., driving while intoxicated. It would be wise to check the volunteer's driving record for such things as DWI, if he is likely to be driving for you.

(b) Some auto insurance coverage does not cover overcrowded cars (as companies define it) and some auto insurance does not cover cars driven as "public" conveyances (e.g., possibly as a volunteer for the court); it may cover only the volunteer driving his own car. (But see 6 above in this regard.)

III. CONCLUDING REMARKS

Whatever insurance plan you may finally adopt, be sure the volunteer is generally advised of its broad provisions, coverage and limitations (probably as a part of pre-service orientation). Stress, too, good judgment and due care, and that no insurance really protects against wanton and willful misconduct or gross negligence.

- - - - - -

Whosoever has persevered to this point, needs no reminder that this area is largely uncharted and frequently unclear. Your comments, criticisms and suggestions are therefore particularly welcome and should be addressed to the National Information Center on Volunteers in Courts, P.O. Box 2150, Boulder, Colorado 80302.

APPENDIX F

SUGGESTIONS TOWARD A CURRICULUM IN THE MANAGEMENT OF VOLUNTEER PROGRAMS IN COURTS

(With Relevance to Volunteer Program Administration Regardless of Field)

I. Rationale and Need

The number of regular service volunteers in this country is estimated at no less than sixty million, and the movement is increasing with impressive impetus today. Yet, only two universities in the entire nation can be identified as providing college level curricula designed to train professional leadership for such programs. Even workshops are something of a rarity in this area.

Particularly in view of the national concern for growth in the volunteer area, as expressed by President Nixon's Committee for Voluntary Action, and elsewhere, it is clear that this lack of professional leadership is a severe bottleneck, preventing effective utilization of the highly motivated and capable local volunteers who are coming forward, usefully to involve themselves in our urban and community problems. As just one recent example, a state governor's study of volunteer programs in his state is reported to have found that only four out of one hundred had properly-prepared professional leadership, and these were the relatively more successful ones.

The situation is not better in corrections volunteerism. In fact, it is probably worse, due to the newness of the movement.

Three independently conducted research evaluations indicate an optimistic outlook for the impact of well-run volunteer programs on probationers. However, the requisite program managerial skills are quite complex and demanding professionally, and, as one might expect in such a new movement, the average probation professional is almost totally untrained in the necessary techniques.

Professional leadership is the bottleneck and at least three types of educational attacks are urgently needed.

1. More national and regional workshops specialized on techniques of volunteer program management in corrections, from two days to a week in length. Five such workshops have taken place already, each from a day to a week in length. At least five more workshops are scheduled in the next six months. Early over-subscription of previous workshops indicate a real need for this curriculum, and Boulder has been able to develop through experience a suitably relevant and organized course outline, backed by a quite comprehensive set of current reading materials.

2. Installation as a unit in a longer correctional curriculum, e.g. a Summer Institute. The advantage here is that, instead of volunteer management appearing as isolated from the rest of corrections (as it tends to be in specialized workshops above) it is presented more naturally, integrated with other correctional-managerial tasks.

3. A full college-level curriculum for volunteer administration. Job magnitude and skill required, richly merit this, we believe.

It could be operated generically as matters common to volunteer program management regardless of service area. The student could later specialize topically.

II. General Characteristics of the Curriculum

A. Trainee Targets:

1. As noted above, design focuses on the management of volunteer programs in probation and parole, but can be extended to detention volunteers, and is structurally adaptable to management of volunteer programs in any human service area.

2. Presumably, the course objective would be to cultivate expertise in the job area (a) Director of Volunteers, Supervisor of Volunteer Services, etc. It would also help prepare (b) the volunteer services consultant, program installation person, or troubleshooter, on loan from a larger organization as needed (e.g. state), rather than attached permanently to the local court or other local agency.

In either case we are concerned with the role taken seriously as a career objective.

Please note: This curriculum is not designed for the rank-and-file volunteer.

B. Length of Time:

1. Could be fit into a period as small as 4 days to a week, e.g. at Institutes, workshops, or as a section incorporated in a longer curriculum covering matters other than volunteer program management. In fact, similar formats have already been used successfully in several special institutes.

2. Alternately, this outline can easily be the basis of a full-semester college course. Indeed, each unit of the proposed curriculum could merit a semester's attention and contains enough published material to suggest such a course length.

C. Resources:

1. Only a few readings are suggested by way of example under each curriculum unit. However, the literature is actually far richer than these citations

2. Installation as a unit in a longer correctional curriculum, e.g. a Summer Institute. The advantage here is that, instead of volunteer management appearing as isolated from the rest of corrections (as it tends to be in specialized workshops above) it is presented more naturally, integrated with other correctional-managerial tasks.

3. A full college-level curriculum for volunteer administration. Job magnitude and skill required, richly merit this, we believe.

It could be operated generically as matters common to volunteer program management regardless of service area. The student could later specialize topically.

II. General Characteristics of the Curriculum

A. Trainee Targets:

1. As noted above, design focuses on the management of volunteer programs in probation and parole, but can be extended to detention volunteers, and is structurally adaptable to management of volunteer programs in any human service area.

2. Presumably, the course objective would be to cultivate expertise in the job area (a) Director of Volunteers, Supervisor of Volunteer Services, etc. It would also help prepare (b) the volunteer services consultant, program installation person, or troubleshooter, on loan from a larger organization as needed (e.g. state), rather than attached permanently to the local court or other local agency.

In either case we are concerned with the role taken seriously as a career objective.

Please note: This curriculum is not designed for the rank-and-file volunteer.

B. Length of Time:

1. Could be fit into a period as small as 4 days to a week, e.g. at Institutes, workshops, or as a section incorporated in a longer curriculum covering matters other than volunteer program management. In fact, similar formats have already been used successfully in several special institutes.

2. Alternately, this outline can easily be the basis of a full-semester college course. Indeed, each unit of the proposed curriculum could merit a semester's attention and contains enough published material to suggest such a course length.

C. Resources:

1. Only a few readings are suggested by way of example under each curriculum unit. However, the literature is actually far richer than these citations

might indicate. Boulder publishes and revises yearly a bibliography of correctional volunteerism which currently contains nearly 150 titles. A "Conglomerate Bibliography" of Volunteerism in general, prepared two years ago, includes 500 titles.

Several types of curricular resource of a general nature are not linked to a particular topical area below, but should be mentioned here.

2. Journals, Newsletters. There are quite a few of these for the student to follow and refer to: "Volunteer Administration" (Northeastern University), "The Volunteers' Digest," "AAVSC Newsletter," "IPAA Newsletter," "The Volunteer Courts Newsletter," "The Detention Volunteer," "New Careers Newsletter," etc.

3. Field experiences should be readily accessible for course-related visitations and internships. These will include tours, interview and/or field tours with supervisors of volunteers, the volunteers themselves, and the clients served by volunteers (e.g. probationers, parolees). Program related events such as volunteer training can be observed, etc.

With over 500 courts now using volunteers systematically in probation work, and an (estimated) nearly equal number of parole and detention locales employing them, it is exceedingly unlikely that any university, college, or workshop center is more than an easy drive distant from at least several such facilities.

When one broadens purview to encompass facilities or organizations in any of the thirty human service areas in which volunteers are customarily utilized, the very high probability of adjacent field-locales becomes a virtual certainty.

As one example of the above--though a rather more than ordinarily favorable one--one finds within a thirty-minute drive of downtown Denver, Colorado, (a) at least ten courts with volunteer programs and (b) at least a hundred locales in which other types of human service volunteer programs are operating, e.g. hospitals, boy scouts, public welfare, etc. (This figure is extremely conservative. A 1968 survey established a minimum of 40 volunteer-using agencies in the adjacent community of Boulder alone).

4. Faculty. As Director of the National Information Center on Volunteers in Courts, the writer is personally acquainted with no less than fifteen persons who could, as faculty, assume most competently, the primary responsibility for conducting a college level course in correctional volunteerism, as outlined below.

The number is, of course, considerably larger outside the writer's acquaintanceship and/or for volunteerism in other service areas, and/or for "Guest Lecturers" in selected areas.

Disciplines which provide experts in various aspects of a volunteer administration curriculum include: Social Work (especially community organization), Public or Business Administration, Psychology (personnel, communications), Sociology, and possibly Journalism-Advertising (Public Relations).

III. Curriculum Outline-Draft

Unit A. Philosophy, History, Basic Terms.

1. Definition of key terms and concepts, e.g. "volunteer," "volunteerism," and "voluntarism"; distinguish conceptually, volunteerism as "non-paid participation," and voluntarism as "free will participation." Consider time-commitment and regularity variables, level of expense-subsidization, professional-subprofessional dimension in relation to volunteer concept, etc.

2. Introductory enumeration of service areas and roles in which citizen volunteers have served. Emphasize correctional or other areas which may be of particular course interest. (May be categorized by major disciplines in which volunteer assistance has been incorporated, e.g. social work, medicine, mental health, etc.)

Develop and examine alternative conceptual analyses of major dimensions of volunteer participation.

3. History of volunteerism in the United States, with comparative analysis to other nations, as deemed contributory to insight.

4. Objectives and Philosophy of volunteerism. Some alternative models:

(a) Amplification of service hours delivered to client, per unit of paid professional input.

(b) Regardless of amplification, unique qualities which the volunteer may contribute to encounters with the client, by virtue of his role, job status, etc.

(c) Volunteer participation as a source for diversification of skills co-optable into the treatment process.

(d) The volunteer taking on routine-drudgery tasks, in order to free the professional for operating more exclusively as a professional in contact with the client. Note: Contrast (a) above, where the professional is likely to be more removed from contact with client, because of volunteer participation.

(e) The volunteer as agency advisor or policy-maker.

(f) Citizen education, public relations, community influence.

5. Review of Impact Research:

(a) On clients of the system (e.g. probationers).

(b) On agency structure and organization (e.g. Court).

(c) On the traditional role of the professional, and in creation of new professional roles (e.g. probation officers).

(d) On related service agencies.

(e) On the community at large.

(f) On the volunteers themselves.

Some Suggested Readings for Trainees for Unit A

Burnett, "The Volunteer Probation Counselor," Judicature, 1969, Vol. 52, 258-259.

Holmes, et. al., "The Volunteer Returns to the Court," The Juvenile Judges Journal, Winter, 1968.

Goddard and Jacobson, "Volunteer Services in a Juvenile Court," Crime and Delinquency, April, 1967, 334-343.

Leenhouts, "Concerned Citizens and a City Criminal Court," 1967.

Lane County Juvenile Department Annual Reports, 1965-68.

Denver County Court, "The Use of Volunteer Probation Counselors: A Special Demonstration Project," Report on LEAA Grant #037, 1968, 90 pages.

Royal Oak MIMH Grant Report (due out in early 1970).

Pinto, L.J., "Volunteerism in the Juvenile Court: A Case Study."

Books:

1. Scheier, and Goter, "Using Volunteers in Court Settings" (especially Chapters 1 and 2.)
2. Johnson, "Volunteers in Community Service."
3. Naylor, "Volunteers Today," etc.

Unit B. Varieties of Volunteer Usage.

To combat a prevalent impression that volunteer programs are restricted to fixed role patternings, e.g. Big Brother (1-to-1), and convey instead the concept of volunteers as a diversified medium with which the professional works, selecting the roles and skills which best implement and augment the service objectives of the organization.

1. a. (Link to Unit A, Part 4). Administrative, office work, any facilitating work not primarily associated with client contact.

   b. Advisory to organization, policy making.

   c. Educational and political influence in the community.

   d. Contribute money, material, facilities, or help secure them for others.

   e. Client contact:
      i. Support-friendship
      ii. Mediator, facilitator of social-physical environment
      iii. Behavior model
      iv. Teacher of academic, vocational, or social skills
      v. Observation-information in regard to client in his social setting
      vi. Limit-setting

2. Levels of Responsibility.

Sub-professional to volunteer as professional

Time-commitments

Broad varieties of supervision (introductory treatment)

Some Suggested Readings for Trainees in Unit B

Scheier, et.al., "National Register of Volunteer Jobs in Court Settings," 1967.

Book:
OJD/YD, "Volunteer Programs in Courts: Collected Papers on Productive Programs," 1969, 268 pps.

Unit C. Recruiting: Who are the Volunteers?

1. Demography of American Volunteer in re-age, social class, education, previous experience, marital status, etc. (Note especially, recent trends in regard to increasing sophistication of the volunteer and unwillingness to accept positions perceived as drudgery or meaningless).

*2. Eight or ten major volunteer recruiting techniques; relative advantages and disadvantages of each, and relationship of techniques used to particular program objectives. (The concept of focused or selective recruiting, etc.)

3. Identification and analysis of particularly favorable recruiting sources in typical American communities.

Some Suggested Readings for Trainees in Unit C

Books:
"Using Volunteers in Court Settings," (Chapter 3) and Johnson, "Volunteers in Community Service."
There are several excellent publications of the Veteran's Administration Voluntary Service Sub-Committee on Recruitment and Retention of Volunteers.

*Possibly this section may also include implications of the current failure to recruit "pure," unsubsidized volunteers from the poor; relation to "New Careers Movement," etc.

"Americans Volunteer."
"Mobilization of Non-Poor Volunteers in Community Action," OEO Guidance Publication #6015-1.

Films:
"Don't Curse the Darkness," "The Revolving Door," and "Big Help for Small Offenders."

Unit D. Volunteer Screening.

1. Philosophy of volunteer screening, e.g. why screen; how selective to be; the counter-theme of encouraging the potentially good volunteer who lacks confidence, etc.

2. Screening techniques in common usage, e.g. application form, interview, group-membership pre-screening; character reference and agency checks, testing, etc.

3. Pre-service identification of the successful volunteer: approaches from theory, anecdotal observation, and research evidence.

4. Matching the volunteer to the job and/or the individual client.

Some Suggested Reading for Trainees, Unit D

"Using Volunteers in Court Settings," Chapter 4, and a number of other publications.

Unit E. Orientation and Training.

1. Theory, rationale, and objectives of volunteer training.

2. Overview of typical curricula, media, and materials.

Some Suggested Readings for Trainees for Unit E

Denver University, "Volunteer Probation Counselors in the Denver County Court; A Study of the Opinions of 95 Probation Counselors about the Training Program, the Project and Probation," Group thesis presented to the Graduate School of Social Work, Denver University, June, 1968, 136 pps.

Jorgensen, J.D., "Outline of Training Course for Volunteer Counselors as Conducted by the University of Denver School of Social Work."
Project Reports from the Jewish Board of Guardians and the Texas Adult Probation Projects, both of which specialized in the training of court volunteers.

Books:
"Using Volunteers in Court Settings," Chapter 5.
"Training the Court Volunteer," now in preparation, due for publication in late 1970.
Stenzel and Feeney, "Volunteer Training and Development."

Films:
"The Price of a Life." A Film especially designed for training court volunteers sponsored by OJD/YD, HEW, expected to be released in Summer, 1970. "The Dangerous Years."

Unit F. Motivation, Incentive and Support.

1. Analysis of volunteer motivations.

2. Agency and staff motivations in relation to volunteer programs. Analysis of reasons why some professionals are threatened by volunteers.

3. Review and analysis of varieties of incentives used in volunteer programs.

Some Suggested Readings for Trainees of Unit F

The Johnson, the Naylor and the Scheier books (Chapter 6) and the VA publications previously mentioned.

Unit G. Organizational and Administrative Matters Related to Volunteer Programs.

1. Financing volunteer programs; resources, specimen budgets, etc.

2. Public relations.

3. Alternative structural models for incorporating volunteers into a pre-existing agency organization.

4. Special communication problems and techniques in volunteer programs, record-keeping systems, accountability, etc.

Some Suggested Readings for Trainees of Unit G

"Using Volunteers in Court Settings," Chapters 8, 9, and 10; Lane County Juvenile Reports; a publication on structural models to be prepared this year, etc.

Unit H. Evaluating Volunteer Programs.

1. Rationale of evaluation.

2. Evaluating individual volunteers, methodology and procedure.

3. Evaluating programs, methodology, procedures, specimen results.

Some Suggested Readings for Trainees of Unit H

Denver University Graduate School of Social Work reports; Denver County, Royal Oak, and Boulder Project Technical Reports; Northeastern University's "Let's Measure Up"; "Using Volunteers in Court Settings," Chapter 7, etc.

Unit I. Changes in the Role of the Professional.

1. Issues and alternatives concerning direct contact with the client.

2. Supervision of the volunteer.

3. Relations between the paid professional and the volunteer.

4. New administrative, public relations, and communication challenges.

APPENDIX G

BOULDER DISTRICT COURT,
JUVENILE DIVISION

VOLUNTEER REGISTRATION FORM

Referred to: _____

Date: _____ By: _____

Programs: _____

It is a normal part of Court procedure to reserve the right to make such checks as we deem appropriate on the suitability of any new worker, for the important responsibility of work involving juveniles. This applies to professional and volunteer staffs, quite naturally, since it is our policy to treat volunteers with all the consideration given professionals.

We trust you will understand this in the spirit intended. Any checks will be made in a manner designed not to cause you embarrassment, but please feel free to discuss this matter further with any Court authority, before proceeding with arrangements for volunteer service.

Date: _____

1. Name _____ Home Phone _____
2. Address _____ Bus. Phone _____
   Home Address (if different) _____
3. Date of Birth _____ Sex _____
4. Marital Status: (Circle One) S M W D
5. Children, and their ages:

   _____ _____

   _____ _____

6. Education: Do you have a High School Diploma? Yes _____ No _____
   College: Years Degrees Major/Minor Areas

   _____

   _____

7. Present Occupation: _____
   How long have you been in this occupation? (Give dates) _____
8. What is your husband's (or wife's) name and occupation? _____

   _____

9. What hobbies/recreational activities do you enjoy most?

   _____

10. Have you ever worked with young people before, teenagers or younger? If so, please describe this work briefly.

    _____

    _____

    _____

11. What sort of work would you like to do with juveniles for the Boulder Court?

    _____

    _____

12. How much time per week (on an average) do you think you'll be able to spend?

    _____

    How long have you lived in Boulder County? _____

13. Do you recall how you first heard about Boulder Court activities with juveniles? One of our publications, friend, the newspaper, radio, perhaps several sources? If it was through a friend or acquaintance, we'll appreciate their names. _____

    _____

14. We would be interested in your ideas/views on juvenile delinquency. There is room for many points of view, and the Court is sympathetically interested in trying out as many of these views as seem reasonable. Please state your views frankly. (Use the back if necessary.)

APPENDIX H

SHARED ACTIVITY INVENTORY

Volunteer's Name _____

Spouse/friend partner _____

Type of Activity	Probable	Possible	Unlikely
Entertainment			
Boat rides			
Bowling			
Car rides			
Movies			
Pinball			
Pool			
Special shows (e.g. circus, etc.)			
Others (specify) _____			
Cultural			
Art			
Ballet			
Concerts			
Drama			
Music appreciation			
Writing			
Others (specify)_____			
Educational			
Courses (e.g. nightschool)			
Institution visits (e.g. museum)			
Tutoring (subjects) _____			
Others (specify)_____			
Skills			
Cooking			
Driving			
Mechanics			
Sewing			
Others (specify) _____			

Personal	Probable	Possible	Unlikely
Visits to own home			
Visits to friends, relatives			
Shopping			
Watching T.V.			
Listening to records			
Others (specify)			

Sports	Participant			Spectator		
	Prob.	Poss.	Unlike.	Prob.	Poss.	Unlike.
Baseball						
Basketball						
Boxing						
Camping						
Canoeing						
Car Racing						
Car Rally						
Fishing						
Foot ball						
Golf						
Golf Driving						
Golf, Miniature						
Hiking						
Hockey						
Horseback Riding						
Hunting						
Jogging						
Judo						
Shooting						
Skiing						
Snowmobiling						
Tennis						
Track						
Volleyball						
Waterskiing						
Others (specify)						
_____						
_____						
_____						
_____						

APPENDIX I

CORRECTIONAL/PREFERENCE SURVEY

The BC-1 Volunteer Says:

1. I feel comfortable working in face-to-face relationships with youths. A a d D
2. I believe I have more patience with people than the average person. A a d D
3. Working in a noisy, disorganized setting sometimes upsets me. A a d D
4. I am not easily discouraged by slow progress. A a d D
5. Discipline is more effective when it consists of rewarding positive behavior rather than punishing misbehavior. A a d D
6. It sometimes bothers me to work with people who demand constant attention. A a d D
7. However understanding I may be in other things, I really draw the line at allowing youth to curse at me or use abusive language. A a d D
8. I consider myself rather careful and neat in dress. A a d D
9. Add the following age points for each volunteer: under 25=0, 25-30=1, 30-35-2, 36 and over = 3.
10. Add the following family status points: single=0; married, no children=1, married, children under 14=2; married at least one child over 14=3.

The BC-2 Volunteer:

1. In my relationships with youths, I see myself in a counselor-friend role. A a d D
2. In order to help delinquents, it is important to allow them to make some decisions on their own. A a d D
3. I've never really had much in the way of personal problems of my own. A a d D
4. Leading group counseling sessions really isn't my thing. A a d D
5. I like to work with young people who are intellectually challenging. A a d D
6. Sometimes I think people really go overboard in looking for "hidden" meanings in things. A a d D
7. You can only help those students who are really willing to talk about their problems. A a d D
8. Psychology and psychoanalysis is probably over-rated as a way of understanding delinquent youth. A a d D
9. To be effective with a problem youth, you've got to be able to stand off a bit and be objective. A a d D

10. When I make a mistake or do wrong, I am willing to admit it to a young person. A a d D

The BC-3 Volunteer:

1. You can't trust most delinquents because they will only try to take advantage of you. A a d D
2. I prefer to work where the rules are clear and everyone is expected to follow them. A a d D
3. You have to get emotionally involved with a youth to really help him with his problems. A a d D
4. Good discipline is the most important part of a treatment program. A a d D
5. Much of the time delinquents can't help getting into trouble; they're victims of circumstance. A a d D
6. The counselor usually must make the decision as to what is best for a youth. A a d D
7. I don't believe it is part of my job to handle any direct physical challenge to my authority by a youth. A a d D
8, 9. If volunteer is below average relative to other volunteers on BC-2 scale, add six points; otherwise 0.
10. If volunteer is below average relative to your other volunteers on BC-1, add three points; otherwise 0.

The BC-4 Volunteer:

1. You can learn a lot about what makes a particular delinquent "tick" by closely observing his behavior. A a d D
2. Most youths just "go along with" the rehabilitation program, but don't really change. A a d D
3. I'm always willing to change beliefs to argument, even on basic issues. A a d D
4. Most delinquent youths believe that knowing who has the "drag" or power is all that counts in getting what they want. A a d D
5. The best way to change delinquents is to get them to start thinking for themselves. A a d D
6. It's foolish to trust a delinquent youth until you've tested him out over a long period. A a d D
7. Any youth can rise above the bad influence of his friends, if he really wants to. A a d D
8. Delinquents have to learn the world has certain expectations as to the way people should behave. A a d D
9. When it comes right down to it, the adults in a youth's life are far more important than those his own age. A a d D
10. Add 3 points if volunteer's score on BC-1 is above average for your volunteers; otherwise 0.

In each case, score ranges from 0 to 30, indicating least to most potential for working with this kind of youth. In each item, A = strongly agree, a = agree, d = disagree, and D = strongly disagree. In our key, we'll underline the top-potential answer which gets a score of 3, with 2, 1, and 0 respectively given to grades of answer to the other extreme. Score is always relative to other available volunteers of course.

APPENDIX J

VOLUNTEER-CLIENT SURVEY

Procedure

At the time the volunteer applies to the court to become a volunteer counselor, he would be given, in addition to the usual application form, a set of open end questions. For example:

(1) The strengths that I have to offer as a counselor are _____

(2) My main reasons for wanting to be a volunteer counselor are_____

(3) I think I would work best with a probationer who _____

(4) I enjoy the following activities_____

(5) The behavior that would bother me most about a probationer would be_____

(6) I presently am employed as a _____

(7) My marital and family situation is_____

(8) In terms of religion, I am _____

(9) I would expect a probationer to_____

(10) The main reasons for people getting into trouble with the law are_____

At the time the defendent (delinquent) is placed on probation he would in addition to completing the usual forms be given a set of open end questions. For example:

(1) The strengths that I have in undertaking probation are _____

(2) My main reasons for wanting to be placed on probation are_____

(3) I think I would work best with a probation counselor who_____

(4) I enjoy the following activities_____

(5) The thing that would bother me most about a probation officer would be_____

(6) I presently am employed or (am a student) at_____

(7) The things that are most important about my family situation are_____

(8) In terms of religion, I am_____

(9) I would expect a probation counselor to_____

(10) The main reasons for me getting into trouble with the law are_____

The anonymous-coded probationer forms would be kept in a file in the probation office as would the anonymous-coded probation counselor forms. The procedure for matching would be:

(1) At the time of being placed on probation the probationer would be informed that he would have a voice in determining who his counselor would be. He would be advised that he could rank (1), (2), (3) according to his preference from the total file of counselor forms.

(2) His ranking would be recorded in his file for future reference.

(3) As the anonymous probation counselors' forms are selected by the probationer, the counselors would be called in to go through the files and rank the probationer forms (1), (2), (3) according to his preference.

(4) The priority for matching would be:

(a) Where probationer and probation counselor ranked each other #1.

(b) Where probationer ranks probation counselor #1 and counselor ranks probationer 2 or 3.

(c) Where probation counselor ranks probationer #1 and probationer ranks counselor 2 or 3.

(d) Other combinations of 1, 2 and 3.

Advantages

(1) It would give some voice to both probationer and probation counselor in the matter of selection and matching.

(2) This voice should have the effect of promoting greater commitment on the part of both parties to make the probation succeed.

APPENDIX K

To Budget
Committee:

THREE YEAR PLAN
October 1969-September 1972

FOR DEVELOPMENT OF VOLUNTEER PROJECT-INCLUDING ESTIMATED VOLUNTEER HOURS AND SAVINGS TO THE STATE WITH FEWER INSTITUTIONALIZED YOUTH

I. Projected Number of Trained Volunteers for a 3-year period and probationers to receive supervision services. Out of the total volunteers 1/3 at any one time are either between assignment or temporarily unavailable. This is the reason for the number of probationers being two-thirds (2/3) of the volunteer strength. Following is the projection for volunteers to be trained and probationers to receive supervision each year. *

Oct. 1969-70		Oct. 1970-71		Oct. 1971-72	
Vol. Tr.	Prob. Sup.	Vol. Tr.	Prob. Sup.	Vol. Tr.	Prob. Sup.
100	66	300	200	570	380

The Percentage of the State's Population to Receive Volunteer Services Each Grant Year:

Percentage of state population covered by volunteer services:			
Number of Communities		Total Population	% of Total State
1969-70	1	124,542	41%
1970-71	9	192,430	64%
1971-72	20	215,588	71%

II. The Value of Volunteer Hours Given

Volunteers are asked to spend at least 2 hours a week (or 8 hours a month) with their probationers. We have discovered that the volunteers average at least 12 hours a month with their probationers. We estimate that their intensive

*An accompanying chart, not reproduced here, broke this down, community-by-community in the state.

one-to-one service rendered is worth to the state the hourly wage paid to a Probation Officer Trainee ($4.50 an hour). An average probationer is on the volunteer project for eight months--giving a total of $540 services a month or $4,320 for the eight months with a probationer per year. On this basis, projected services for the three year period would give the following contribution by volunteer labor as follows:

	Probationers Served 8 mo. a yr. average	Value at 12 Hours a Month @ $4.50 per hr.
1969-70	66	$ 28,512.00
1970-71	200	86,400.00
1971-72	380	164,160.00

III. Study of the Revocation Rate Statewide

(When probation is revoked, a juvenile is institutionalized--lasting on the average of 6 months.) A study of revocation rate reveals that 22% of regular supervised caseloads are revoked. During the first year of volunteer program operation, the revocation rate was 7% or 1/3 that of regular supervised caseloads. This we would expect from the intensive one-to-one relationship and more time spent by volunteers with the probationers than is allowed with the regular probation officer carrying 90 - 100 cases.

The (State Juvenile Institution) estimates the average time of institutionalization to be six months--which costs the taxpayer $6,500 per child.* Based on the differences in percentage between 7% and 22%, we project the savings as follows:

Grant Year	Total No. Prob. with volunteers	22% Revoc. if on reg. caseload	7% Revoc. on volunteers	Differences between percentages	Savings @$6,500 per child per 6 months in an institution
1969-70	66	15	5	10	$ 65,000
1970-71	200	44	14	30	195,000
1971-72	380	84	27	57	370,000
THREE YEAR TOTALS	646	143	46	97	$ 630,000

*A recent analysis in the Center's files is even more dramatic in this particular regard, estimating the total cost of arrest, correction and two-year incarceration of an adult at $22,000. This can be compared to $100-150 per volunteer per year, assuming the offender can be rehabilitated by a volunteer.

IV. Volunteer Project

Funds spent by Federal and State Governments compared with volunteer contributions and funds saved by fewer institutionalized youths.

THE COST TO:

A. State and Federal Governments for a 3 year program

Expenses 1969-70

Federal	60%	$43,113.00
State	40%	29,053.00
TOTAL		$72,166.00

B. Volunteer Contribution during the same period.

Expenses 1969-70

Vol. Time	$28,512.00
Prob. not inst.	65,000.00
TOTAL	$93,512.00

A. State and Federal Governments for a 3 year program

Expenses 1970-71

Federal	60%	$44,299.00
State	40%	29,783.00
TOTAL		$74,082.00

B. Volunteer Contribution during the same period

Expenses 1970-71

Vol. Time	$86,400.00
Prob. not inst.	195,000.00
TOTAL	$281,400.00

Expenses 1971-72

Federal	60%	$54,136.00
State	40%	36,434.00
TOTAL		$90,570.00

Expenses 1971-72

Vol. Time	$164,160.00
Prob. not inst.	370,500.00
TOTAL	$534,660.00

3 YEAR TOTAL $236,818.00

3 YEAR TOTAL $909,572.00

V. Caseload Ratio of Volunteer Program Staff to Probationers Matched with Volunteers

During the first year of volunteer program operation, it is recommended that each Staff Member carry a caseload of 40 probationers and their volunteers. This may be expanded to 50 probationers and their volunteers during the second year.

To meet the projected goal of providing services to 500 probationers within the Project by 1975 the need for additional staff should be anticipated.

APPENDIX L

ENGROSSED HOUSE BILL NO. 71

State of Washington
42nd Regular Session

by Representatives Bledsoe, Kiskaddon and Moon
(be Legislative Council request)

Read first time January 11, 1971, and referred to Committee on Labor and Employment Security.

AN ACT relating to workmen's compensation; extending medical aid coverage to state volunteer workers; amending section 51.16.140, chapter 23, Laws of 1961 and RCW 51.16.140; and adding a new section to chapter 23, Laws of 1961 and to chapter 51.12 RCW.

BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF WASHINGTON:

NEW SECTION. Section 1. There is added to chapter 23, Laws of 1961 and to chapter 51.12 RCW a new section to read as follows:

Volunteers shall be deemed employees and/or workmen, as the case may be, for all purposes relating to medical aid benefits under Title 51 RCW.

A "volunteer" shall mean a person who performs any assigned or authorized duties for the state, except civil defense workers as described by RCW 38.52, brought about by one's own free choice, receives no salary, and is registered as a volunteer with a state agency or organization for the purpose of engaging in authorized volunteer service: PROVIDED, that said person may be granted maintenance and reimbursement for actual expenses necessarily incurred in performing his assigned or authorized duties.

Sec. 2. Section 51.16.140, chapter 23, Laws of 1961 and RCW 51.16.140 are each amended to read as follows:

The employer shall deduct from the pay of each of his workmen engaged in extrahazardous work one-half of the amount the employer is required to pay into the medical aid fund for or on account of the employment of such workman: PROVIDED, That the employer or governmental unit shall pay the entire amount into the medical aid fund for volunteers, as defined in section 1 of this 1971 amendatory act. It shall be unlawful for the employer to deduct or obtain any part of the premium required to be by him paid into the accident fund from the wages or earnings of any of his workmen, and the making of or attempt to make any such deduction shall be a gross misdemeanor.

*U.S. GOVERNMENT PRINTING OFFICE: 1973 514-414/198 1-3

END