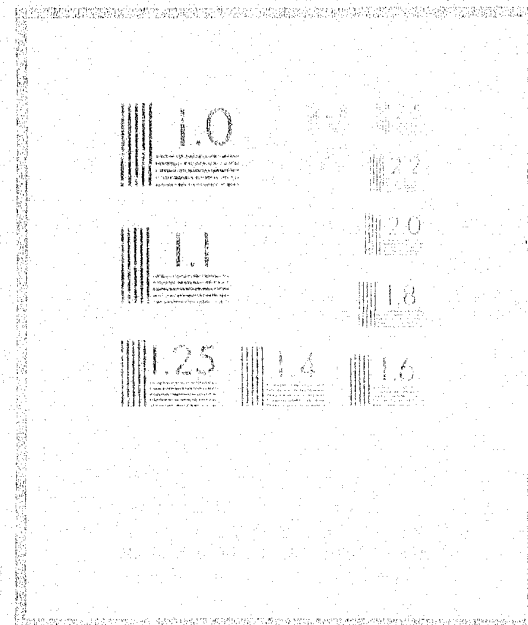# NCJRS

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Model Volunteer Project

INFORMATIONAL SERIES NO. 2

PROGRAM MODELS

FOR

VOLUNTEER SERVICES

DEVELOPMENT

39949

YOUTH INSTITUTIONS

PROBATION DEPARTMENTS

COMMUNITY-BASED PROGRAMS

State of California

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MODEL VOLUNTEER PROJECT

A Grant Program Funded by The
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FOREWORD

This publication describes three models for the development of volunteer programs--in youth institutions, in probation, and in community-based projects. The models are being published by the Model Volunteer Project to stimulate interest in volunteerism and to promote the development of quality volunteer services within California's criminal justice system. These models are designed specifically for programs in the planning phase, although they also provide valuable insights to administrators of more advanced programs.

This publication is designed for program managers, probation officers, institution administrators and others who are potential users of programs involving volunteers. The Model Volunteer Project, a California Youth Authority program funded through the Office of Criminal Justice Planning, also provides other resource and consultative services to assist in the development of volunteer programs in the criminal justice system.

Readers are encouraged to share this publication with others. This is a public document and the Department of the Youth Authority grants permission to reproduce it in full or in part.

Allen F. Breed, Director

January 1975

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INTRODUCTION

The reports presented in the following pages offer the reader structured models for the development of volunteer services in a particular system or agency. The three papers focus on youth institutions, probation departments, and community-based programs.

Models for youth institutions and community-based programs are the products of model-building workshops conducted respectively by Elizabeth Yost and Judith Maxwell, Volunteer Services Consultants for the Department of the Youth Authority. The third model, applicable to probation departments, was designed by Elizabeth Yost and Alan Lawson, Assistant Superintendent of Preston School of Industry.

In each case, the process of developing a volunteer program has essential similarities to the planning and establishment of professional services, entailing administrative and fiscal support, the early selection of a competent program administrator, comprehensive planning reflecting the input of staff, clients and potential volunteers, and adequate provisions for evaluative feedback and consequent modification.

These models are intended to stimulate interest in volunteer utilization and to demonstrate that volunteer services can meet specifically defined needs and objectives. Volunteers can assist with both routine tasks and more demanding jobs in corrections and in the community.

Although the models emphasize the importance of the planning phase of volunteer services development, they should not be read as a set of instructions for designing a program and do not take into account every factor that should be considered when doing so. Rather, each model is a guide to the processes involved in planning, and is adaptable to the unique needs, resources and limitations of the particular system or agency.

My sincere thanks are extended to Judith Embree, Eugene Sahs and Elizabeth Yost, workshop leaders; to the many participants who contributed to these models; and to Laura Viglione and Christopher Kimble who, respectively, typed and assembled this publication.

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V. Pearldean Golightly
Volunteer Services Administrator
Model Volunteer Project

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A MODEL FOR THE DEVELOPMENT OF

VOLUNTEER PROGRAMS

IN

YOUTH INSTITUTIONS

PREFACE

This is a model for development of a volunteer program within a medium sized California Youth Authority institution. It is set forth as one means of focusing on a persistent problem area within an institutional setting and stimulating interest in the utilization of volunteers to assist in alleviating that problem. Rationalization for utilization of volunteers within the institutional setting, achievable objectives and guidelines to action are included as part of the model set forth.

For purposes of creating ideas for this model, a one-day workshop was held with the following participants:

Perry Graves, Coordinator of Special Services, DeWitt Nelson Youth Conservation Center, Department of the Youth Authority

John Holland, Head Group Supervisor, Northern California Reception Center-Clinic, Department of the Youth Authority

Richard Kolze, Superintendent, Karl Holton School, Department of the Youth Authority

Alan Lawson, Assistant Superintendent, Preston School of Industry, Department of the Youth Authority

Roy Lewis, Associate Social Research Analyst, Planning, Research, Evaluation and Development Branch, Department of the Youth Authority

Nola Obermire, Volunteer, Northern California Reception Center-Clinic, Department of the Youth Authority

Elizabeth Yost, Volunteer Services Consultant, Prevention and Community Corrections Branch, Department of the Youth Authority

Eugene Sahs, Professor of Social Work, California State University, Sacramento, was the workshop leader and provided a written documentation of the results of the workshop.

This model is intended to stimulate interest in the utilization of volunteers in institutions and by no means includes every factor to be taken into consideration when initiating such a program. A volunteer program such as the one suggested herein would have to be adapted to the unique needs of the system that it will be created to serve.

Elizabeth Yost
Volunteer Services Consultant
Prevention and Community Corrections Branch
Department of the Youth Authority

BACKGROUND

The goal of corrections and all of its component parts is the protection of society through actions calculated to minimize the possibility of future illegal conduct on the part of the correctional client. It has been set forth that this correctional process has the most probability for success if it is carried out in the community and in non-institutional settings. Nevertheless, many delinquent youths need the structure and control that an institutional setting can provide and it is apparent that institutions will continue to serve a major function within the correctional system.

There are many problems related to the utilization of institutions as a vehicle for rehabilitation and resocialization. These have been documented extensively at both the state and national level.[1] Key issues cited are: Confusing and conflicting goals; geographic location; institutional size; cottage or living unit size (usually 50 to a unit); staffing patterns and utilization of staff; lack of public acceptance and support; low visibility; lack of ability to individualize programs; difficulty in developing and maintaining programs that can keep abreast of society's changing needs; and the lack of adequate linkage to the community. One of the inherent handicaps of institutions is their creation of an atypical, if not unnatural social setting. The housing of large numbers of delinquent youths together and the institutional process itself sets up a series of negative influences that serve as additional obstacles to overcome before the institution can move towards a rehabilitative goal.

The issues and problems facing California Youth Authority institutions are not dissimilar from those cited in national studies. Created in 1941, the Youth Authority had to undertake a massive building program to accommodate the heavy commitment rates of the post W.W. II years. Within a relatively few years the Youth Authority became a very large organization with a network of reception centers, institutions, camps and parole centers located throughout the state. Further, the Youth Authority has had difficulty in obtaining sufficient staff and resources to have an impact upon the ward counter-culture and delinquent orientation of the institution population. Wards are assigned to institutions

1. President's Commission on Law Enforcement and Administration of Justice. The Challenge of Crime in a Free Society, and, Task Force Report: Corrections. U.S. Printing Office. 1967.

   Joint Commission on Correctional Manpower and Training. Perspectives on Correctional Manpower and Training, Manpower and Training in Correctional Institutions, Offenders as a Correctional Manpower Resource, and, Volunteers Look at Corrections. U.S. Printing Office. 1968.

   California Board of Corrections. Coordinating California Corrections: Field Services, Institutions and the System. 1971.

   National Advisory Commission on Criminal Justice Standards and Goals. Corrections. U.S. Printing Office. 1973.

on the basis of treatment desired which sometimes results in wards being located some distance from their home communities.

ISSUES TO BE ADDRESSED

Two major issues facing most if not all CYA institutions are:

a. Minimizing and diluting the ward counter-culture. Within the institutional setting the strongest influence over the ward is that of peer pressure and ward culture. Placement in an institution provides interruption in the family influence, interruption in vocational, educational or other community influences and facilitates the maximization of the influence of peers--the other delinquent youth. Institutionalized wards have limited normal heterosexual contact. In addition, they receive very little exposure to non-delinquent values and are subjected to strong pressures to conform with the ward counter-culture. With existing cottage size and staffing patterns, institutions are seldom in a position to successfully compete with that subculture.

b. Minimizing conflict within the institution and strengthening feelings of personal safety and security on the part of the wards. It is unrealistic to expect resocialization and rehabilitation to take place unless a youth's basic need for personal security and safety are met. Fear, anxiety, and resentment caused by incidents of personal property being ripped off, physical threats and assaults will need to be reduced before wards can concentrate on the institution's formal program. In the same vein, wards need to have the feeling that they are being dealt with fairly before they will expose themselves for involvement in the correctional process.

GOAL

To significantly enhance the institutional program at the living unit level through planned, systematic utilization of volunteers as a means of minimizing and diluting the ward counter-culture, reducing the level of conflict within the unit, and increasing the feelings of personal security on the part of wards and staff.

OBJECTIVES

During the period of the first project year to:

a. Reduce the number of assaults of wards on staff by 25%

b. Reduce the number of assaults of wards on wards by 25%

c. Reduce the inventories of personal weapons maintained by wards for protection purposes by 25%

RATIONALE FOR USE OF VOLUNTEERS

In meeting the objectives the following could be considered: Increase the staffing pattern in the living units during critical hours; reduce the size of the living units to 20; and increase the number of staff assigned to each unit. None of the above alternatives appear feasible because of high cost factors. Even though the Fricot Project of the Youth Authority (reduced cottage size to 20 plus enriched staffing patterns) demonstrated favorable results and these results held throughout several years of parole experience before deteriorating, cost and population factors have prevented utilization of those concepts in other settings. Considering the series of incidents that occurred over a number of years before the Youth Authority was able to gain fiscal support for a low ward/staff ratio as demonstrated in the Fricot Project, it is doubtful that any significant increase in staff from state funds would be possible at this time.

The utilization of volunteers as a means of meeting the stated objective does appear within the realm of fiscal possibility. Through the expenditure of funds equivalent to one professional position and one clerical position, the institution can recruit, train and maintain the services of 100 volunteers. Upon completion of the first project year, the institution would have the further capacity to expand the use of volunteers without significant additional expenditures.

Other justifications for use of volunteers in this capacity are:

1. This is an effective way of helping bridge the gap between the institution and the community.

2. Volunteers do not carry the "staff" role or responsibility and can therefore relate to the wards at a different and frequently more informal level.

3. The influx of persons from the community will be helpful in nudging the educational and vocational programs in directions most consistent with community expectations and needs--conversely, volunteers can serve as a viable force for change within the community too.

4. The influence of persons coming in from the community will also have an impact on staff by giving them support and assisting them in their day to day group living responsibilities, thereby helping to reduce the "burn-out" factor that sometimes affects members of correctional staffs.

5. The influence of the volunteer will be helpful to the institution and corrections through public relation efforts which will enhance visibility and credibility.

PROGRAM DESCRIPTION

A typical, medium sized Youth Authority institution houses 400 wards located in four 100-bed dorms with each of these dorms divided into two 50-bed living units. The administrative structure includes the

institution superintendent, the assistant superintendent who carries program administration responsibilities, treatment team supervisors who carry program responsibility for each of the 100-bed complexes, senior youth counselor and youth counselors who carry living unit and case responsibilities on the 50-bed units, and group supervisors who carry the responsibility for night time supervision. Others include the social work staff, teaching and vocational staff, psychologist, superintendent of education, head group supervisor, supervisor of special treatment, case work supervisor, business manager, etc. Most institutions focus their efforts around a primary treatment modality, i.e., behavior modification, transactional analysis, etc., and offer either a predominately educational or vocational program.

This model provides for six months lead time before the first volunteers are assigned in the institution. During this period of time, preparatory activities as outlined in the "Guidelines for Action" section of this model will take place. These include such matters as selection of volunteer program staff, preparation of guidelines for utilization of volunteers, staff training, etc. During the first six operational months of the program, 50 volunteers will be assigned to four of the eight living units. During the second six months of the program, volunteers will be assigned to the remaining four living units. Administrative controls and assignments will remain the same except that during the expansion period the volunteer coordinator will utilize the services of volunteers to carry out much of the recruitment, training and on-going supervision of the new group of volunteers.

Implementation of this model requires the services of two staff positions, a volunteer coordinator and a clerk-steno in order to provide for the recruitment, training and utilization of a cadre of volunteers. In addition, auxiliary services to the volunteer program should be supplied by the institution's training officer who would be a resource to the volunteer coordinator and assist with volunteer and staff training. A large percentage of training of volunteers must be done by line staff with appropriate shift relief for preparation and time spent in class while providing orientation and training for the volunteer.

The volunteers will serve under the administrative responsibility of two of the four treatment team supervisors and will be assigned at a rate of five volunteers per day into the 50-bed living units. Volunteers will be asked to serve four hours, one day per week during the late afternoon and early evening hours, those periods of time when wards are not involved in regular scheduled school, work or vocational programs. While carrying out their assignments, they will work under the direct supervision of the youth counselor in the unit to which they are assigned and will function as program aides.

Volunteers will be asked to relate to wards directly, both individually and in groups, to provide counseling and supervision, and to assist in the development and implementation of programs appropriate to the needs of the wards in the unit. Dependent upon the skills as well as interests of the volunteers and the needs of the wards, this could evolve into a series of highly individualized programs such as tutoring, job identification and counseling, survival, premarital and prenatal counseling, quasi-legal counseling, special recreational efforts, etc.

The intent of the project is to provide significant enrichment of the amount of time and attention that individual wards might receive. Through the influx of additional counseling resources, coupled with the community input that they provide, it is projected that a higher number of wards will have the opportunity to learn to deal with their problems as well as the anxieties and fears that accompany them. In addition, it is anticipated that wards' feelings of self worth and security will be strengthened when they have an opportunity to develop relationships with non-delinquent oriented persons, as well as establishing some connecting links back into the community. Through these combined efforts, it is predicted that an overall improvement in the atmosphere of the living unit can be observed and that this improvement will be accompanied by a similar reduction in the number of assaults and conflicts within the unit.

The program will be monitored on a consistent basis and impact assessed every six months through the examination of existing living unit logs, "tone" reports and other performance reports including feedback from volunteers, wards and staff. If the program is successful, these regular institutional reports should reflect a significantly lower number of assaults of wards on staff, wards on wards as well as a significantly lower number of personal weapons being maintained by wards when compared with data obtained before initiation of the volunteer program. In addition, during the first six months of the operation of the program, performance reports from the four experimental units having volunteers will be compared with performance reports from four control units which will be living units not included in the volunteer program at that time.

GUIDELINES TO ACTION

I. Administrative Considerations. (Lead time -- 6 months)

This model provides for the systematic utilization of persons from the community interested in serving as volunteers within the institution. It is a significant undertaking and one that will impact on all phases of the institution's operation. The institution superintendent or program administrator wishing to proceed with this model will need to proceed at four different administrative levels:

A. Within the upper administrative level of the Youth Authority in order to gain administrative and fiscal support for the program. This can be done through the introduction of a "concept" paper outlining the purposes of the projected program, the need for additional resources, annual budget costs, etc.

B. Within the middle management group of the institution. Here the concept should be introduced, goals and objectives clarified and guidelines established for the utilization of volunteers in order to gain the necessary support and commitment of this group before proceeding further in the development of the volunteer program. The middle management group will also be the group responsible for development of the policy statement regarding the volunteer program. This statement should include the following:

1. Establishment of the utilization of volunteers as a regular part of the institutional program.

2. Guidelines for the use of volunteers regarding safety, security, insurance and procedural items.

3. Support of procedures outlining the orderly selection, training, placement and supervision of the volunteers.

4. Support for the establishment of a nucleus of staff to administer the program.

5. Support for the resources necessary for an operational volunteer program such as training for staff who will be utilizing volunteers, shift relief for staff who will be involved in the volunteer training program, and supportive services of the institution's training officer.

C. Within institutional supervisory and line staff. Staff input at the initiation of program design is essential in order to assist in defining the need for volunteers, their role in the institution and guidelines for their supervision. Staff and volunteer responsibilities will need to be clearly defined in order to guard against possible future misunderstandings and breakdowns in communication.

D. In all stages of program development as well as in on-going monitoring functions, it is crucial that input be solicited and encouraged. This input can come from individuals or ward groups such as ward activity and recreation committees. If the program design does not take into consideration the needs and desires of the receivers of the volunteers' services, then the program's success will be doubtful.

In addition to laying the ground work within the institution to establish a volunteer program, input should be sought from potential volunteers.

II. Staff Positions.

The vital goal of planning for a good volunteer program is that of hiring the best possible person for the coordinator of volunteer services and then placing that person in the agency at a level and in a position where the job can be accomplished.

A. The services of a full-time volunteer coordinator will be required. The position should be at or comparable to that of a treatment team supervisor with placement into a staff position reporting directly either to the superintendent or the assistant superintendent. The volunteer coordinator should be well qualified with experience including that of service as a volunteer or as director of a volunteer program in another agency. The coordinator's background should reflect a good balance between community and correctional institutional expe-

rience. In view of the public relations, coordinating and training demands of the position, the person selected should also possess a good range of organization, communication, training and public relations skills. Educational requirements should be in keeping with established requirements for the TTS position and recruitment should be on an open-promotional basis. The volunteer coordinator should be appointed six months in advance of the projected beginning date for insertion of volunteers in the institution. Operating within the policy statement set forth, the volunteer coordinator will be responsible for both planning and operational aspects of the program. A sample of the coordinator's duties include: Determination of the needs of wards in the institution, recruitment and selection of volunteers, development of volunteer resources, maintenance of public relations, volunteer and staff training, placement of volunteers, and establishment of comprehensive feedback systems.

B. A clerk-steno will be required to handle the clerical-secretarial aspects of the program and assist the volunteer coordinator. In a program of this magnitude involving both community and institution, it is critical that the person appointed be interested and capable of exerting initiative in handling daily problems relating to the program as well as keeping abreast of the progress of the total program.

III. Staff Training and Orientation

Staff orientation and training in the utilization of volunteers should take place as early as possible in the six month program planning stage and should continue throughout the length of the program. The two major objectives of orienting staff to volunteers are:

A. To develop and maintain an early and continual staff commitment to the program. Staff need to see volunteers as assets rather than simply additional persons to supervise. A continuous process of communication and followup is necessary to assure that problems can be aired openly and resolved. In addition, the thinking of staff can be expanded to realize the many and varied tasks which volunteers can perform. If staff's reticence to utilize volunteers can be overcome and a real commitment is made to the program, it is hoped that an atmosphere of openess will prevail in which communication and problem-solving can take place after the program becomes operational.

B. To develop the special skills that staff need in order to supervise volunteers. These skills include learning how to assume the role of supervisor, acting as a consultant to the volunteer, imparting their knowledge and skills to the volunteer, and clarifying the role of the volunteer. Staff will also need to learn how to evaluate the performance of volunteers and assist volunteers in improving their performance in deficient areas.

IV. Feedback, Recognition, Deselection

When bringing groups of new people into an institution to perform additional functions, many problems will be encountered. These are the same kinds of problems which would result in any organization when new persons are introduced bringing with them new ideas and creating new roles. Many of these problems can be anticipated and overcome by training. Others can only be dealt with as they arise.

As a means of keeping communications open, the volunteer coordinator will have primary responsibility for maintaining close contact with the four living units and staff members involved. The coordinator will also clarify roles and enter into problem solving and negotiations as needed. When a problem cannot be overcome by the staff member and volunteer involved, the coordinator will intercede with several options, including those of reassigning or terminating the volunteer.

The feedback system should be set up to accommodate positive as well as negative feedback. Since volunteers serve without pay, staff need to be tuned in as how to assist volunteers in achieving personal job satisfaction. Supportive recognition for volunteers' efforts should also be a regular part of the program. In addition, formalized recognition procedures will be established.

V. Evaluation

At the end of the first six months of the operational volunteer program, there should be a noticeable difference in the climate and tone of the four living units utilizing volunteers as compared to the four living units that will not have volunteers. Additional comparisons can be made by checking the previous records of the units utilizing volunteers before the volunteer program became operational.

Continuous feedback will be conducted at three levels. Feedback from volunteers will be solicited regarding whether or not the training they received prepared them to adequately fulfill their job assignments; their relationships with staff on the unit and the quality of supervision they receive while on the job; their expectations of the volunteer program and whether or not the activities and other aspects of the program have met their expectations. Suggestions for improvement of the program will be encouraged.

Procedures will also be set up to receive feedback from all staff involved in the program. This feedback will cover: Staff attitudes toward volunteers; the performance of volunteers; how wards react to the volunteers and the activities of the program; and the general tone of the living units.

Feedback from wards will be encouraged to determine: How they view the volunteer program; whether or not the activities of the

volunteers and the program are helpful or useful; whether or not volunteers are effective in dealing with wards; and suggestions for improvements of the program.

At the project level, the specific objectives deal with acts and incidents that are already well documented within the institutional program. As such, primary evaluative efforts will focus on those instruments and reports that tend to document the overall tone of an institution at any one point in time. Further, there is a range of "escapist" type behavior that is also documented and can serve as predictors of the level of personal security and anxiety within a living unit. When wards are anxious or fearful, and want to escape or remove themselves from tense conflict situations, there may be an increase in any of the following: The number of sick calls, requests to go to the gym or recreation center, early bed line, the number of "head calls" at night, "turn-overs in bed", those who stay awake all night for fear of an attack, the number of personal weapons found, and actual escape attempts as well as suicide attempts. All of the above serve to document what is going on in the living units and these observations before and after the establishment of the volunteer program will be utilized to determine its effectiveness.

At the end of one project year (not including the six months lead time before volunteers were introduced into the units), it is expected that the results of the data gathering outlined will reveal that: There has been a 25% reduction in the number of assaults of wards on staff; there has been a 25% reduction in the number of assaults of wards on wards; there has been a reduction by 25% of the inventories of personal weapons maintained by wards for protection purposes. Additionally, it is expected that there has been a reduction in the amount of personal property stolen in the living units and an increase in feelings of personal security and safety on the part of both wards and staff.

A MODEL FOR THE DEVELOPMENT OF

VOLUNTEER PROGRAMS

IN

PROBATION

PREFACE

    This is a model for the development of a volunteer program within a probation department. For purposes of example, a fictitious department and statistics were used. This model is not intended as an outline to be followed in establishing a volunteer program. It is presented in order to stimulate ideas and interest in the utilization of volunteers as one way to meet a correctional department's needs and objectives and it is by no means all inclusive in its examples of how volunteers can be utilized. Ideally, a volunteer program must be tailored to meet the particular needs of the agency and its staff, clients and volunteers which the program is intended to serve. Contributors to this model were:

        Alan Lawson, Assistant Superintendent, Preston
          School of Industry, Department of the Youth
          Authority (formerly consultant with the
          Prevention and Community Corrections Branch)

        Elizabeth Yost, Volunteer Services Consultant,
          Prevention and Community Corrections Branch,
          Department of the Youth Authority

                Elizabeth Yost
                Volunteer Services Consultant
                Prevention and Community Corrections Branch
                Department of the Youth Authority

BACKGROUND

Review of the Pacific County Probation Department workload and client characteristics over the past five years reveals that: The population of the county has grown from 200,000 in 1968 to a current level of 250,000 in 1973 as indicated by the U.S. Census Bureau. According to the Bureau of Criminal Statistics, the number of persons on probation in the county has increased from 2,200 in 1968 to a current level of 3,000 in 1972. Through a continual increase of personnel in the department, an average caseload size of 95 cases per officer has been maintained through the five year period. During this same five year period, the average daily population at juvenile hall has increased from 50 to 75 and the average length of stay has increased from 16 days to 23 days. In a five year period with an added caseload increase of 40% and an increase of 50% in the average daily population of juvenile hall, the budget for the Pacific County Probation Department has increased from $2,000,000 to $2,750,000. Three factors -- increased number of probationers, increased detention time, and increased average daily population are the major identifiable changes that would account for a large portion of this increase in budget.

Only through increases in staff and budget has the department been able to maintain a consistent level of service over the past five years. Based on the rate of increase over the last five years, it appears that it will again be necessary to increase the probation department budget significantly next year. The rate of referrals to probation has been increasing during the past four years as exemplified by the following figures drawn from probation department records. In 1968, 30% of referrals to probation were first-time referrals; in 1969, 33%; 1970, 37%; 1971, 41%; 1972, 45%. This shows very clearly that the rate of first-time referrals to the probation department has been increasing by 3.75% per year over the last four year period.

In 1968, 30% of active probation cases appeared before the courts with new offenses. This violation rate has increased during the five year period to a point where in 1972 42% of active probationers appeared before the court with new offenses.

Following is a chart containing a few client characteristics of the caseload of the Pacific County Probation Department:

Adult	Total Caseload	Working Full Time	*3 or More Agencies	Income Under $3,000
1968	1,100	550	600	550
1969	1,200	600	700	600
1970	1,300	650	800	650
1971	1,400	700	900	700
1972	1,500	750	1,000	750

*Mental Health, Welfare, Probation

Juvenile	Total Caseload	Working Full Time	*3 or More Agencies	Income Under $3,000
1968	1,100	1,000	500	1,100
1969	1,200	1,100	600	1,100
1970	1,300	1,200	700	1,200
1971	1,400	1,300	800	1,300
1972	1,500	1,400	900	1,400

*Mental Health, Welfare, Probation

Services typically provided by probation officers are limited to reg-
ular surveillance contacts, interagency referrals for service, necessary
paperwork, investigations, and a limited amount of crisis counseling.
On the average, the field probation officer is able to spend only about
30 minutes out of a month working with each client (excepting the in-
tensive supervision unit where caseloads are substantially lower).

GOAL

To improve the level of service to probationers and to first-time re-
ferrals in lieu of formal probation in the hope of reducing rate of
increase of number of probationers, reducing the probation violation
rate, and alleviating population pressures in juvenile hall.

OBJECTIVES

1. Reduce the rate of increase of first-time referral
petitions by 5% during the first year.

2. Reduce the number of active probationers appearing
before the courts with new violations during the
first year of probation by 5%.

In meeting the above stated objectives, the following alternatives
can be considered: Increase of staff; specialized caseloads; diver-
sionary program at juvenile hall intake; and a client classification
system in support of specialized caseload assignments. All of these
possibilities would involve policy factors between probation and other
local units of government as well as major changes in budget and staff
patterns. It is proposed that the same can be accomplished through
the proper utilization of volunteers.

PROGRAM DESCRIPTION

During the past five years, the average length of stay at juvenile hall
has increased from 17 to 23 days; first time referrals to the proba-
tion department have increased an average of 3.75% per year; and the
number of probationers appearing before the court with new violations
has increased from 30% to 42%. It is proposed that the two objectives
previously stated might be accomplished by providing clients with a

level and range of direct services that have not been available within
the present probation program. These and many other specialized ser-
vices can be provided by a cadre of adequately trained and supervised
volunteers.

It is anticipated that volunteers could furnish services that would
assist in alleviating or mitigating some of the characteristics of
clients of the department which are shown on the preceding chart.
These services would be in addition to those which a probation officer
could provide. For example, volunteers might provide tutoring, coun-
seling for job application and maintenance, assistance in raising the
level of home management skills, facilitating in the coordination of
multi-agency services to probationers as well as to first-time offend-
ers who would be provided these services in lieu of formal probation
supervision.

Under the guidance of intake officers, volunteers could provide a whole
range of diversionary and other services. As an example, volunteer
services could include: Conducting initial interviews; administering
psychological testing; gathering preliminary information on the client
including file search; providing intensive supervision at home between
detention hearing and court appearance; and, providing family or in-
dividual counseling either at the hall or at home if the youngster
is dismissed and released. At the intake level at juvenile hall, the
addition of volunteer assistance which would focus in the 601 type of
referrals and attempt to resolve problems with schools, parents, etc.,
might alleviate the necessity for the intervention of formal probation
services.

Volunteers could work with field probation officers in an effort to in-
crease the level of service provided to clients and could be utilized
in any number of areas depending upon the needs of the cases assigned
to the officers. For example, services that could be rendered are drug
counseling, vocational counseling, recreational activities and tutoring.
Specialized volunteer services might also be made available to managers
and staff at all levels within the total department.

A director of volunteer services position will be established at a
level equal to that of the directors of intake, field services, and
other divisional heads responsible directly to the chief probation
officer or his assistant. The position is seen as functioning in a
staff capacity providing resources and advisory services to the chief
probation officer and other division heads. Even though this position
will have no direct line responsibility, it is suggested that the po-
sition be placed at this level because of the degree of skill and ex-
perience needed to adequately assess the needs of the department, have
access to programs throughout the probation department and be fully
informed through staff meetings.

MANAGERIAL ADMINISTRATIVE LEVELS

The director of volunteer services is expected but not required to
have the following kinds of experience: That of having been a volun-
teer; a volunteer program director in another agency; and a profession-
al in the criminal justice system. It is helpful but not mandatory

for the director of volunteers to have had training in the following: Communication, public relations, community organization, training techniques, interviewing, business and public administration, corrections, and some general background in sociology, social work, and psychology. Educational standards should be in keeping with existing departmental promotional requirements.

The major responsibilities of the volunteer services director shall include development of volunteer and other community resources; publicity; screening; training of volunteers as well as staff; assessing volunteer capabilities, strengths and skills; and ensuring that staff utilize these resources to the greatest advantage to accomplish the department's objectives. Typical activities of the director will include attending all administrative staff meetings; attending unit meetings as deemed necessary; establishing and maintaining community contacts; assessing the resources of the community; developing training programs to ensure that departmental personnel use volunteer and community resources to the best possible advantage; developing printed materials and a system which will ensure consistent intra-departmental communication.

(In establishing a volunteer program, it is necessary for an agency to formulate its own unique policy for the utilization of volunteers. Such policy might define the department's position and reflect its philosophy. The following is an example.) Pacific County Probation Department's policy concerning the utilization of volunteers is as follows:

> It is the policy of the department that the utilization of volunteer services shall be encouraged in all program areas as an expansion of the resources of the department, not a replacement of staff functions, in an effort to make maximum use of community resources that would otherwise be unavailable to the department and its clients. Care shall be taken that volunteer personnel not be placed in a position where the safety and security of clients, staff, or volunteers are in danger. In support of this policy, procedures will be established to ensure the orderly selection, placement and management of all volunteers and community resources utilized by the department. Such procedures shall take the following into consideration: Selection standards; screening processes; proper orientation and screening of both volunteers and paid personnel; recordkeeping; standards for selection of staff that are to utilize volunteers; and an informational sharing and feedback system. It is vitally important that volunteers be made aware of departmental policy as well as the laws under which the department functions. The administration shall provide for regularly scheduled meetings to periodically review and evaluate the program.

As with the utilization of any departmental resource, only qualified personnel will be eligible for possible utilization of volunteer services. In order to ensure that staff are properly qualified, each staff member will be provided the opportunity to take part in training programs designed to develop skills necessary for the proper management and supervision of volunteer services. Qualifying standards shall include not less than 10 hours of training in management and supervisoral skills, three hours of public relations training, and a thorough familiarization with departmental policy and procedures relating to the volunteer component. Only those staff members who have completed this training program (or those who are deemed by the director of volunteer services to have had adequate managerial experience) will be given the opportunity to apply to utilize services available through the volunteer program.

WORK SCHEDULE

-- Present proposal to board of supervisors, county executive officer, juvenile justice commission, judges, and others necessary in order to enlist support and resources. First six months following board of supervisors' approval, the following tasks shall be undertaken concurrently or in overlapping order:

-- Work in conjunction with personnel department in setting up a new job classification and request applicants based on standards established for the position.

-- Interview applicants and make selection of a volunteer services director.

-- Set up a series of meetings including departmental administrator, volunteer services director, trainer, division heads, and others deemed necessary for the purpose of establishing policy, operating procedures, and developing a staff and volunteer training program.

-- Begin training program for staff.

-- Volunteer coordinator is involved in getting input from staff as to how staff would utilize volunteers and assessing the needs of the staff and clients that may be met through the utilization of volunteers and community resources.

-- Concurrently, the volunteer services coordinators would be becoming familiar with organization of the community and possible sources of volunteers as well as other resources.

-- A substantial amount of staff training completed.

-- Seventh month, begin volunteer recruitment and selection process.

-- Within 30 days of start of recruitment, ten volunteers will be trained and assigned within the department.

-- Program maintenance functions and periodic evaluations will continue from this point on.

EVALUATION

Objective #1

Progress toward the first objective will be measured at the end of six months and again at one year after the program becomes operational and volunteers are assigned. These will be the measures to evaluate progress towards objective #1:

1. The degree to which the increasing rate of first-time petitions has been reduced. In order to accomplish this, we will develop statistical data demonstrating the rate at which first-time offender petitions have been filed during the past five years and will compare that with the rate of filings at six months and at one year after this program has been in operation.

2. A measurement of the degree to which caseloads have been reduced.

3. Change in the average length of stay and average daily population at the juvenile hall.

In connection with this, we will also be concerned with juvenile hall operating costs as related to average daily population and length of stay. We will want to consider the impact that this program may have on the juvenile court workload.

Objective #2

Progress toward the second objective will be measured at the end of six months and again at one year to determine the degree to which violation rates of active probationers have been reduced. In addition, those cases receiving volunteer services will be so noted in their files so that comparison can be made with those that do not receive volunteer services. If referrals and violations are reduced, this may also have an effect on average length of stay and average daily population at the juvenile hall and may also be reflected in reduced court workloads.

A careful check will be maintained on the offense rates of youngsters receiving volunteer services in lieu of first-time petitions to ensure that the violation rate of these youngsters is equal to or less than the violation rates of youngsters receiving traditional probation services.

Comment

Data gathering will be the responsibility of the director of volunteers. He should establish procedures to accumulate appropriate data on a regular basis to ensure the evaluation as outlined can be carried out. He should also have the cooperation of each division head in delegating this data gathering to appropriate personnel within each operating unit.

VOLUNTEER PROGRAMS

COMMUNITY-BASED PROGRAMS

PREFACE

The VOLUNTEER PROGRAM MODEL: COMMUNITY BASED PROGRAMS was developed as the result of a one day workshop held in February, 1974. As one of the three volunteer program models it attempts to answer questions frequently asked by individuals with a limited working knowledge of voluntarism, program management and community development.

Participants were chosen for their expertise and practical experience in relationship to the above mentioned fields. It should be noted the participants wish to extend this MODEL by developing the next step, or the "How To" guidelines, i.e. recruitment, training, screening, supervision, and evaluation.

I wish to personally thank them for their time and enthusiasm.

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INTRODUCTION

This VOLUNTEER PROGRAM MODEL for a community based program contains both practical and realistic information which can be used by any group, agency or individual interested in developing a potential resource into a tangible service to clients.

Youth Service Bureaus, public and private diversion programs and parole centers located in neighborhoods, may readily adopt this MODEL to their operations.

Specific details have purposely been left out, to be added by the appropriate planning body as they reflect each community. The outline can give direction to those looking for a means to expand services to involve more diverse alternatives and strengthen ties with the general community. It can be seen as "an outline or a set of guidelines from which a group could work to develop an individual program designed for their own agency or to meet community needs."

Hopefully, flexibility is built into the MODEL. It should describe a PROCESS not "how to" deal with specifics. The following outline describes topics in a developmental process, a process typical for any program attempting to provide service in response to identified community or client need as contrasted with a program developed by agency definition or legislation. It attempts to build in the recipient as an identifier of: problems, resources, goals, solutions.

VOLUNTEER PROGRAM MODEL: COMMUNITY BASED PROGRAMS

I.   COMING TOGETHER

II.   INFLUENCE NEGOTIATIONS

III. RE-EVALUATION OF GROUP PROCESS

IV.   RESOURCE IDENTIFICATION

V.   DEFINITION OF VOLUNTEER

VI.   VOLUNTEER DEVELOPMENT

VII. PROGRAM DEVELOPMENT

VIII. DEVELOPMENT OF PROGRAM ACTIVITIES

IX.   EVALUATION

I. COMING TOGETHER

There are numerous reasons that people or organizations join to-
gether to discuss the potential for development of a program of
any kind. The following are examples of some reasons this may
happen.

A. To satisfy organization/agency needs:

1. As determined by the needs of the client

2. To improve, increase, or augment existing services

3. "Window dressing", political expediency, program fadism

B. For personal involvement:

1. Independent individuals with community concern

2. Interest in work of agency

3. Need for self-fulfillment, etc.

C. To legitimize the group in order to:

1. Develop direct liaison with agency or program

2. Become more influential on program and policy

3. Organize existing services for better service delivery

D. For redirection of an existing group:

1. Through recognition of other needs

2. For continuation of the group for the sake of the group

E. To influence institutional change:

1. The recipient as an instigator of new services

II. INFLUENCE NEGOTIATIONS

Once a group comes together power rests within certain individuals
by mere virtue of their presence, i.e. the JUDGE, the county ad-
ministrator, the law enforcement officer, the neighborhood "leader."
A hierarchy develops depending upon the agency, organization, politi-
cal, social or financial power represented in the membership. In
order to plan a truly "community based" program, a process of equali-
zation must occur by which all present have a voice in the devel-
opments that ensue. This is specifically stressed in order to
help people get through the organizational stage productively.
It is suggested that specific techniques can be used to equalize
power among those present. This can be done by someone respected

by all present or in the event there is no <u>one</u> person, perhaps one or two people who can serve as facilitators, liaison, etc. The importance of this step in the PROCESS needs repeated emphasis. Experience has shown that much has been done in the name of "the community" when it actually has been the agency voicing its opinions working from a power position. This could also be a community person or organization who has power over the individual agencies. It may be political power, financial power, even inferred power through hiring practices, etc. In any case it is most important that equalization occur in order to progress through the following steps with equal voice, equal input, and equal responsibility.

A. Time Frame Decisions: Short/Long Term

    1. Meetings - where, when, who

    2. Goals - objectives, activities

    3. Target dates

B. Hidden Agendas: Revealing as much as possible

    1. What do "I" need/want from the group

    2. Be aware of others needs

C. Problem DISCUSSION

    1. As identified by those present

    2. As indicated by community, agency, task force, etc.

D. Giving Clout to people:

    1. Composition of group to include cross section of recipients of service and/or those affected by development of program or change in service.

III. RE-EVALUATION OF GROUP PURPOSE

A. Re-evaluation of necessity and purpose for the group should occur for the following reasons:

    1. Group may not be appropriate body to carry out task

    2. Not enough information is available <u>at that time</u> to perform task

    3. There is no need for proposed service

    4. Service is inappropriate

B. If at this time the group decides to continue and identifies

itself, perhaps by name, by composition, or by need, the following steps are necessary:

1. Initial goal development - a restatement of background and problem areas upon which the group can focus thereby establishing goals for the ensuing period.

2. "What do I need" - each person must carefully identify what his needs are, for continuation of the group and for the continuation of his involvement.

3. Recomposition of group - to include those:

    a. necessary for accomplishment of goals

    b. who will broaden the cross section of resources

    c. directly affected by the development of such a program

IV. RESOURCE IDENTIFICATION

Once the recomposition of the group has occurred to represent the necessary resources, etc., the group needs to identify, both for the community and for themselves, the following items:

A. Budget: operating expenses, salaries, etc.

B. Space: whether that be for office, telephones, etc.

C. Materials: paper, typewriters, equipment, stamps

D. Volunteers: or the availability of those people within a defined community area

E. Time: primarily time of those within the sponsoring group for staff services as well as supervision

F. Other people: "power" - legislative, political, economical, social

V. DEFINITION OF "VOLUNTEER"

It now becomes necessary to define what is meant by the word "volunteer." The following items could be expanded greatly but represent a beginning working definition. The term volunteer describes two categories of people: Those who are there for their own reasons with a willingness to become involved and those who are there as a part of a fulfillment of other requirements.

A. "General Volunteers"

    1. Willingness to become involved with a particular organization

2. Comes forward at own instigation to perform agreed upon service

3. Freedom to withdraw

4. Freedom of mobility both inter and intra institutional

5. No salary (hourly wage)

6. Benefited primarily by rewards other than financial

B. "Special Volunteers"

1. Undergraduate students - those who are fulfilling a course requirement

2. Graduate students - those fulfilling requirements for degree

3. Partially reimbursed

   a. Transportation

   b. Food

   c. Out of pocket expenses

   d. Babysitting

   e. Etc.

4. Stipend

   a. ACTION, Vista, Foster Grandparents, etc.

VI. VOLUNTEER DEVELOPMENT

Of major concern is the potential for exploitation of the community resource. Those responsible for programming need to become aware of the influences surrounding volunteer work, the negative connotations of free help, of having someone else do the undesirable job. These can be prevented through a careful investigation of the "real reason" for the program. Is there, in fact, a hidden agenda that volunteers are going to replace, supplant, or in some way circumvent the necessity of hiring paid staff? Refer back to Item #1, Reasons for "Coming Together."

A. Mobility - develop a system of linked volunteer jobs to provide the volunteer with what amounts to ingrade transfers so that once the individual becomes proficient in a specific job, a linked job using greater skills can be used as an incentive to decrease drop out.

B. Career Ladder - Much the same as the traditional career ladder for paid staff leading up to various supervisory positions or administrative advisory consultant positions.

C. Hiring and firing of volunteers

1. Peers ought to be involved

2. System similar for paid staff such as oral panels, grievance committees, etc.

VII. PROGRAM DEVELOPMENT

A. Define who is the community or which sector of the community is important to this program.

1. Geographically

2. Socially

3. Functionally

4. Economically

B. Then check to see if other agencies are/or should be providing service you propose.

C. Insure maximum involvement of community including:

1. Potential volunteers

2. Clients/recipients

3. Law enforcement

4. Parent groups

5. Potential advisory board

6. Residents

7. Influential others

8. Youth

9. Volunteer bureau organizations

10. Church groups

11. Local social and fraternal organizations - formal and informal

12. Government bodies

13. Neighborhood groups

14. Other

D. Then follow the same steps for equalization of power or influences as in the first stages when the group was initially forming.

E. Minimize Agency Input - at this point in most program development the "agency" steps forth and overly exerts its influence/expertise onto those who initially came together and assumed responsibility for program development. A minimum involvement of governmental or establishment agencies should be encouraged, they can be used now as a technical resource.

F. Develop techniques and systems for maximum communication and participation both intra and intergroup, especially with other community organizations, agencies, etc.

G. Establish Boundaries - defining perimeters within the capabilities of the group--how big, how far, for whom.

1. Relevance (goals/clients/service)

2. Priorities

3. Timing and time

4. Accountability

5. Physical - location of program, etc.

6. Legal

7. Financial

H. Determine Objectives - using "Management by Objectives" criteria, define problem and proposed solution with appropriate measurable activities for evaluation of program "product and process."

I. Redirect other agencies, re your/their objectives, to prevent:

1. Overlapping services

2. Conflict of interest

3. Geographic disputes

4. Jurisdictional disputes

J. Examine program structure: What kind of permanence is being set up? How do you build a program so it doesn't institutionalize itself?

1. Build in self-renewal

2. Ask "If we don't do it, will/can somebody else do it better?"

VIII. DEVELOPMENT OF PROGRAM ACTIVITIES

Once a program has been determined with appropriate goals, quantifiable and time measurable objectives, it becomes possible to develop an assortment of roles and tasks for the volunteer. There are four major categories. This is by no means a definitive list of possible jobs but is an example of the four categories as defined.

A. Direct Participation:

1. One-to-one (volunteer/client)

2. Interpreter (buffer between agency and community, community and recipient of service, etc.)

3. Religious work

4. Lobbyist

5. Broker of services

6. Supervisor (of other volunteers)

7. Agent of change (this could describe most volunteer activities)

8. Advisor (policy making boards, etc.)

9. Consultant

10. Community organizer and developer

B. Support Tasks:

1. Recruitment

2. Office work

3. Orientation

4. Training (ongoing for both volunteers and staff, to include boards, etc.)

5. Fiscal/Budget

6. Publicity (for both agency and volunteer program, advertising, etc.)

7. Community relations

8. Coordination - both inter and intra-program working between agencies such as probation, welfare, law enforcement

C. Project Tasks:

   1. Fund raising

   2. Public relations

   3. Management of program

   4. Police development (direction, goals, etc.)

   5. Planning

   6. Pressure groups

   7. Defense groups "Friends of the Project" (can be seen as informational groups with clout)

   8. Causes (for better jails, more humane treatment of inmates, etc.)

D. Monitoring Tasks:

   1. Evaluation

   2. Redirection

   3. Feedback for development of training, etc.

IX. EVALUATION

Evaluation should be built in from the first "coming together." Without objective evaluation, program development, budget development, improvement of goals, development of realistic objectives, etc. cannot be as readily accomplished.

A. How well did you do what you said you were going to do?

B. How appropriate was what you did:

   1. In relationship to other programs in the community?

   2. To the needs of the community/client/agency?

   3. For the capabilities of the agency or program?

C. Was this the best way to do it or could someone else have done it better?

D. Return to step I "Coming Together." Have "stop action" steps to take the temperature of the program at each phase to evaluate for effectiveness, cost, appropriateness, etc.

E. Evaluation should be of both process and program, and is to include both paid and unpaid staff.

F. Those responsible for evaluation should involve, through survey, interview, etc., other community groups, those in the community who are recipients of service, volunteers, staff, etc. It should cross all lines - staff evaluating volunteers, volunteers evaluating staff, clients evaluating volunteers. This can be implemented through the development of an information system both:

   1. Internal - obtain profiles of client and volunteer

   2. External - In the target community, use qualified non-clients to determine why services are _not_ being used. For example, in a given target area, X number of appropriate recipients _do not_ make use of the service. By interviewing those potential recipients, who are qualified but are non-clients, you can determine their reasons for _not_ making use of the service. This has bearing on accountability of the agency or the program since one of the goals is to reach all qualified clients.

G. The evaluator need not be a paid staff person. The most important factor would be that he/she be part of the planning process and maintain continuous input and feedback as the program progresses.

H. Continuous feedback from the evaluator or researcher provides ways to redirect and correct inequities or tangents that program may take dependent on new staff, changes in the community, etc.

I. Evaluation can be used as a medium for rewarding paid and unpaid staff by showing progress, change, appropriateness of service, etc.

X. CONCLUSION

The foregoing model is presented to illustrate the process involved in planning the development of a community based program involving volunteers. Its premise is more significant to the development of a sound program than the details outlined in the model.

That premise is that any program will be more effective, will more fully exploit available resources, and will be more acceptable to clients if all the primary participants--paid staff, unpaid staff and clients--are involved in planning and decision-making from the beginning.

It is difficult, cumbersome and time-consuming to involve these three elements in the planning process. Yet doing so distributes the responsibility for success equally among those involved and creates opportunities for learning and for the community to develop its own expertise in problem-solving.

In order to make this model useful it should be viewed not as a blue-
print but as a guideline, a place to begin one's thinking. The all-
important details--how and when to recruit and train, who should
supervise--must be dealt with, but only as one phase in the total
plan. These details should be covered by standards, which we hope
will be developed in an ensuing publication.

END