

MF-1

*History of Volunteers in
Juvenile and Criminal Justice*

Teaching Module Booklet

-1-

83347

Funded by:

*L.E.E.A. - O.C.J.E.T. The Public Welfare Foundation
The W.H. Kellogg Foundation The Ford Motor Co. Fund*

*W.P.N.C.E.D.
1980 - 1981*

A DIVISION OF THE
NATIONAL COUNCIL ON CRIME AND DELINQUENCY

200 WASHINGTON SQUARE PLAZA ROYAL OAK, MICHIGAN 48067 (313) 398-8550

NCCRS

March, 1981

MAY 7 1982

KEITH J. LEENHOUTS, Director
Municipal - District Court Judge, 1959-1969

NATIONAL OFFICERS

H. LADD PLUMLEY*
Chairman of the Board
RICHARD L. GELB
Vice Chairman of the Board
ROBERT B. CLARK*
Vice Chairman, Governmental Affairs
JOHN L. KIDDE*
Vice Chairman, International Affairs
CARL M. LOEB, JR.*
Vice Chairman, Professional Affairs
ROBERT STUART*
Vice Chairman, National Affairs
MRS. POTTER STEWART*
Vice Chairman, Citizen Affairs
JOHN W. LARSEN*
Treasurer
HON. ARTHUR S. LANE*
Chairman, Executive Committee
WILLIAM F. MAY*
Chairman, National Executive Committee
MILTON G. RECTOR
President
FREDERICK WARD, JR.
Executive Vice President
LEONARD A. TROPIN
Vice President

VIP ADVISORY COUNCIL

Chairman
JOEL E. NYSTROM
Executive Director
International Y. M. C. A. (Ret.)

TADINI BACIGALUPI, JR.
President, Social Advocates
for Youth Program
San Francisco, California

JAMES V. BENNETT
Director, U.S. Bureau of Prisons (Ret.)

MR. JUSTICE TOM C. CLARK
U. S. Supreme Court (Ret.)

JUDGE HORACE B. HOLMES
Juvenile Court - Boulder

G. LA MARR HOWARD
Professor - Georgia State University

QUINTON T. HUGHES
Del Mar, California

LAURANCE M. HYDE, JR.
Professor of Law,
Nova University School of Law,
Fort Lauderdale, Florida

JOHN W. LESLIE
Honorary Chairman
Signode Corporation - Chicago

MRS. JOHN W. LESLIE
Evanston, Illinois

R. STANLEY LOWE
Casper, Wyoming

W. WALTER MENNINGER, M.D.
Menninger Foundation

MILTON G. RECTOR
President - NCCD

MR. JUSTICE POTTER STEWART
U. S. Supreme Court

MRS. POTTER STEWART
Washington, D. C.

MRS. THERESA YANCEY
Chicago, Illinois

Consultant
ROBERT C. MOFFITT
Executive Director,
Partners, Inc.
Denver, Colorado

TO: Professors of Juvenile and Criminal Justice.
Professors of Sociology, Psychology, etc.
teaching juvenile and criminal justice courses.
Professors, Trainers and others conducting training
for juvenile and criminal justice volunteer programs.

FROM: The Curriculum Development Committee: Dr. Vernon Fox,
Professor G. LaMarr Howard, Dr. Gordon Misner, Mrs.
Marcia Penn, Dr. Ernest L.V. Shelley, Judge Keith J.
Leenhouts, Project Coordinator and Ms. Vera I. Snyder,
Associate Project Coordinator

During the past decade there has been a proliferation of information
about volunteering. For those professionals interested, we are pleased
to provide you with curriculum materials to assist you in teaching and
developing classes or courses in juvenile and criminal justice volun-
teerism and juvenile and criminal justice general curriculum.

We have given much time and thought to this project since we are con-
vinced volunteerism is one of the best, if not the best, development
in juvenile and criminal justice programs during the last two decades.
Volunteers, working under careful and intelligent supervision, reduce
recidivism by greatly increasing effective rehabilitative services.

These materials have been prepared, compiled, printed and distributed
with funds from a grant from the Law Enforcement Assistance Administra-
tion Office of Criminal Justice Education and Training*, The Public
Welfare Foundation, the Ford Motor Company Fund and the W. K. Kellogg
Foundation. Special gratitude is extended to Dr. J. Price Foster,
Davis Haines, Leo J. Brennan, Jr., Dr. Peter R. Ellis and Professor
Thomas O. Johnson of Asbury College.

We do suggest broad flexibility in the use of these teaching module
booklets. The Teachers Outline, suggested Questions and Answers,
Learning Exercises, Bibliographies and Content Pages are to be used
by you in any and every way they will be most helpful. Please feel
free to be creative, imaginative and utilize the materials in a
manner which will best suit you. The same is true of the resource
packets, modules numbered eleven and twelve.

We feel volunteerism has a very legitimate and important place in
juvenile and criminal justice curriculum. We hope you agree and
fine these resources helpful.

Please let us know if we can be of any further assistance. We wish
you the best in your classes and courses on this most vital, crucial
and critical subject.

*Grant No. #79-DF-AX-0132. The contents do not necessarily
reflect the views and policies of LEAA.

OLUNTEERS IN REVENTION
OLUNTEERS IN ROSECUTION
OLUNTEERS IN ROBATION
OLUNTEERS IN RISON
OLUNTEERS IN PAROLE

HISTORY OF VOLUNTEERS IN JUVENILE AND CRIMINAL JUSTICE

One of twelve teaching module booklets
to assist Professors to teach classes
and/or courses on juvenile and criminal
justice volunteerism.

Written and Compiled by:

Dr. Vernon Fox, Florida State University--Founder of Southern Corrections
Conference
Professor G. LaMarr Howard, Georgia State University--Former Director of
Volunteers, Fulton County Juvenile Court (Georgia)
Dr. Gordon Misner, University of Illinois at Chicago Circle--Former President
of Academy of Criminal Justice Sciences
Mrs. Marcia Penn, PM Associates--Former Director of the Governor's Office on
Volunteerism (Virginia)
Dr. Ernest L.V. Shelley, Olivet College (Michigan)--Former Director of Treat-
ment, Michigan Department of Corrections
Judge Keith J. Leenhouts, Project Coordinator--Royal Oak Municipal Judge,
1959-1969, Director of VIP Division* of the National Council on Crime and
Delinquency
Ms. Vera I. Snyder, Associate Project Coordinator--Administrative Associate
of VIP Division of the National Council on Crime and Delinquency

Complete List of Teaching Module Booklets Available:

- 1) HISTORY OF VOLUNTEERS IN JUVENILE AND CRIMINAL JUSTICE
- 2) Value Base of Juvenile and Criminal Justice Volunteerism
- 3) Volunteer Resource Development
- 4) Management and Administration of Volunteer Programs in Juvenile
and Criminal Justice
- 5) Dynamics of Individual and Group Counseling by Volunteers
- 6) Many Uses of Volunteers in Juvenile and Criminal Justice
- 7) Volunteers in Juvenile Diversion, Probation, Detention, Institutions
and Alternatives
- 8) Volunteers and Adult Misdemeanant Courts
- 9) Volunteers with the Adult Felon
- 10) Issues, Trends and Directions for Juvenile and Criminal Justice
Volunteerism in the 1980's
- 11) Corrections Volunteer Information Portfolio (Resource Booklet)
- 12) National Education-Training Program (Resource Booklet for Juvenile
and Criminal Justice Volunteerism)

Additional Copies of student material (blue pages) may
be photocopied or ordered from VIP-NCCD, 200 Washington
Square Plaza, Royal Oak, Michigan 48067. Copies ordered
from VIP-NCCD will be printed and bound similar to this
booklet (at cost). Additional copies of the complete
teaching module booklets are available at cost.

*Volunteers in Prevention, Prosecution, Probation, Prison, Parole

OUTLINE
HISTORY OF VOLUNTEERS
IN
JUVENILE AND CRIMINAL JUSTICE

I HISTORICAL PRECEDENTS:

- a) Mythological References
- b) Colonial Days
 - 1) Protection
 - 2) Vigilantes
 - 3) Frontier Law
- c) After the Revolution of 1776
 - 1) Prison Humane Societies
 - 2) Religious Services
 - 3) John Augustus - "Father of Probation"
 - 4) Child Savers Movement
 - 5) Growth of the Vigilantes
 - 6) Volunteer Courts
- d) Reconstruction to 1900
 - 1) Growth of the KKK
 - 2) Other Vigilantes
 - 3) Development of the Family Court
- e) 1900 to Mid-Century
 - 1) Big Brother Association
 - 2) The Rise of Professionalism

II THE PRESENT MOVEMENT - 1950's TO TODAY:

- a) The Royal Oak, Michigan Program
 - 1) Misdemeanant Court
 - 2) Early Volunteers were Professionals
 - 3) Growing in Numbers
 - 4) Adding the Administrative Volunteer
 - 5) Growing in Types of Services
- b) Boulder, Colorado - Judge Horace Holmes
 - 1) Rehabilitation as a Goal
 - 2) Use of Professional Services
- c) Volunteers as Lay-Group Counselors
- d) Spreading the Word
 - 1) Project Misdemeanant - Royal Oak, Michigan
 - 2) National Information Center on Volunteerism
in the Courts - Boulder, Colorado
- e) The Movement Grows
 - 1) 1967 - National Meeting of Court Personnel using
Volunteers
 - 2) The Denver Program
 - 3) Into Prisons
 - 4) Partners, Inc.

- f) The Movement Matures
 - 1) The First National Forum
 - 2) The Forums Grow
 - 3) The VIP EXAMINER
 - 4) Approaching the Colleges and Universities
- g) Some Sample Programs
 - 1) Skillman, New Jersey - Dr. Alfred Vuocolo
 - 2) Youth Assistance Program - Judge Arthur E. Moore
 - 3) Offender Aid and Restoration - Jay Worrall
 - 4) Yokefellows - Dr. Elton Trueblood
 - 5) Alston Wilkes Society - H. Parker Evatt
 - 6) Project Uplift - Tom Westmoreland
 - 7) Shelby County Penal Farm - Mark Luttrell
 - 8) Ontario, Canada - Robert E. Fox
- h) The Search for Identity
 - 1) The National Association for Volunteers in Criminal Justice
- i) Measuring the Scope of the Movement
 - 1) A National Survey
 - 2) Focusing on Three States
 - 3) Investigating Program Management
 - 4) National Institutes of Mental Health - Royal Oak, Michigan
- j) Issues and Challenges in the 1960's and 1970's
 - 1) Are Volunteers Effective?
 - 2) Will Volunteers be Successful in Major Urban Areas?
 - 3) Resistance of Professionals?
- k) A Look to the Future
 - 1) Continuing Growth
 - 2) Renewed Interest of the Church
 - 3) Diversion and Prevention Programs
 - 4) Community Service Orders
 - 5) Adventure Programs
- l) Conclusion
 - 1) Individual Efforts the Key
 - 2) Intense, Individualized and Intelligent Services Critical
 - 3) Volunteers are One of the Great Hopes of the Future

HISTORY OF VOLUNTEERS
IN
JUVENILE AND CRIMINAL JUSTICE
QUESTIONS AND ANSWERS

- 1) In Colonial Days Vigilantes:
 - a) Were for Self Protection
 - b) Were Positive Groups
 - c) Supported Law and Order
 - *d) All of the Above
 - e) None of the Above
- 2) John Augustus:
 - *a) Was a Volunteer
 - b) Was a Probation Officer
 - c) Was a Reformed Alcoholic
 - d) All of the Above
 - e) None of the Above
- 3) Discuss the Growth of Vigilante Groups from Colonial Days to the KKK Movement
- 4) Discuss the Effect of the Rise of Professionalism in the 1960's on the Use of Volunteers
- 5) Contemporary Voluntarism was begun in:
 - a) Royal Oak, Michigan
 - b) Boulder, Colorado
 - *c) Both
 - d) Neither
- 6) The Program Begun in Royal Oak, Michigan Offered:
 - a) One-To-One Volunteers
 - b) Pre-Sentence Investigation
 - c) Professional Counseling
 - *d) All of the Above
 - e) None of the Above
- 7) The Boulder, Colorado Program Offered Rehabilitative Services to Children
 - *True -- False
- 8) The Royal Oak Program Became:
 - a) Project Misdemeanant
 - b) VIPI
 - c) VIP-NCCD
 - *d) All of the Above
 - e) None of the Above
- 9) The National Information Center on Volunteers in the Courts Began in Royal Oak, Michigan
 - True -- *False
- 10) Partners Began in Boulder, Colorado
 - True -- *False
- 11) The First National Forum was held in Michigan in 1970.
 - *True -- False

*Indicates Correct Answer

- 12) In 1979 There Were 500,000 Volunteers (Projected Figure) in the United States
*True -- False
- 13) Volunteers are Effective in:
a) Small Towns
b) Medium Size Cities
c) Large Urban Areas
d) Rural Settings
*e) All of the Above
- 14) The Volunteer Movement has Grown as Large as it will Grow
True -- *False
- 15) Discuss Volunteerism in Juvenile and Criminal Justice

*Indicates Correct Answer

LEARNING EXERCISESMYTHS & REALITIES OF VOLUNTEERS:

- OBJECTIVE: To become aware of some of the stereotypes about volunteers---and how to deal with them.
- PROCEDURE: ...Ask students to call out all the images and words people use when speaking of volunteers
- ...Put on newsprint
- "Do-gooders"
"Little-old-lady-in-tennis-shoes"
"Busybodies"
"All volunteers are middle aged, white women"
- ...Ask students to explain which are true and which are not
- ...Discuss:
- Why stereotypes exist
 - What can be done to overcome stereotypes
 - How can stereotyping be harmful
 - Kinds of volunteers who may not know they are volunteers--i.e., board members, self-help groups

LEADERSHIP---IMPORTANCE IN ORGANIZATIONAL DEVELOPMENT:

- OBJECTIVE: To review components necessary for good leadership
- PROCEDURE: Assign Leadership Effectiveness Training by Dr. Thomas Gordon, as required reading prior to this exercise.
- ...Ask students to name outstanding leaders in history.
List on flip chart
- ...Review what made them good leaders. List
- ...Add to list---skills of good leaders
- ...General skills leader needs---to meet group member's needs; to meet organizational needs
- ...Discuss Maslow's theory of need
- ...Have group discuss why this is important to leaders
- ...What are needs of a good leader

BIBLIOGRAPHY
FOR
TEACHING MODULE BOOKLET ON HISTORY

BY THE PEOPLE: A History of Americans as Volunteers - Susan J. Ellis and Katherine H. Noyes, 1978 - Energize Book Orders, 5450 Wissahickon Avenue, Philadelphia, Pennsylvania 19144 - Hardcover, \$8.95 - Paperback, \$5.75.

AMERICANS VOLUNTEER: 1974 - ACTION, 806 Connecticut Avenue, N.W., Washington, D.C. 20036.

LEADERSHIP FOR VOLUNTEERING: Harriet Naylor - Volunteer Readership, P.O. Box 1807, Boulder, Colorado 80306 - 1977 - \$5.55.

VOLUNTARISM AT THE CROSSROADS: Gordon Manser and Rosemary Cass - Family Service Association of America, 44 East 23rd Street, New York, New York 10010 - 1976 - \$13.95.

PEOPLE POWER: An Alternative to 1984 - Morgan J. Doughton, 1976 - Media America, Inc., 12 East Market Street, Bethlehem, Pennsylvania 18018 - Hardcover, \$13.95 - Paperback, \$8.95.

FIRST OFFENDER: 1970 - Joe Alex Morris - VIP-NCCD, 200 Washington Square Plaza, Royal Oak, Michigan 48067

PEOPLE HELPING PEOPLE: 1971 - U.S. News and World Report, 2300 N. Street, N.W., Washington, D.C. 20037 - 235 Pages - \$2.95.

AMERICANS VOLUNTEER: 1974 - ACTION, Washington, D.C. - U.S. Government Printing Office, February, 1975 - 36 Pages - ACTION Pamphlet No. 4000-17.

DO WE REALLY NEED VOLUNTEERS: Margaret Mead - Article in the September, 1975 Issue of REDBOOK Magazine, Pages 60-63.

NIC-NICOV CORRECTIONS VOLUNTEER INFORMATION PORTFOLIO: Available from VOLUNTEER, National Center for Citizens Involvement, P.O. Box 4179, Boulder, Colorado 80306 - 102 Pages - February 1979. See Module Eleven, this series.

AUDIO VISUALS: A Series of 34 Hours of Audio-Visual TV Cassettes - Available Without Cost - Contact VIP-NCCD, 200 Washington Square Plaza, Royal Oak, Michigan 48067 for the Name of the Resource Center in your Area. See Module Twelve, this series.

EXTENSIVE ADDITIONAL BIBLIOGRAPHY AVAILABLE FROM:

VOLUNTEER, National Center for Citizens Involvement, P.O. Box 4179, Boulder, Colorado 80306.

VIP-NCCD, 200 Washington Square Plaza, Royal Oak, Michigan 48067

NATIONAL ASSOCIATION ON VOLUNTEERS IN CRIMINAL JUSTICE (NAVVCJ), University of Alabama, P.O. Box 6365, University, Alabama 35486.

Hardy, Richard E. and Cull, John G.--Origin and types of volunteer activity. In Richard E. Hardy and John G. Cull (Eds.), Applied Volunteerism in Community Development, Springfield, Illinois: Charles C. Thomas, Publisher, 1973, pp. 5-12.

HISTORY OF VOLUNTEERISM IN JUVENILE AND CRIMINAL JUSTICE

Volunteerism in juvenile and criminal justice is certainly not new. In fact, the concept is very old. One of the early volunteers in history was a Greek by the name of Damon who volunteered his time to his friend Pythias many centuries ago.

Pythias had been thrown in prison and was about to be executed. His friend, Damon, knowing Pythias wanted to say goodbye to his family, volunteered to take his place so Pythias could go home and visit his family. Thus, Damon is among the earliest volunteers in criminal justice.

The King was deeply touched by the friendship of Damon and Pythias. He arranged for Pythias' release and pardon with one condition, that they tell the King the secret of their deep and abiding friendship. Thus, volunteers in juvenile and criminal justice goes back to antiquity.

In 1978 Susan Ellis and Katherine Noyes wrote an excellent book entitled, BY THE PEOPLE. We asked Susan and Katherine to give some historical background on juvenile and criminal justice volunteerism from their book and further research they have done since the book was written. They have concentrated on the years before 1950. We are pleased to include their contribution in this booklet.

The Following is Taken in Part From
BY THE PEOPLE: A History of Americans as Volunteers, by Susan J. Ellis and Katherine H. Noyes. (c. 1978, All Rights Reserved)

VOLUNTEERS AS BUILDERS OF AMERICAN JUSTICE
by
Susan J. Ellis and Katherine H. Noyes

We are usually taught the history of the United States as a succession of events, enacted by key individuals who emerged as leaders. Though it is always understood that these key individuals represented thousands of other citizens, the focus and the recognition have been on the president and the general, the mayor and the minister. Yet, the combined and individual actions of thousands of unnamed citizens have had an undeniable impact on society--even if their accomplishments often fall between the lines of history books.

Citizen volunteers have contributed to the growth of all areas of American life and to the development of most major professions and institutions. Justice is no exception. It is because of early volunteer efforts that justice in the United States takes the forms it does today. There is a long tradition of citizen participation in law enforcement and in service to the offender which cannot be overlooked.

Colonial Days: As colonial settlements increased in size, the safety of property and persons became a concern. Paid constables generally kept the peace during the day, but at night larger patrols were needed. Such protection became a community responsibility shared by all able-bodied men who organized a voluntary system of night watch. Apart from the night watch, no real police force existed until later. In a crisis, the constable or sheriff could raise a posse or call together the volunteer watch. Justice was meted out quickly and painfully through use of the public shipping post and stocks, or the gallows. Building jails was another local function, usually accomplished through the time and efforts of the townspeople.

The history of justice on the frontier is a history of vigilantism, largely because the lack of existing courts and governmental structures forced citizens to fill the vacuum. One of the earliest examples of vigilantism occurred in colonial South Carolina with the 1767-69 "regulator" organization. By taking matters into their own hands, such groups of citizens served as prosecutor, judge and jury. During the Revolution, Colonel Charles Lynch went beyond the outlaw hunting role of his group and led retaliation actions against Virginia Tories. His name became associated with this breed of justice, though the early meaning of "lynch law" was usually limited to corporal punishment, most often whipping. It was not until after the Civil War that "lynching" became synonymous with "killing."

After The Revolution: Colonial justice was simple and direct, consisting mainly of immediate punishment and the warehousing of offenders. By the late 1700's, however, it became evident to those who cared that conditions for prisoners were intolerable. As early as 1787, a group formed in Philadelphia to focus on the mistreatment of prisoners. The Philadelphia Society for Allieviating the Miseries of Public Prisons (still in existence today under the name of the Pennsylvania Prison Society) led the way for similar "humane societies" in caring for the physical needs of prisoners. Though the state provided some care for other offenders, the many imprisoned debtors were completely dependent on volunteer help. In 1808, for example, the Philadelphia Society for Allieviating the Miseries of Public Prisons fed and clothed 1300 debtors alone.¹ In New York, the Society for the Relief of Distressed Debtors was also founded in 1787, later changing its name to the New York City Humane Society. Besides helping hundreds of imprisoned debtors each year, by 1811 the Society was maintaining a Soup House to feed those in poor neighborhoods.²

There was also no public money to support religious services or visiting clergy in the prisons and so: "Now and then some society, or some individual, shocked at this state of affairs, would see to it that the Bible was read a few times and a few sermons preached."³ Such volunteer pastoral attention became common.

The concept of probation for minor offenders was developed during this period. In 1841 a Boston shoemaker, John Augustus, put up bail for a drunkard neighbor and offered to supervise him in the community. By 1859 Augustus had worked with over 2000 "probationers," on a strictly volunteer basis. His efforts were soon duplicated across the nation.⁴ This humane attitude extended to other justice issues. In 1842, volunteers gained support for an anti-capital punishment movement, or at least for the abolition of public executions.⁵

The problems of juvenile delinquency were apparent even in early times. In 1821, a group of Philadelphia citizens determined to "save young children from falling into vicious ways," called a meeting in the Mayor's office to form an association for this cause. Unfortunately the turnout was so poor that another plan had to be devised. The original civic-minded committee studied the problem and concluded that the cause of youthful crime was lack of education. They proposed the establishment of training schools as a long-range solution, but for immediate action they tried again to mobilize volunteer interest:

....the young men had a public meeting and chose seven of their number for each city ward and assigned to them the duty of rousing the people to take vigorous measures to suppress the alarming nightly depredations on the persons and property of our citizens."⁶

The above is a quote from the February 18, 1822 American Daily Advertiser and is a prime example of urban volunteering. Assisting in the effort to control crime were black citizens, such as the members of the Philadelphia African Methodist Church who pledged themselves to assist the Mayor's anti-delinquency campaign.⁷ In fact, most cities and towns continued to rely upon volunteer peace officers until just before the Civil War, when the larger cities hired specially trained full-time police.⁸

The approach of using citizen patrols to maintain law and order developed much more fully outside the cities. From the early nineteenth century into present times, America supported both a legal and an extra-legal justice system, the latter devoted to suppressing crime without concern for procedure. Vigilantes considered themselves public-spirited--even when their actions became extreme. In brief,

Americans felt that there were certain functions in preserving public order that the legal authorities would not, could not, or should not be expected to perform. These functions the people themselves assumed as vigilantes.⁹

This method of dealing with crime soon became a problem itself. What began as "volunteer patrols" got out of hand with violent results:

....no survey of their work has yet proved that as citizens they consciously betrayed their city and state to violence and corruption. But when the laws they had created failed to protect them from the onslaughts of criminals, they put the immediate welfare of the community above their allegiance to the formulated laws, and did to the outlaws among them the things that seemed right in their own eyes.¹⁰

In 1847, farmers in Montgomery County, Pennsylvania, formed the Abington Horse Association. This group and others like it served both as vigilante groups and as mutual insurance societies. Members patrolled each other's pastures to guard

horses, rode in pursuit of rustlers, and posted rewards for the apprehension of horse thieves. If a stolen horse was not recovered, the owner was reimbursed out of the Association treasury. Such organizations were common until the advent of the automobile.

Vigilantism was not limited to the sparsely populated settlements. San Francisco, faced with mounting pressure in favor of a citizens' protective organization against crime, formed the Committee of Vigilance of 1851. The Committee was formally organized, with a written compact, and members were assessed five dollars apiece, with fines for absence from duty. Rooted in the tradition of self-protection and frontier self-organization, the Committee of Vigilance was very popular. It was able to raise \$4700 for a new county jail and enjoyed the financial support of many merchants, even of some who were not themselves Committee members. The San Francisco group had hopes for a state-wide movement and did, indeed, gather support from all over. "It was not surprising that the scheme of protective committees was approved in the old mining centers, where men were already accustomed to volunteer associations."¹¹

Accused law-breakers who were brought to trial on the frontier found rather informal conditions, such as in this 1826 account: "Trials in those days were held in somebody's log cabin or in the bar-room of a tavern, and when the jury retired to deliberate it was to the shade of some nearby tree or to a log especially prepared for them."¹² Justice was a community affair. Posses, juries, and Court officials contributed their time voluntarily and "Court day" was seen as a form of communal entertainment involving even the local tavern.

Reconstruction to 1900: The temporary upheaval of the Civil War had little impact on nineteenth century justice. Community members continued to play a large role in apprehending, trying and punishing offenders, though by the end of the century formal laws and judicial procedures extended all the way to California. Vigilantism continued to grow, especially as a reaction to the political and racial conflicts of Reconstruction. In 1866, a small group of Tennessee youths founded the Ku Klux Klan. In the beginning, the KKK's concern as a volunteer group was to control crime, not to punish people with unpopular views. It should be noted that the Klan succeeded in eradicating the rape of Southern women during those turbulent years. Documents of the early Klan show that the initiation oath required support of the United States Constitution, dedication to justice and humanity, and protection of widows and orphans. It took several years before the KKK became synonymous with personal vengeance and pure lawlessness.

Vigilante groups, such as the 1887 "White Caps" in Indiana, also attracted lawyers and others who acted against what was to them an unsatisfactory legal system. They justified their actions by claiming "popular sovereignty"---the American, democratic right of the people to monitor and control their local communities. Furthermore, lynch-law proponents proudly stressed that their volunteer services were at no expense to the taxpayer---an especially effective argument in light of the cost to small towns of maintaining courts, jails, and related services.

Towards the end of the century, the vigilantes became more violent than ever, ultimately executing approximately 6,000 victims. Eventually, however, their

efforts led to movements to update and streamline the judicial process, as well as to campaigns to legalize castration and whipping as sentences. In the 1880's several states did reinstate whipping, in response to citizen demands. Ultimately, it was other citizens' demands that led to the suppression of the extra-legal groups and the impact of the vigilantes was minimal by 1900.

Perhaps the most far-reaching development at the end of the period was the separation of juvenile justice from the adult court process. Concern for the harsh treatment of juvenile offenders led volunteers to crusade for the formation of "juvenile courts." In the forefront was the Cook County Woman's Club of Illinois. When these women approached a lobbyist with the plan to hire his services on behalf of the juvenile court cause, he counseled them instead to rely on the power of their volunteer numbers. Parent-teacher associations were also involved in the struggle. The reward for this determined citizen involvement came in 1899, when both Chicago and Denver established juvenile courts, staffed almost totally by volunteers until 1925.¹³

1900 To Mid-Century: The parallel movements of child welfare and juvenile justice often coincided in the early 1900's, as exemplified by the push for child labor laws. The Big Brothers Association, founded in 1903 in Cincinnati, paired volunteers with needy boys, often preventing later delinquency. The Big Sisters Association was started in New York City in 1908, and was specifically committed to working with court-referred delinquent girls.

Juvenile courts continued to be developed across the country, initially staffed by volunteers who provided social services at the direction of the judges. As the era progressed, however, paid court staff gained increasing importance while volunteers filled supplemental roles. By the 1940's, the trend towards "professionalization" virtually shut out volunteer involvement.

In the adult court process, the utilization of citizen volunteers as jury members underwent an interesting transformation. Juries were:

....once composed of people known to the defendant then being open only to those unknown to the defendant. Thus juries and their parent court went from being of the community to being for the community.¹⁴

What was originally a volunteer act changed into the mandatory responsibility of "jury duty."

The period saw many approaches to the problem of crime and juvenile delinquency. In 1940, in Clark County, California, a unit of volunteer "boy sheriffs" was formed and trained in self-defense and first aid. This was a relatively successful effort and won the support of many Hollywood stars.¹⁵ Posses, still a necessity in rural and desert areas, exchanged horses for modern jeeps. In Nevada, a squad of forty-five jeeps and volunteer drivers was organized to comb the desert for outlaws and to rescue people in trouble.¹⁶

1950's To Today: The middle to late 1950's saw the resurgence of organized volunteering in court programs. It was becoming increasingly evident that crime was a growing problem, too big to be handled solely by paid justice personnel. Adults in Eugene, Oregon and college students in Lawrence, Kansas sought new ways to involve volunteers on behalf of offenders. Programs in Boulder, Colorado and Royal Oak, Michigan expanded the role of volunteers in juvenile and adult courts.¹⁷ In some ways, justice had come full circle. The system had begun with volunteer pressure and work, then paid "professionals" had edged out the untrained citizens, and now those same volunteers were invited back, but this time with appropriate training and assignments. The idea spread quickly across the country.

Today volunteers continue to be involved in many aspects of the justice system and to advocate for necessary change. They are part of the larger picture of the field of volunteerism, and as such have developed a network of state and national organizations working on behalf of justice volunteers. The following list outlines the diverse ways in which volunteers are still building American justice.

Justice: Crime prevention: citizens police their own neighborhoods for mutual protection; provide volunteer "safe houses" for children along school routes; cruise streets in car patrols to alert police to potential trouble.

Delinquency prevention: volunteers work to prevent juvenile crime by providing constructive alternative programs; offer recreational and athletic activities in neighborhoods needing such positive outlets; sponsor leadership development and youth employment projects; parental intervention in gang warfare; adult offenders counsel youth against crime, such as in the New Jersey State Prison at Rahway Juvenile Awareness Project; includes special volunteer involvement by police officers, such as the Police Athletic League.

Police reserve units: citizen volunteers handle non-emergency police functions such as weekend duty, guarding church crossings, assisting at parades and public ceremonies.

Civilian review boards: monitoring police department practices to assure compliance with legal standards.

Court-related programs: volunteers serve in numerous supplemental capacities to assist Court staff and to fill gaps in client services; assignments such as "court watchers," probation and parole aides, one-to-one sponsors, tutors, clerical aides, temporary foster parents, counselors, recreation aides; "teen juries" of youthful volunteers participate in disposition-making for juvenile offenders; individual lawyers donate time and legal advice to low income clients.

Prisons and institutions: prisoners' rights groups; reform efforts to improve institutional conditions; volunteers from the community act as visitors, activity leaders, instructors, counselors.

Community-based rehabilitation: volunteers assist with a variety of "re-entry" and service projects for ex-offenders, ranging from locating housing and jobs to supportive counseling. Also, ex-offenders help each other through self-help organizations such as the 7th Step Foundation.

Alternative sentencing plans: minor offenders, both adult and juvenile, give community service as volunteers, in lieu of a fine or incarceration.

Professional organizations: mutual concern and development groups of police, lawyers, probation officers, judges, etc.

Issue-related activities: citizens advocate changes in laws and legal procedures by lobbying, public education, and community organizing; volunteers work toward decriminalization of marijuana, of prostitution, and of truancy; efforts to modernize statutes pertaining to rape, marriage and divorce, and domestic violence.

- Footnotes: 1) John Bach McMaster, A History of the People of the United States (New York: D. Appleton and Company, 1884), IV, 544.
2) John Duffy, A History of Public Health in New York City, 1625-1866 (New York: Russell Sage Foundation, 1968), P. 262.
3) McMaster, op. cit., IV, 549.
4) National Information Center on Volunteerism, Volunteers in Social Justice, V, No. 4, (November, 1972), 5.
5) McMaster, op. cit., IV, 146-51.
6) Ibid., p. 540.
7) Ibid.
8) Statement by Gerald S. Arenberg, Executive Director, American Federation of Police, in response to authors' questionnaire, March 30, 1976.
9) Richard Maxwell Brown, "Legal and Behavioral Perspectives on American Vigilantism," Law in American History (Vol. V of Perspectives in American History, eds. Donald Fleming and Bernard Bailyn. Cambridge, Mass.: Harvard University, Charles Warren Center for Studies in American History, 1971), p. 100.
10) Mary Floyd Williams, History of the San Francisco Committee of Vigilance of 1851 (Vol XII of University of California Publications in History, ed. Herbert E. Bolton. Berkeley, Calif.: University of California Press), p. 436.
11) Ibid., p. 375
12) McMaster, op. cit., V, 157-
13) National Information Center on Volunteerism, op. cit., VI, No. 1 and V, No. 4.
14) Ralph Keyes, We the Lonely People: Searching for Community (New York: Harper & Row, Publisher, 1973), p. 121.
15) Marshall Perham, "Boy Sheriffs Help Fight Crime," Popular Science, CXXXVII (July 1940), 96-8.
16) "Desert Posse Mounts 45 Jeeps," Popular Science, CLX (February 1952), 172.
17) National Information Center on Volunteerism, op. cit., V, No. 4.

1841, 1959 and Beyond

As mentioned earlier, in 1841 a Boston cobbler by the name of John Augustus became appalled by the steady flow of repeat offenders through the lower court in Boston. He thought of a new way to work with offenders. John Augustus persuaded the judge to refer a few of the misdemeanants to him instead of putting them in jail. Augustus assured the judge he would report to the court routinely and if the apprehended offenders were not doing well he would return them to the court for punishment. Thus, a new idea was born which we now call probation and the first probation officer in history was a volunteer. Although probation became professional and utilized professional probation officers thereafter, there has probably never been a time since 1841 and even before then that courts did not use volunteers from time to time. In fact the Philadelphia Society mentioned earlier has done volunteer work in criminal justice for nearly two hundred years. Thus, there should be no claim that juvenile and criminal justice volunteerism is a concept which was born in the 1950's. We have had volunteers for many years and probably seldom, if ever, in our history were no volunteers involved in criminal justice.

In 1959 the City of Royal Oak, Michigan began utilizing volunteers. Perhaps the unique thing about the use of volunteers in the Royal Oak Municipal (Adult Misdemeanant) Court was the extent and importance of volunteers to the total program. A famous football coach once said, "Winning isn't everything, it is the only thing." This was the situation with the use of volunteers in the Royal Oak Court. Volunteers were not everything, they were the only thing.

Starting with eight volunteers in August of 1959, the Royal Oak Court Program grew and expanded its use of volunteers until some 500 volunteers were involved by 1964.

The first eight volunteers were all experts in counseling. One was a psychiatrist, another a psychologist, a third was a social worker and the rest were clergy or educators. All of these eight had a Master's Degree in counseling and guidance or more. All were experts in behaviorial counseling. This was absolutely necessary for Royal Oak since it had no pre-existing professional staff or paid professionals to supervise the volunteers. The volunteers had to supervise, guide and direct themselves.

The City of Royal Oak has a population of about 90,000 people and is a northern Detroit suburb. About 11 miles separate the City Hall of Royal Oak and the Detroit City Hall. Royal Oak is completely surrounded by other suburbs. Thus, like many suburbs, only about half of the people who appear before the Royal Oak Court are residents of the city. The other half came mostly from surrounding suburbs and the City of Detroit.

The original eight volunteers expanded until approximately 40 one-to-one volunteers were involved a few months later. These one-to-one volunteers became involved in the lives of misdemeanants in a warm, kind, friendly and yet disciplined, firm and limit setting manner. They sought to bring not only the affection but also the discipline of concerned, caring, committed and loving friends to the probationers.

With about 40 volunteers involved, the court realized it needed administrative assistance. A retired citizen agreed to give time to the program. Within a few years the court had seven full time retirees. Four of these retirees administered the entire program and the other three worked in pre-sentence investigations. The seven worked full time. Three of them agreed to accept the wages they could earn under Social Security, which was paid by businessmen in the community. The other four would not accept any compensation whatsoever.

Over the years they were joined by about fifteen part-time retirees who worked for the court two or three days a week. Some of these retirees worked in administration and particularly in streamlining the traffic court so defendants could have an immediate trial without returning to court the second day and the amount of time police officers spent in the court could be minimized, etc. Other retirees volunteered their time in special areas of service such as educational counseling, employment counseling, alcoholic counseling, etc.

The retirees working in pre-sentence investigations gave the court, which formerly sentenced in a matter of seconds immediately after the plea of guilty or the determination of guilt by trial, at least two hours and usually between five and twenty hours of careful pre-sentence investigation after guilt had been determined but before sentencing. They enabled the court to develop a probation plan, sentence much more intelligently, divert cases whenever possible from the official court action, create the atmosphere of a concerned and caring court by carefully listening to the apprehended defendant before sentencing, ascertain the proper reimbursement to victims and generally assisted the court in its most difficult task, the process of sentencing.

Royal Oak also made extensive use of professional volunteers such as psychiatrists, psychologists, optometrists, medical doctors, dentists, etc. Whenever professional help was needed the Royal Oak court was able to obtain such services for the defendants even though the defendant had no money to pay for such services. Professional services are very important. Sometimes the biggest problem the defendant has is the inability to read because of poor eyesight or a lack of self respect, dignity and pride because of severe dental problems, etc. Only optometrists and dentists can give the needed services in such cases. No amount of jail terms or fines will ever correct those problems. Thus, the Royal Oak court used volunteers in pre-sentence investigation, as one-to-one friends of the probationer, professional volunteers to give professional assistance as needed and administrative volunteers.

In 1961 the juvenile court in Boulder, Colorado began to utilize volunteers. Perhaps Boulder's unique contribution to criminal and juvenile justice volunteerism was the introduction of the use of volunteers as a major part of a court rehabilitative service where professional probation officers were already involved. Thus, in Boulder, volunteers became a major part of the program and not a minor or mere supplemental addition.

Boulder also made excellent use of many types of volunteers including professionals like optometrists, tutors and one-to-one volunteers.

The Fulton County Juvenile Court in Atlanta, Georgia under the leadership of Judge Elmo Holt, Judge John S. Langford and G. LaMarr Howard started using volunteers on a one-to-one basis supervised by court professionals in 1964. The program provided training and served as a prototype for many programs later developed in Georgia.

In 1964 Dr. Ivan Scheier, key volunteer in the Boulder Juvenile Court visited Royal Oak. Everyone connected with the Royal Oak program as well as Dr. Scheier were fascinated by the similarity of the two programs even though Royal Oak dealt with adult misdemeanants and the Boulder court worked only with juveniles. Judge Horace B. Holmes, Jr. is the judge who spearheaded the development of the Boulder program.

In 1958, under the leadership of Dr. Ernest L.V. Shelley in Michigan, volunteers were utilized as lay group counselors with incarcerated adult offenders. (See booklet on Volunteers in Group Counseling).

In 1965 two organizations emerged which were to play a key role in the dissemination of the concept of volunteers in juvenile and criminal justice. One grew out of the Boulder volunteer court program. It was the National Information Center on Volunteers In Courts which later became known as the National Information Center on Volunteers and ultimately merged into Volunteer. The name became Volunteer, National Center for Citizen Involvement when the National Information Center on Volunteerism merged with the National Center for Voluntary Action in 1979.

The other organization was Project Misdemeanant and it grew out of the Royal Oak experience of utilizing volunteers. Both NICOV and Project Misdemeanant were organizations which began with minimal funding and grew out of the concern of volunteers in Boulder and Royal Oak for the national dissemination of the concept.

Project Misdemeanant started with a grant from the National Board of Christian Social Concerns of the Methodist Church which is located in Washington, D.C. They gave \$24,000 to the Royal Oak Court. There was no money for salaries but it did provide some funds for the development of literature and to pay for travel costs. The judge of the Royal Oak Court then continued his judicial duties and, in addition thereto, began to travel around the country as a part-time activity and hobby. Also in 1965, the Department of Health, Education and Welfare, National Institutes of Mental Health, began a four year research study* of the Royal Oak program and an article appeared in the October, 1965 issue of the READER'S DIGEST which prompted some 2,000 inquiries about the use of volunteers in criminal justice.

In 1967 the first national meeting of courts utilizing volunteers was convened by Dr. Ivan Scheier in Boulder, Colorado. A small grant from the Federal Government paid the cost of transportation and other expenses. Those associated with the Royal Oak and the Boulder Court invited all the other juvenile and criminal justice volunteer programs they could identify. A grand total of approximately twenty five courts were represented.

In 1967 another very significant event occurred. Under the direction of the late Judge William H. Burnett, volunteers were utilized in a large metropolitan area court. Thus Denver became the first large city to use volunteers as a substantial and major part of their program. The program in Denver featured a diagnostic clinic which relied heavily upon volunteers and referrals to one-to-one volunteers and professional volunteers with particular emphasis on alcoholic rehabilitation.

*Like virtually all research, this study has been criticized by some, praised by others.

At about the same time in Seattle, Reverend Richard Simmons began a program utilizing volunteers in prisons. Again, this was not the first time volunteers were used in prisons. The Philadelphia Society mentioned earlier and volunteers in prisons were also utilized by Dr. Ernest L.V. Shelley in Michigan in the middle 1950's. However, the program begun by Richard Simmons which bore the name Man-To-Man and later became known as M-2 and Job Therapy, Inc. was one of the early programs to massively use volunteers. Virtually the entire program was a volunteer effort.

The Man-To-Man program featured the one-to-one relationship which began in prison and continued during parole and after parole. It also made a strenuous effort to ascertain the employment aptitudes of the prisoners and to develop those aptitudes while they were in prison, on parole and later after parole terminated. They also sought to support the professional corrections programs and educated the public on the necessity of accepting the prisoner back in society. They cooperated with existing agencies which provided residential facilities on a temporary or extended basis for parolees and ex-offenders.

Ultimately this program spread to some seventeen different states and two provinces of Canada. As this is being written in 1980, one of the outstanding examples of the M-2 program is in the State of California.

Significant research on the M-2 program indicates it has been able to reduce the rate of return to prison by about fifty percent. M-2 also has a Woman-To-Woman, W-2 program.

In 1967 another very important program began in Denver under the direction of a seminary student, Robert C. Moffitt. This program called PARTNERS combines exciting adventure with the one-to-one volunteers and demands a commitment of twelve hours a month from the volunteer. Inasmuch as the average amount of time a probation officer spends with a probationer is generally considered to be about three minutes a month, PARTNERS provided about two hundred forty times more services* and also introduced another interesting innovation. Following the tradition of probation, most courts using volunteers ordered the probationer to meet with a one-to-one volunteer exactly as it had ordered a mandatory relationship with a professional probation officer.

It was a term of probation and failure to abide by the term of probation could ultimately mean incarceration.

However, the PARTNERS program interested the juvenile in volunteering for the program by making exciting adventures part of the effort. Airplane rides, fishing trips, rafting trips, mountain climbing, tobogganing and other adventures attracted the juvenile to the program. At first there was little or no interest in the one-to-one volunteer. However, the juvenile began to relate the one-to-one volunteer to the excitement and the adventures cemented the relationship. As Bob Moffitt once said, "The adventures are like a crutch. When someone breaks a leg the crutch is all important. However, after a while the leg heals and the crutch is discarded. The same is true of adventures.

*A number of volunteer courts have increased the rehabilitative services by as much as two hundred forty times. This is one reason for increased effectiveness of these programs.

Like the crutch, they support the development of the relationship between the juvenile and the one-to-one volunteer. Also, like the crutch, once the relationship is established the activities become less important. They have done their job and can fade into the background." There has also been some interesting research of the PARTNERS programs which indicates it reduces delinquent acts by approximately fifty percent.

In 1969 the Royal Oak judge resigned to work full time for a new organization called Volunteers In Probation, Inc. It grew out of the Project Misdemeanant Foundation and was funded by John W. Leslie, a Chicago businessman and philanthropist. The sole purpose of VIPI was to spread the idea of the use of volunteers in juvenile and criminal justice to new courts, jails, prisons, juvenile institutions, prevention and diversion programs and to assist programs already utilizing volunteers to expand and improve their programs. Thus, VIPI and the National Information Center On Volunteers In Courts were the two national organizations to work full time in the dissemination, expansion and improvement of the use of volunteers in juvenile and criminal justice.

In 1968 another article about the use of volunteers in juvenile and criminal justice appeared in the READER'S DIGEST and an additional two thousand inquiries were received by VIPI as a result of the article. In 1969 the research mentioned earlier conducted by the Department of Health, Education and Welfare was completed. The results indicated recidivism in Royal Oak was reduced substantially compared with the recognized national average and with a comparison court specifically studied in the research. Thus, the young movement had significant research which supported the effectiveness of volunteers in juvenile and criminal justice.

In the late 1960's under the direction of Jewell Goddard and Ira Schwartz, Minneapolis, Minnesota began utilizing volunteers. Many significant contributions were made by the Minneapolis court and the Hennepin County Volunteer Court Services. They developed training aides under a grant from the Law Enforcement Assistance Administration and rendered extremely valuable services in the area of volunteer-staff relations. They developed the idea of volunteers being unpaid staff and subjected to the same rigors of selection, orientation, training, supervision, etc. as paid staff. Many courts and other programs have adopted this concept and now consider both their paid staff and unpaid staff (volunteers) part of the total staff of the court or agency.

VIPI hosted and conducted the First National Forum on Volunteers in Criminal Justice in Detroit in 1970. These forums have been conducted ever since with the Tenth National Forum in Minneapolis in 1980. The VIP EXAMINER, a twenty page quarterly newspaper about juvenile and criminal justice volunteerism began circulation in 1971 and now goes to about forty five thousand volunteers and professionals who work with volunteers.

The purpose of the forums has been, and continues to be, the convening of professionals and volunteers from all over the United States with some participation from Canada to inspire, inform and to implement new ideas for juvenile and criminal justice volunteerism.

The 1972 National Forum had particular emphasis on the development of state organizations. A number of state organizations were formed and some, like New Jersey, continue to this day. Others played a role in the development of a Governor's Office on Volunteerism active not only in criminal justice but in all fields of voluntary efforts. There are now approximately thirty Governor's Offices on Volunteerism. An excellent example of these offices is the Governor's Office on Volunteerism in the State of Virginia.

In 1972 VIPI merged with the National Council on Crime and Delinquency. It became known as the VIP Division of NCCD* (VIP-NCCD). NCCD is the oldest crime prevention and delinquency control organization in the United States, having been founded in 1907. The President, Milton G. Rector, and all his staff are deeply involved in advocacy and system change. They also work in direct service volunteerism primarily through the VIP Division.

In the meantime, the National Information Center on Volunteers in Courts continued to make many contributions to the national movement including the organization of a state desk which assisted states to develop their own state organizations. They also developed a library reference service which is an outstanding feature of the services of the merged organization, VOLUNTEER, National Center For Citizen Involvement. Excellent books, articles and other written material is available from them.

In 1975, largely through the efforts of the W. K. KELLOGG FOUNDATION and Dr. Robert T. Sigler, VIP-NCCD established a National Academic, Education and Training Service at the University of Alabama. This effort has resulted in a number of resources including thirty four hours of audio-visual TV cassettes covering all phases of volunteerism in criminal justice which are located in thirty five Resource Centers throughout the United States. The University of Alabama has also developed an excellent Volunteer Management Training Course (VMTC) and taught a two week course to over two hundred professionals during 1979-1980 under a grant from the National Institute of Corrections (NIC).

The National Information Center on Volunteers in Courts has also been very active in training and has instituted a number of excellent training programs.

Thus, from 1965 through 1979, the emerging movement of volunteers in juvenile and criminal justice was serviced by two national organizations and by a considerable number of state organizations and individuals. In addition thereto many national organizations such as the Association of Junior Leagues, The Law Enforcement Assistance Administration and others made significant and lasting contributions.

During the years 1975 through 1980 a number of volunteer programs active in prisons and jails began to emerge. One of these programs is the Prison Fellowship program based upon the born-again experiences of Charles W. Colson who was imprisoned because of the Watergate scandals. A number of these programs are Christian and others are secular.

Perhaps a brief description of some of the programs which have contributed to the history of the juvenile and criminal justice volunteer movement over the past decade or two might be helpful.

*VIP is Volunteers in Prevention, Prosecution, Probation, Prison and Parole.

In Skillman, New Jersey at the juvenile criminal institution a volunteer program utilizing citizen volunteers in many different ways has been active for a number of years. The Superintendent at Skillman, Dr. Alfred Vuocolo, has often stated the program at Skillman is effective largely because of the efforts and activities of the one-to-one volunteers and speciality volunteers such as arts and crafts volunteers, etc.

A remarkable judge, Arthur E. Moore, began a juvenile diversionary program in the 1940's called the Youth Assistance Program. For many years it has utilized one-to-one volunteers and professional volunteers to supplement the diversion and prevention program of this Oakland County Michigan court. Volunteers also have been active in the development of Camp Oakland, an excellent long term facility featuring residential care and employment assistance. Thus, this court utilizes volunteers in prevention and diversion programs, in the official court probation program, in short detention programs and in long term custodial care.

Offender Aid and Restoration (OAR) evolved out of the concern of Jay Worrall, a retired military officer who spent much of his time in the military service administering military prisons. Jay, who was influenced by the First National Forum in 1970, decided he would like to begin a program utilizing volunteers in jails. OAR has become an outstanding program in jail services and presently has over twenty programs in a number of different states. OAR also specializes in the one-to-one volunteer and employment assistance.

A prison program called Yokefellows Prison Ministry began sometime ago as a result of the inspiration of Dr. Elton Trueblood. Yokefellows is a program of Christian service in many different areas and the prison Yokefellows program is only one program of the larger Yokefellows' organization. Yokefellows Prison Ministry is a Christian program which emphasizes the necessity of showing concern before you tell about the faith which generates this concern. It has sometimes been said Christian programs are usually one of two types, either tell and show or show and tell. Yokefellow volunteers show their faith and later, when a prisoner asks why they keep coming back to prison and why they are so deeply concerned about the prisoner, they can tell about their faith.

Usually two, three or four Yokefellow volunteers go into a prison and meet on a regular basis with between eight to twelve prisoners in a group setting. Although much one-to-one assistance naturally flows out of such a program, the basic idea is to foster spiritual, social and emotional growth and to change attitudes in a group setting. There are programs founded and operated by Christians which are heavily evangelical. They share their faith at the outset. Yokefellows is a program where volunteers first share lives and then share their faith. While not being critical of tell and show programs, they place their reliance in the show and tell philosophy.

An excellent state-wide program is the Alston Wilkes Society of Columbia, South Carolina. This unique organization has some six thousand dues paying members in the state who support a program of direct service volunteerism in juvenile prevention programs, parole programs and everything in between. They are also involved in advocacy and system change. The Executive Director, H. Parker Evatt,

is also a member of the State Legislature of South Carolina. His active role in both direct service (assisting the individual) and advocacy (advocating for improving the system of juvenile and criminal justice) is indicative of the dual concern and activities of this organization.

A program of one-to-one volunteerism for juveniles utilizing college volunteers is Project Uplift, which was founded by Tom Westmoreland and others at Auburn University in Auburn, Alabama. Mr. Westmoreland has utilized college students as tutors, one-to-one volunteers, recreational volunteers and in many other ways to assist juveniles.

The work of Warden Mark Luttrell at the Shelby County Penal Farm has also been outstanding. This prison program works with both felons and adult misdemeanants in Memphis, Tennessee and also utilizes and features one-to-one volunteers from the community.

In Canada, under the direction of Robert E. Fox, Director of Volunteer Programmes for the Ontario Ministry of Corrections, the use of volunteers has grown in Canada and particularly in Ontario.

The development of state-wide programs of volunteerism in juvenile and criminal justice is also an important part of the history. An excellent example of this type of program is New Jersey, under the direction of Kenneth Spaar of the Camden County Probation Department of Camden, New Jersey. This group meets every two years in a state-wide meeting which is designed to assist both volunteers and professionals who direct the activities of volunteers.

The California Youth Authority has been very active in state-wide programs for a number of years and also Florida under the direction of the Department of Offender Rehabilitation and the Department of Health and Rehabilitative Services.

Under the direction and encouragement of Governor Daniel Evans, an excellent program was founded in Washington. The Executive Director is Putnam Barber who is located in Olympia, Washington.

Another state-wide volunteer program is the Wisconsin Association of Volunteers in Juvenile and Criminal Justice which is now headquartered in Madison, Wisconsin under the direction of Donald Nelson, Director of Volunteer Programs in Madison.

Professor Edward Schoenbaum of Sangamon University has been involved in the Illinois Association*.

A new organization known as the National Association of Volunteers in Criminal Justice (NAVVCJ) grew out of the national forums and began in 1975. The immediate Past President is Robert C. Moffitt, Founder and former Executive Director of the Partners program in Denver, Colorado. This association is responsible for the annual national forums and is developing in other areas such as the writing of guidelines for volunteerism in juvenile and criminal justice. At this writing they are located at the University of Alabama and John Stoeckel is the Executive Director.

*These associations often move when the presidency changes. They are usually located in the office of the new president.

The growth of volunteer citizens in juvenile and criminal justice has been considerable and steady during the first two decades of what many call the modern volunteer juvenile and criminal justice movement (1959-1979). Most observers trace the beginning of the modern movement to 1959-1961 when the programs began in Royal Oak, Michigan and in Boulder, Colorado. As previously stated, Royal Oak had nothing but volunteers and Boulder relied heavily on volunteers. The unique contribution of these courts, therefore, was their reliance upon volunteers for the entire program in Royal Oak and for the major part of the program in Boulder.

As indicated before, careful determination of all courts using volunteers in 1967 by the Boulder and Royal Oak staff and volunteers resulted in identifying about twenty five courts. Most of those courts had begun their use of volunteers in the 1960's.

Because of the efforts of the National Information Center on Volunteers in Courts and Project Misdemeanant Foundation, Inc., later known as VIP-NCCD, and many other national, state and local organizations and individuals, the number of courts, jails, prisons, juvenile institutions, prevention and diversion programs began to grow. Unfortunately, some of the new programs which began were short lived but a sufficient number of new programs prospered and continued so the growth of the number of volunteers and programs utilizing volunteers grew considerably from and after 1967.

In 1979 VIP-NCCD determined the time had come to do a quantitative and qualitative analysis of juvenile and criminal justice volunteerism. This questionnaire-survey effort, financed with a small two thousand dollar grant from the Estate of Phyllis McCord, verified the use of over two hundred thousand volunteers in two thousand programs in juvenile and criminal justice including prevention and diversion programs. (Additional replies have been received and tabulated since the results were compiled and circulated as set forth hereinafter).

Of course, with limited funds it was impossible to do a thorough and complete study. However, VIP-NCCD contacted three states, Tennessee, Texas and Ohio, which had recently undertaken state-wide surveys which were, of course, much more complete than a national survey could be for those states and all other states surveyed nationally. VIP-NCCD received an up-dated list of volunteer programs which had been identified in those three states. The number of volunteer programs in juvenile and criminal justice identified by those states and not listed in the VIP-NCCD survey were then multiplied by the total population of the rest of the states to arrive at a projected figure of almost four hundred thousand volunteers involved in approximately four thousand programs. (See the survey information which follows for more complete information).

VIP-NCCD then concluded the general 1978 estimate of those involved in the movement ----(at least one half million volunteers were involved in five thousand programs)was a reasonable estimate. This is based upon the fact even Texas, Ohio and Tennessee were sure they had not accurately ascertained the total number of volunteers and volunteer programs in their states and to do so would require more resources than they had given to the survey in their states.

Thus, at the end of the first two decades of the modern volunteer movement, 1959-1979, it is estimated there are one half million volunteers involved in some five thousand programs.

This represents a significant growth since the number of volunteers involved in 1959 were, as far as anyone has been able to ascertain, very minimal.

A copy of the survey is available at the end of this booklet. Like any national survey, it is already out-of-date after less than a year.

VIP-NCCD then attempted to ascertain the quality of the movement and two decades of effort through the eyes of the administrators, managers and directors of the programs who replied to the survey.

A six page questionnaire was sent to the first nineteen hundred programs which responded to the survey card. This questionnaire was designed by Dr. Robert T. Sigler of the University of Alabama who, as previously indicated, is a colleague of VIP-NCCD. The questionnaire was designed to discover the administration and management practices of these programs. How serious are these programs about recruiting, screening, orientation, training, supervision and other critical administrative and management techniques and procedures? Of course, one must assume the programs which were managed and administered best would be the programs most likely to answer.

However, the results of the questionnaire were very gratifying and it appears the programs during the first two decades of the movement have in fact taken administration and management seriously. A copy of the questionnaire as compiled by an University of Michigan student intern is also included at the end of this booklet.

Thus, with the survey and questionnaire referred to above the reader has the most accurate and complete information compiled on the first two decades of the volunteer movement in courts, jails, prisons, juvenile institutions, prevention and diversion programs.

Of course, the movement had its problems, difficulties and obstacles to overcome. In the 1960's three main issues and concerns confronted the young movement. There were other concerns and issues as well but these three seemed to emerge as the major difficulties and challenges.

First, it was claimed volunteers might work all right in smaller cities like Boulder, Colorado and Royal Oak, Michigan but they could not function successfully in larger metropolitan areas. (While Boulder is a rather small city it does have a major university, the University of Colorado. Royal Oak, with its population of ninety thousand, is immersed in the Detroit metropolitan area. Neither is the traditional small town). However, this objection was heard by the early leaders of the volunteer movement.

In 1967 two programs began in Denver, Colorado which established, at least to the satisfaction of most people, that a program of this type can prosper in a large city.

As previously mentioned, working primarily with adult misdemeanants but also with adult felons, Judge William H. Burnett began a volunteer program in the Denver Adult Misdemeanant Court. Judge Burnett, who died prematurely in 1973, served as the President of the North American Judges Association and was an outstanding leader in judicial reform. Volunteers were active both in a diagnostic clinic and in the one-to-one function. This program helped answer one of the questions which plagued the early days concerning the possibility of operating a volunteer program in a large city.

In 1968, the Partners program began in Denver under the capable direction of Robert C. Moffitt. As indicated earlier, this has been one of the most outstanding programs of the first two decades of the movement. In the 1970's there was usually an average of four to five hundred one-to-one volunteers active in addition to many professional volunteers as previously described. The pioneers of the young movement did not hear this objection very much after these two programs were well established. Later, the program in Minneapolis, Minnesota and in other larger cities put this issue to rest, even in the minds of most critics.

The second major problem was proving the effectiveness of the young movement. Were volunteers working with professionals really effective? What research did volunteer programs have to show they were effective? Thus, the early programs found it necessary to submit to research.

From 1965-1969 the Department of Health, Education and Welfare (National Institutes of Mental Health of the United States Government) conducted an extensive research of the Royal Oak program. A brief description of the methodology and results follows.

In addition to this research, a number of other programs initiated and completed studies. Brief summaries of a few of these research projects are also included at the end of this booklet. This is, of course, not a complete list of the various research and evaluation studies which have been completed but will give a brief idea of the results of some research.

Thus, at the end of the first twenty years, the movement does have research which is persuasive but certainly not totally conclusive or complete. More research must be undertaken in the future and, indeed, research and evaluation is a continuing and never ending process.

Most observers have concluded volunteer programs have more persuasive research in twenty years than routine probation, fines, jails and prisons have been able to assemble in hundreds of years.

The third area of concern has proven to be the most extensive problem and lasting issue. This is the resistance of professional probation officers and other professionals in the field.

The initial concern was volunteers would take jobs away from professionals. This concern has proven to be unfounded. In fact, exactly the opposite has happened.

At this point, neither of the two national organizations involved in juvenile and criminal justice volunteerism know of a single professional who has ever lost a job to a volunteer. On the other hand, volunteers have created hundreds and probably even thousands of jobs for professionals. They are professional and paid directors of volunteer programs in criminal justice. Thus, the fear volunteers would cost professionals their jobs has had exactly the opposite effect.

However, the concerns and fears of many professionals persist even though experience and history have proven it to be unfounded. Thus, of the three initial fears and concerns which caused most of the resistance in the first twenty years, one has been largely dismissed. The second, research, is a continuing problem but, to most observers, a lesser problem than to traditional criminal justice procedures. The third problem, the resistance of professionals, continues to be the major difficulty. Much progress has been made in this third area but considerable more progress is needed.

This, then, is a brief summary of the history of the modern juvenile and criminal justice volunteer movement from 1959 through 1979 with apologies to the tens of thousands of individuals and thousands of organizations which have made very important and significant contributions but have not been recognized on these few pages.

What is in store for the 1980's and beyond?

Up to now we have been speaking factually about the juvenile and criminal justice volunteer movement. At this point we will speculate some about the future. Thus, the conclusion of this paper will concern itself with opinions and forecasts unlike the preceding pages which were historical and factual.

First of all, we believe more volunteers will be involved in the future. The utilization of volunteers has grown from a very small number to about one half million volunteers from 1959 to 1979. For the movement to grow to five million, it is only necessary to enlist ten more volunteers for every one who is now involved. This would seem to be a much simpler task than the challenge of the 1960's and 1970's when it was necessary to add almost one half million for each volunteer involved in 1959. Thus, the number of volunteers should and, in our opinion, will grow substantially in the future.

Second, there is increasing evidence the church will become more and more involved in juvenile and criminal justice volunteerism. Many of the prison programs which have grown up from 1975 to 1980 are church related. Many major denominations now have one or more staff persons who are concentrating in the area of criminal justice volunteerism and in other social action programs. For some people the news the church is becoming more and more involved is bad. For others this is good news. However, good or bad, it is factual. The church is becoming involved. As we begin the new decade of the 1980's the Christian Church seems to be leading the way but Jewish and Muslim people are also becoming increasingly involved. The church will become, more and more, a force to be reckoned with in the future of criminal and juvenile justice volunteerism. (See Footnote, Page 28).

There will also be an increased use of volunteers to provide restitution and other services to victims.

There will be more diversion and prevention programs in the future. To sustain these programs, more volunteers will become involved each year during the 1980's. In fact, volunteers will be far more attracted to the concept of diversion and prevention than they have been to official court action such as probation.

Community service orders will become more and more prevalent and wide spread. Many of these community service programs already include an opportunity to earn a dismissal if the community work service is performed properly and the other conditions of the court such as reporting successfully in an unofficial but very actual manner to the probation department is completed successfully. Again, community service orders must be properly administered, managed and have sufficient people-power. Only a tremendous increase in taxes or the involvement of citizen volunteers will supply the needed people-power. We do not think the answer will be in greatly increased tax structures and volunteer citizens will provide the people-power which is necessary. This will happen increasingly in the 1980's.

Adventure programs for juveniles will become more common. One program of the 1970's, Expeditions of North America, featured a seventy-five day canoe trip from Lake Superior to Hudson Bay for sixteen year old youth taken out of juvenile criminal institutions, deeply troubled youth, "positive" youth and volunteer college students acting as guides. This, of course, is an incredibly intense rehabilitative service actually lasting twenty-four hours a day for seventy-five days plus the time of orientation and follow-up. The rate of recidivism of the prison youth, who comprised one third of the total number who went on the trips, was six percent over a seven year period. Generally speaking, the recidivism rate for youths sixteen years of age placed in a juvenile criminal institution is around seventy percent. Therefore, this program, which costs only about one fifth as much money, was many times more effective.

Many other adventure programs are beginning and virtually all show a great reduction in recidivism at a much lower cost to the taxpayer.

It would seem the day of a probation officer spending a few minutes a month across the desk from a juvenile probationer with an expectation of success is coming to an end.

The future of the movement will continue to depend upon individuals more than bureaucrats and government agencies. Volunteers who start new programs and are involved in future programs will continue to be the key ingredient.

Those who start new programs will continue to serve the spirit of the well known quotation, "Not armies, not governments have advanced civilizations but now and then an individual rises up and casts his (or her) shadow over the land." We expect these individuals will continue to be engineers, housewives, meat-packers and college students as well as judges, wardens, probation officers and other professionals.

Those who are involved in volunteer programs will continue to fulfill the spirit of the words, "I am only one. But I am one. I will not let what I cannot do keep me from doing what I can do to make this a better world, even if it is just for one other person."

Volunteerism in juvenile and criminal justice, its success in the past and its promise for the future, is based upon its intense, individualized and intelligent delivery of services. It has been said the average amount of time a probation officer spends with a probationer in the United States is three minutes a month. Outstanding programs utilizing volunteers in juvenile and criminal justice have provided up to twelve hours a month of rehabilitative services. This increases the rehabilitative services by two hundred forty times. It is difficult to work at any task two hundred forty times harder without being more successful.

When twelve hours a month in services are given rather than three minutes a month, highly individualized services become possible. Thus, with twelve hours a month, great care can be spent in determining the problem and how to deal with the problem in an intensive and extensive manner.

Third, the intelligence of the treatment process is greatly increased when professional volunteers like psychiatrists, psychologists, medical doctors, lawyers, optometrists and others are involved. Rather than being limited to the training and education of one probation officer, the education, training and experience of many volunteers in the community is utilized. The total increase in intelligence greatly magnifies the effectiveness of these programs.

The history of juvenile and criminal justice volunteerism in the first twenty years has now been concluded and, of course, is too recent to accurately and completely assess. However, much has occurred to indicate the intelligent, intensive and individualized services possible when volunteers and professionals work together is one of the great hopes, perhaps the single greatest hope, we have for the future.

Footnote (See Page 26): In October 1980, the Inter-Religious Task Force on Criminal Justice of the National Council of Churches published a set of guide-lines. It is entitled "Prison Ministry -- A Challenge to the Church" and can be obtained from the National Council of Churches, Joint Action and Strategy Committee, 470 Riverside Drive, New York, New York.

Dr. Ernest L.V. Shelley, a member of the Curriculum Development Committee, was a member of the Task Force and has implemented these suggestions in a pilot program in Missaukee County, Michigan (a rural area). All of the volunteer probation officers of the misdemeanor court are lay-persons from local churches.

Agape House in Jefferson City, Missouri is another example of an innovative and creative program staffed and financed by church people working ecumenically under the council of churches.

- 1) REPORT ON THE NATIONAL SURVEY QUESTIONNAIRE
- 2) SURVEY CARD SUMMARY
- 3) STATE LIST
- 4) NATIONAL SURVEY QUESTIONNAIRE
- 5) NATIONAL CRIMINAL JUSTICE VOLUNTEER RESOURCE SERVICE LETTER



A DIVISION OF THE NATIONAL COUNCIL ON CRIME AND DELINQUENCY



200 WASHINGTON SQUARE PLAZA • ROYAL OAK, MICHIGAN 48067 • (313) 398-8550

KEITH J. LEENHOUTS, Director
Municipal • District Court Judge, 1969-1969
VERA I. SNYDER
Administrative Assistant

A REPORT ON THE NATIONAL SURVEY AND QUESTIONNAIRE
CONDUCTED BY VIP-NCCD ON THE VOLUNTEER JUVENILE
AND CRIMINAL JUSTICE MOVEMENT IN THE UNITED STATES
OCTOBER, 1979

NATIONAL OFFICERS
HON. ARTHUR S. LANE*
Chairman of the Board
CARL M. LOEB, JR.*
Vice Chairman of the Board
MRS. ARTHUR G. WHYTE, JR.*
Vice Chairman of the Board
Chairman, Executive Committee
ROBERT STUART*
Vice Chairman, Governmental Affairs
WILLIAM F. MAY*
Vice Chairman of the Board
Chairman, National Executive Committee
IRA A. LIPMAN*
Treasurer
JOHN M. WALKER, JR.*
General Counsel and Secretary
MILTON G. RECTOR
President

VIP ADVISORY COUNCIL
JOEL E. NYSTROM
Executive Director
International Y.M.C.A. (Ret.)
JAMES V. BENNETT
Director, U.S. Bureau of Prisons (Ret.)
JUDGE HORACE B. HOLMES
Juvenile Court • Boulder
R. STANLEY LOWE
Casper, Wyoming
W. WALTER MENNINGER, M.D.
Menninger Foundation
MILTON G. RECTOR
President • NCCD
MR. JUSTICE POTTER STEWART
U.S. Supreme Court
National Education Training Program
Funded by W.K. Kellogg Foundation
National Academic Center
DR. ROBERT T. SIGLER
University of Alabama

BOARD OF ADVISORS
LUTHER H. BLACK
Arkansas Department of Education
MS. PEARLDEAN WEEKES GOLIGHTLY
California Department of Corrections
DR. HOWARD B. GUNDY
Vice-President, University of Alabama
DR. G. LA MARR HOWARD
Georgia State University
DR. GORDON E. MISNER
Past President,
Academy of Criminal Justice Sciences
MRS. MARCIA PENN
Consultant on Volunteerism
SAMUEL PEREZ
Dallas County Juvenile Probation Office
MRS. GEORGE (LENORE) ROMNEY
Director, National Voluntary Action Center
DR. IVAN H. SCHEIER
National Information Center on Volunteerism
JAMES SPIVEY
Michigan Legislative Ombudsman (Ret.)
MRS. POTTER (MARY ANN) STEWART
NCCD Board of Directors
Consultants
ROBERT C. MOFFITT
Executive Director,
Partners, Inc.
Denver, Colorado
ERNEST L.V. SHELLEY, Ph.D.
Michigan Department of Corrections (Ret.)

In early 1979, we decided two things were necessary. First, we should try to determine the number of programs using volunteers and the number of volunteers involved. We concluded three figures were necessary to give an idea of the volunteer movement. Thus we submit a verified figure, a projected number and an estimate. (See page one of this report).

Also, it seemed necessary to gather more complete information about juvenile and criminal justice voluntarism. A total of 510 six page questionnaires were tabulated and compiled and the results are set forth herein. (See the rest of this report).

We submit the following for your consideration.

VOLUNTEERS IN PREVENTION	VOLUNTEERS IN PROSECUTION	VOLUNTEERS IN PROBATION	VOLUNTEERS IN PRISON	VOLUNTEERS IN PAROLE
--------------------------------	---------------------------------	-------------------------------	----------------------------	----------------------------

A DIVISION OF THE NATIONAL COUNCIL ON CRIME AND DELINQUENCY

200 WASHINGTON SQUARE PLAZA • ROYAL OAK, MICHIGAN 48067 • (313) 398-8550

September, 1979

KEITH J. LEENHOUTS, Director
Municipal • District Court Judge, 1958-1969
VERA I. SNYDER
Administrative Associate

SURVEY CARD SUMMARY

Table with 2 columns: Survey Item and Count. Items include Total Number of Survey Cards Received (1970), Number of States Responding (51), Number of Cities Responding (1158), Number of Programs Reported (1820), Number of Active Volunteers Reported (176,445), Number of Programs Reported with no Number of Volunteers Indicated (150), and Use of Volunteers (One-To-One: 1648, Administrative: 661, Professional: 969, Supportive: 1451, Other: 669).

The Ministry of Correctional Services in Canada reports 3,500 volunteers active in that country. That number was not included in the above totals.

SURVEY CARD

Form for Survey Card with fields for Organization Name, Address, City/State/Zip, Name/Director of Volunteers, Approximate Number of Active Volunteers, Use of Volunteers (One-To-One, Administrative, Supportive, Other-Specify), We receive VIP EXAMINER (Quarterly newspaper of VIP-NCCD) Yes/No, and If No, we would like to receive it: Yes/No.

After nine months of surveying the number of volunteers active in direct service juvenile and criminal justice programs, we are convinced no one really knows and probably no one will ever determine just how many volunteers are involved. The same is true of the number of programs.

We have mailed the survey card attached to this report to a list of courts, jails, prisons, juvenile institutions, probation, parole, prevention and diversion programs supplied by the U.S. Department of Commerce and to lists received from many other individuals and organizations.

We have now received replies indicating 1,970 programs utilizing 176,445 volunteers.

Of the 1,970 programs who reported, 150 did not report the number of volunteers who are active. Since both the survey and the questionnaire indicated each program averages between 83 (according to the questionnaire) and 96 (average of the survey card) volunteers, we have added 12,000 volunteers to the total (80 each for the 150 programs). This gives us a total of 188,445 active volunteers.

To project a total figure, we have compared lists supplied by Tennessee, Texas and Ohio, which states represent about one eighth of the total U.S. population. These states list a total of 242 programs not on our survey cards. Again using the average of 80 volunteers, we project an additional 1,936 programs and another 154,880 volunteers. Thus, the total verified and projected number is 3,906 programs and 343,325 volunteers.

For an estimate of the total volunteers and programs, one might consider the fact that none of the three state lists (Tennessee, Texas and Ohio) are considered complete. Answers like the reply of the Salvation Army which simply said thousands were involved in criminal justice volunteerism were not included either in the verified or projected numbers. Also, there is general agreement that no one can even begin to estimate the number of volunteers used informally in criminal justice, particularly by small programs. These three facts cause us to suggest that our original estimate of one half to three quarters of a million volunteers in 3,000 to 5,000 programs might be reasonably accurate. On this point, we estimate and let others estimate.

The survey goes on and we will report further in the future.

Volunteer utilization information has been received from Canada but has not been included in this report.

VIP-NCCD - 200 Washington Square Plaza - Royal Oak, Michigan 48067 - 313-398-8550

NATIONAL OFFICERS
HON. ARTHUR S. LANE*
Chairman of the Board
CARL M. LOEB, JR.*
Vice Chairman of the Board
ROBERT STUART*
Vice Chairman of the Board
RS. ARTHUR G. WHYTE, JR.*
Vice Chairman of the Board
WILLIAM F. MAY*
Vice Chairman of the Board
EDWIN A. DEAGLE, JR.*
Treasurer
JOHN M. WALKER, JR.*
General Counsel and Secretary
MILTON G. RECTOR
President
VIP ADVISORY COUNCIL
JOEL E. NYSTROM
Executive Director
JUDGE HORACE B. HOLMES
R. STANLEY LOWE
WALTER MENNINGER, M.D.
MILTON G. RECTOR
JUSTICE POTTER STEWART
DR. ROBERT T. SIGLER
BOARD OF ADVISORS
LUTHER H. BLACK
DEAN WEEKES GOLIGHTLY
DR. HOWARD B. GUNDY
DR. G. LA MARR HOWARD
DR. GORDON E. MISNER
MRS. MARCIA PENN
SAMUEL PEREZ
GEORGE (LENORE) ROMNEY
DR. IVAN H. SCHEIER
JAMES SPIVEY
MAY ANN STEWART
ROBERT C. MOFFITT
ERNEST L. V. SHELLEY, Ph. D.

TEERS
OLUNTEERS
ROSECUTION
OLUNTEERS
ROBATION
OLUNTEERS
RISON
OLUNTEERS
AROLE

Please Return To:
VIP-NCCD
200 Washington Square Plaza
Royal Oak, Michigan 48067

September 1979

NATIONAL CRIMINAL JUSTICE
VOLUNTEER RESOURCE SERVICE
QUESTIONNAIRE

In the spring of 1979, this questionnaire was mailed to 1,900 juvenile and criminal justice programs who had responded to a postcard survey card. They all reported the use of volunteers. We received 510 responses to this six page questionnaire (26.84%). Here are the results as compiled and tabulated by David J. Leenhouts, University of Michigan student intern, who worked with VIP-NCCD in the summer of 1979.

- Name and address of volunteer program: _____
- Do you wish to have a copy of the results of this questionnaire? (Check)
a 474 Yes b 24 No c 12 No Answer
- Type of agency which receives services. (Check as many as apply)
a 88 Adult Parole b 259 Juvenile Probation c 188 Adult Prison
d 127 Juvenile Parole e 63 Family Court f 72 Juvenile Prison
g 72 City Police Dept. h 192 Juvenile Court i 167 Adult Probation
j 66 County Police Dep. k 145 Juvenile Detention l 31 Pub. Defender's Office
m 150 Other (Specify) Schools-20, Dept. of Social Services-18, Other social service agencies-14, Jails-14, Half way house/group homes-10, Diversion programs-9, Prevention programs-7. (Many serve more than one).
- Type of services offered by your volunteer program: (Check as many as apply)
a 465 One-to-one relationship (client-volunteer) b 304 Educational
c 326 Counseling & Guidance d 92 Adventure (i.e. wilderness exploration)
e 279 Other (Specify) Recreation-62, Religious-41, Job assistance-28, Transportation-24, Arts & Crafts-21, Group Activities-17, Alcohol and/or Drug Treatment-15, Entertainment-14, Emergency Assistance-13, Counseling-10.
- Which of the following receive(s) services from your volunteer program? (Check as many as apply) a 465 Offenders b 69 Victims c 19 Witnesses
d 215 Agency staff e 3 146 Other (Specify) Families of Offenders-48, Potential delinquents-20, Community groups or general public-24, Young people of community-22.
- What is the average number of clients who receive service at one time? 46,602-total. This is 101.5 per program. 51-"varies" or no answer.
- How many clients receive services in the average year? 322,641. Average is 723.4 per program. 64-"varies" or no answer. Unfortunately, in retrospect this question was ambiguous. Did the question refer to the clients (probationers, prisoners, etc) who received volunteer services (about 66% appeared to so interpret this question) or did it refer to the total population served - all prisoners, probationers, etc? Approximately 34% apparently so interpreted the question. Thus, unfortunately, VIP-NCCD concludes the answer accurately reflects neither the clients receiving volunteer services nor the total population served by these programs.
- What is the average number of Volunteers you have working at one time? 40,903-total 20-"varies" or no answer. Average is 83.4 per program.
- About what percentage of your volunteers are men? 41.2% Not sure-20.

Contd/...

Please return to:
VIP-NCCD
200 Washington Square Plaza
Royal Oak, Michigan 48067

- About what percentage of your volunteers are black? 11.7% Not sure-21.
- About what percentage of your volunteers have Spanish surnames? 2.9% Not sure-32.
- About what percentage of your volunteers are from other minority groups? 3%
- What percentage of funding does your volunteer program receive from each of the following: (Total = 100%, write in approximate percentage)
88 a 11.1 Federal govt. 170 b 26.1 State govt. 184 c 29.2 Local govt.
157 d 15.6 Private donors 43 e 3.6 Special grant 85 f 12.1 Other United Way-26, government-13, Religious Community-12, Fund raising-11 (88, 157, 170 etc. is the total times mentioned.)
- Do you have paid personnel to manage the volunteer program? (Check)
a 406 Yes b 81 No c 23 No Answer. If yes, check the following as it applies:

Type of Position	# of Position(s)	Full Time	Part Time	Paid	Un-paid	Employed by Agency		% of Work Time Spent with Vols.
						Yes	No	
Director of Volunteer Prog.	430	325	85	380	16	357	28	49.7
Secretarial Staff	316	166	143	371	21	248	38	29.2
Training Staff	192	67	116	141	47	114	25	38.3
Recruitment Personnel	165	58	90	61	101	49	52	39.5
Consultant(s)	132	7	106	40	86	22	68	42.5
Supervisor of Volunteers	440	232	174	293	116	292	98	51.3
Other (Specify)	354	267	77	317	22	297	41	42.9

(The percentage are those reporting in each category only and not a percentage of all 510 programs.)

- Which of the following techniques and methods do you use for recruitment of volunteers? (Check as many as apply) a 148 TV ads, programs b 249 Radio ads, programs c 335 Newspaper ads, articles d 335 pamphlets, brochures e 30 Books, journals, magazines f 434 Personal appearances g 246 Other (Specify) Word-of-mouth-118, Educational Institutions (esp. colleges)-43, Church appeals-22, Posters-17, Community Events-13.
- What types of assistance do you need to facilitate your recruitment process? (Check all that apply)
195 a how to manual
117 a knowledgeable consultant
144 a training product for my staff
77 other (Please specify) More time-7, Help with male and minority recruitment-8, More money-7, Training for staff-4.
171 We don't need assistance in this area now
- Which of the following techniques and methods do you use for training of volunteers? (Check as many as apply) a 269 Audio visual equipment b 139 Recording materials (i.e. tape cassettes, records) c 445 Written materials (i.e., manuals, books, journals, etc.) d 266 other (Specify) Speakers-51, Lecture-40, Orientation-30, Role Playing-28, Discussion-25, Workshops-23, On the Job Training-12
- How many hours of training do your volunteers receive? Average-10.4 (Pre-service only) Impossible to calculate ("varies" or "depends")-47, No Answer-24, No training-8, Unknown-2.

Contd/...

Please return to:
VIP-NCCD
200 Washington Square Plaza
Royal Oak
Michigan 48067

19. Do you have some problems with training volunteers? a 192 Yes b 300 No.
18 No Answer 1 Yes and No
If yes, what specifically? Hard to get volunteer to attend regularly-42 Need
more staff time-28, Scheduling problems-21, Inadequate training program-10, Lack
of funding-7
20. How do you rate the volunteer training efforts? (Check)
a 131 Very successful (has trained volunteers well enough to do assigned tasks
and volunteers are trained well enough to orientate others)
b 348 Successful (has trained volunteers well enough to do assigned tasks)
c 23 Unsuccessful (has not trained volunteers well enough to do assigned tasks)
d 5 Extremely unsuccessful (has not trained volunteers well enough to survive
15-No Answer 1-C and D in program) (about a 1% mathematical error in tabulation
4-A and B 1-B and D of this question.)
4-B and C
21. What types of assistance do you need to facilitate your training process?
(Check all that apply)
195 a how to manual
102 a knowledgeable consultant
224 a training packet for my staff
35 other (Please specify) Audio-Visual-7, Volunteer Trainer-6,
Mora Time-5, More Funds-4, More Paid Staff-3
171 We don't need assistance in the area right now
22. Which of the following factors are taken into consideration when matching
clients with volunteers? (Check as many as apply)
a 399 Commonality of interest (among client-volunteer) b 447 Needs of client
c 241 Risk of client d 389 Background of volunteer e 210 Race f 305 Sex
f 295 Age h 140 Other (Specify) Geographical location-53, Personality of
Volunteer-13, Needs of Agency, Volunteer and Client-10, Special Talents of Volunteer-8,
Time Volunteer can give-7
23. Is matching a problem in your volunteer program? (Check) a 95 Yes b 379 No
If yes, which of the following apply(ies)?
1 36 Difficulty with matching the same sex
2 26 " " " " " race
3 14 " " " " " opposite sex
4 12 " " " " " " race
5 5 " " " " " whites
6 29 " " " " " Blacks
7 13 " " " " " females
8 41 " " " " " males (error in mathematical tabulation of
this question)
9 73 No Answer (One Half of one percent (0.5%))
24. Do you have other problems with matching? a 98 Yes b 340 No. If yes, what
specifically? Need more volunteers-44 (all together), Need More male volunteers-23,
Need more minority volunteers-10, Geographic location-8
25. How do you rate the volunteer program matching efforts (Check)
a 38 Very successful (always match the right volunteer with right client)
b 412 Successful (most of the time, the right volunteer is matched with the
right client)
c 20 Unsuccessful (there are a few good matchups)
d 1 Extremely unsuccessful (there are very few good matchups)
e 43 No Answer A and B-2 B and C-2
26. What types of assistance do you need to facilitate your matching process
a 116 a how to manual
b 66 a knowledgeable consultant
c 127 a training packet for my staff
d 94 other (please specify) Help with recruiting minorities-10, Need more
volunteers-9, Help with recruiting males-8
e 230 We don't need assistance in this area now

Contd/...

27. Which of the following arrangements do you use to manage your volunteer program?
(Check) a 324 Single administrator b 104 advisory board c 50 Supervisory
board d 132 Agency staff team e 20 Citizen staff team f 20 Citizen agency
staff team g 89 Other (Specify) Agency Staff team-13, Single program
administrator-10, Board of Directors-8, Director/Coordinator plus staff and/or
volunteers-8
28. Which of the following techniques do you use to supervise your volunteers.
(Please check all that apply)
a 78 a written report after each meeting
b 269 a written report on a regular basis (monthly, etc.)
c 115 a verbal report after each meeting
110 Face to face
81 Phone
d 275 a verbal report on a regular basis (monthly, etc.)
173 Face to face
156 other (Please specify) Phone-113, Written Reports-11
29. Who directly supervises your volunteers? (Title of job slots) Coordinator-134,
Probation/Parole Officer-94, Director-77, Counselor-41, Supervisor-33, Program
Director-18, Caseworker-15, No Answer-10
30. What percentage of their time is devoted to supervision? 32.1%, No Answer-53,
Answers that could not be calculated ("depends" or "varies")-48
31. Do you have any problems with supervision? 218 Yes 273 No 18 No Answer
If yes, what specifically? Not enough time-40, Volunteers fail to turn in reports-
Lack of staff commitment-22, Maintaining consistent contact with volunteer-20
(About a 1/2% mathematical error in tabulation of this question)
32. How do you rate the volunteer program supervision efforts.
a 32 very successful (we always know about problems before others do)
b 318 Successful (we usually know how much contact and what progress is being
made in each match)
c 84 Unsuccessful (we manage to get by, by dealing with supervision problems
as they arrive)
d 14 Unsuccessful (we occasionally lose matches before we know there is a problem)
B and C-9, C and D-5. (About 1/2% mathematical error in tabulation of this question)
33. What types of assistance do you need to facilitate your supervision process?
(Please check all that apply)
a 174 a how to manual
b 100 a knowledgeable consultant
c 196 a training packet for my staff
d 64 other (Please specify) More staff-24, More time-12, Any kind of help-6
e 169 we don't need assistance in this area now
34. How would you describe the management style used in your program? Management by
Objectives-46, Informal-28, Participating-27, Effective-18, Flexible-14, Democratic-9,
Structured-5
35. Do you have problems with management (operation of the program) of the volunteer
program? (Check) 132 Yes 304 No 72 No Answer
1 29 Management staff is not accomplishing goals
2 25 Inadequate supervision over management staff
3 91 Insufficient management staff members to handle necessary tasks
4 58 Other (Specify) Lack of staff support for program-14, Lack of time-9, Need
help with supervision techniques-8, Funding unstable-5, Need more staff-4
36. How do you rate the management efforts of your volunteer program? (Check)
a 52 Very successful (program operates with no conflicts, interruption of
services or major problems)
b 380 Successful (program operates consistently with little conflict, interruption
of services or major problems)
c 59 Unsuccessful (program operates in cycles with conflicts, interruption of
services or major problems)
d 3 Extremely unsuccessful (program is stalled most of the time with conflict,
interruption of services or major problems)
23 No Answer B and C-7

Contd/...

Please return to:
VIP-NCCD
200 Washington Square Plaza
Royal Oak, Michigan 48067

37. What type of assistance do you need to facilitate your management process?
 a 155 a how to manual
 b 78 a knowledgeable consultant
 c 157 a training packet for my staff
 d 65 other (please specify) More staff-19, More funding-8, Training package for staff-6, More time-6
 e 185 we don't need any assistance in this area now
38. Which of the following techniques and methods do you use to build public relations? (Check as many as apply) a 256 Public service activities b 364 Recognition of volunteers c 275 Recognition of program success d 113 Testimonials (clients) e 143 Open house f 160 Other (Specify) Media-40, Public speeches and representations-39, Newsletter-19, Picnics/Award Dinner/Banquets-14, Word of Mouth-11
39. Do you experience problems with public relations? (Check) a 201 Yes b 261 No
 1 Yes and No 47 No Answer
 If yes, which of the following apply(ies)?
 1 59 Insufficient knowledge of public relations
 2 112 Insufficient finances for advertisement
 3 130 Insufficient time to build on public relations
 4 51 Public relations is ranked low on our list of priorities
 5 42 Other (Specify) Lack of media assistance-6, More time needed-5, Insufficient staff-5, Agency is unable to publicize-4
40. How do you rate the program's public relations efforts?
 a 68 Very successful (has made the community very informed, responsive and supportive of the volunteer program)
 b 308 Successful (has made the community aware of the volunteer program)
 c 111 Unsuccessful (has not made the community informed, responsive or supportive of the volunteer program)
 d 17 Extremely unsuccessful (has not attempted to make the community informed, responsive and supportive of the volunteer program)
 24-No Answer, 5-A and B
 10-B and C, 2-C and D
41. What types of assistance do you need to facilitate your public relations effort? (Please check all that apply)
 a 189 a how to manual
 b 110 a knowledgeable consultant
 c 170 a training packet for my staff
 d 74 other (please specify) More funding-21, More time-19, More staff-15, Examples of how other programs do it-5
 e 162 we don't need assistance in the area now
42. Do you evaluate your program? a 400 Yes b 88 No 23-No Answer, 1-Yes and No
43. Is there someone in your volunteer program who will assist in the evaluation of the program? (Check) a 242 Yes b 220 No. If yes, how much experience does this person have in program evaluation? (1% error in tabulation of this question)
 46- No Answer, Apparently competent or over 3 years of Experience-108, Moderate (1-3 Years)-33, Little (under 1 year)-38
44. Is there a need for assistance in evaluating your volunteer program? (Check)
 a 214 Yes b 238 No 56-No Answer 1-Maybe (.05% error in the tabulation of this question)
45. Which of the following reasons will you exclude a potential volunteer from your program?
 a 142 Criminal record b 261 Eccentric behavior c 259 Mild mental disturbance
 d 331 Poor character reference e 180 Homosexual f 184 Other (Specify) No blanket policy-39, Not dependable or Mature-24, Alcohol and/or Drug Users-10, Lack of responsibility to the time commitment-10, Age-10, No exclusionary reason-7, Religious reasons-5
46. Which of the following things do you do while evaluating a volunteer applicant?
 a 469 Interview b 432 Application c 380 Seek references d 286 Background investigation e 140 Other (Specify) Police record check-39, Observation during training-26, Personality test-7

Contd/...

47. Are there times when you feel a need for a consultant? (Check) a 273 Yes b 206 No 31-No Answer, 1-Yes and No (about .05% error in tabulation)
48. Are you experiencing difficulty in finding a consultant? (Check) a 89 Yes b 316 No. If yes, why? No funds-38, Can't find someone qualified-10, 82-No Answer, 21-Have not tried (1% error in tabulation of this question)
49. Is the volunteer program operated by an agency, organization or group completely separate from the agency which controls clients? a 102 Yes b 360 No
 46-No Answer (1% error in tabulation)
 (If answer is No, skip next question)
50. Check all of the following which describe the organization of your program
 a 0 Part-time paid board b 46 Part-time unpaid board c 35 Independent private agency whose sole purpose is operating the program d 30 Independent private agency whose purpose includes other activities e 4 A government agency whose sole purpose is operating the volunteer program f 24 A government agency whose purpose included other activities g 15 Other (Specify) Church related-2
51. If your program has a unique shared management structure, please provide a short description 104 answers mostly describing functions of board, staff or relationships with other public or private agencies, etc. (Multi-page summary available)
52. We are trying to find out how your program works. What else should we know? 204 answers mostly describing program operations, problems, successes, anticipated future development, etc. (Multi-page summary available)
53. We will be developing resources for volunteer programs in the coming year. Of all the things we have discussed (or which we have forgotten to mention) what things would be most helpful to you? Recruiting-62, Training materials-50, Public relations-33, Evaluation-24, Finances-24, Management-23, Supervision Techniques-19, Consultants-14, Information about other programs-14, How to manual/materials-13, Dealing with volunteer/staff relations-13, Retention and motivation of volunteers-12, Recruit males-11, Recruit minorities-9, Training program for directors-8, Training packets for staff-15
54. Would you like to be a member of a state organization to encourage and expand the use of volunteers in juvenile and criminal justice? Yes-322, No-54, 38-Not sure (most question the time commitment) 31-already member of some organization 6-No Answer (.05% tabulation error in this question)

NCJVRS

National Criminal Justice Volunteer Resource Service
VIP — NCCD

PRELIMINARY SUMMARY OF THE VIP-NCCD SURVEY OF
JUVENILE AND CRIMINAL JUSTICE VOLUNTEER PROGRAMS

Keith Leenhouts
Executive Director

Bob Sigler
Associate Director

Mark Thornhill
Associate Director

BOARD OF ADVISORS

Mr. Luther H. Black, Supervisor
Adult Basic Education
Department of Education
Little Rock, Arkansas

Ms. Pearldean Weekes Golightly
Associate Planning Director
Department of Corrections
Sacramento, California

Dr. Howard B. Gundy
Vice President, Academics
University, Alabama

Professor G. LaMarr Howard
School of Urban Life
Georgia State University
Atlanta, Georgia

Dr. Gordon E. Misner
St. Louis, Missouri

Ms. Marcia Penn
Volunteer Consultant
Richmond, Virginia

Mr. Samuel Perez, Director
Juvenile Department
Dallas, Texas

Mrs. George (Lenore) Romney
Bloomfield, Illinois

Dr. Ivan H. Scheier, Director
National Information Center
on Volunteerism
Boulder, Colorado

Mr. James Spivey
Detroit, Michigan

Mrs. Potter (Mary Ann) Stewart
NCCD Board of Directors
Washington, D.C.



We have just completed the initial stage of data collection regarding the scope and nature of juvenile and criminal justice volunteer programs. Up to now, estimates of the size and nature of operation of these programs has been based on impressions gathered from practitioners and national consultants. We recognize a need to develop an effective data base so that descriptive statements and projections are based on empirical information rather than impressions.

In early 1979 we began with a short one page questionnaire printed on a post card (See page 4). This instrument was designed to identify the population of interest. Copies of the instrument were mailed to all known juvenile and criminal justice volunteer programs with requests to further distribute them to programs in their immediate geographic area. The questionnaire was also distributed to participants at various national and regional professional and service conferences and printed in the VIP EXAMINER, the national newspaper for the juvenile and criminal justice volunteer movement published by VIP-NCCD.

The process identifies 1970 programs with 176,445 volunteers. In order to access the accuracy of our response rate, we compared our results with the known population in three states, Tennessee, Texas and Ohio,* which have conducted relatively exhaustive identifying surveys of local programs. If the rate of identities is typical of the national rate, we mathematically project 3900 programs utilizing 343,325 volunteers. In the near future we will expand this procedure to a larger selection of states so we can firm up our projections.

The attached questionnaire was mailed to the 1900 programs identified in our initial survey. The numbers in the response slots were generated from the first 510 questionnaires received in our office. To date, we have received about 530 responses to the long questionnaire.

Two things should be noted when considering the summary of these questionnaires:

- 1) We have many more respondents from programs serving juveniles than from programs serving adults. This may be because there are more juvenile programs but in any event the responses may be more indicative of juvenile programs than adult programs.

*We discovered the three states had listed 242 programs not identified by our national survey.

(205) 348-6738 POST OFFICE BOX 6365 UNIVERSITY, ALABAMA 35486
Developmental Funds Provided by The W. K. Kellogg Foundation

VOLUNTEERS
IN
PREVENTION

VOLUNTEERS
IN
PROSECUTION

VOLUNTEERS
IN
PROBATION

VOLUNTEERS
IN
PRISON

VOLUNTEERS
IN
PAROLE

RESEARCH STUDIES

- 2) We also noted that about 3/4 of the responses came from programs with paid directors and 2/3 from programs with full time directors. It appears that it is more difficult for programs without full time paid staff to respond.

The summary of the first 510 responses received is attached. There is no need to review the responses item by item but we have noticed a few trends:

- 1) On the whole our respondents are pleased with their performance and have indicated success in every category. They also recognize there is room for and a need for continued improvement. They know their limitations and are willing to seek assistance.
- 2) The independence and common sense nature of the volunteer movement can be seen in the types of assistance preferred by the respondents. The two types of assistance most frequently requested in all categories were how-to manuals and staff training modules. These resources increase the ability of the manager to improve his or her program at their own initiative.
- 3) There is an almost infinite variety of program operations and structures and a clear absence of "typical" programs.
- 4) The respondents apparently took great care to answer the questionnaire carefully and completely.

We will continue to develop our data base and hope to be able to make additional information available to you in the near future.

Dr. Robert T. Sigler
Faculty Consultant--NCJVRs
October, 1979

NCJVRs is the Education and Training
Division of VIP-NCCD located at the
University of Alabama.

- 1) NATIONAL INSTITUTES OF MENTAL HEALTH--ROYAL OAK
MUNICIPAL COURT RESEARCH STUDY
- 2) M-2 SPONSORS, INC. OF CALIFORNIA
- 3) MUNICIPAL COURT--LINCOLN, NEBRASKA
- 4) PARTNERS OF DENVER
- 5) CUPP STUDY SUMMARY--RAMSEY COUNTY, MINNESOTA

RESEARCH PROVES VOLUNTEERS
EFFECTIVE IN A COURT PROBATION PROGRAM

THE TALE OF TWO CITIES

<u>ROYAL OAK (Utilized Volunteers)</u>	<u>COMPARISON COURT (No Volunteers)</u>
Similarity:	Similarity:
Population Served: 90,000	Population Served: 110,000
Jurisdiction: Adult Misdemeanants	Jurisdiction: Adult Misdemeanants
Probation Budget: \$17,000	Probation Budget \$17,000
Description of Probation Personnel:	Description of Probation Personnel:
12 Part-Time Professionals	1 Full-Time Probation Officer
7 Full-Time Retired Administrators	1 Half-Time Secretary
15 Part-Time Retired Administrators	
500 Volunteers; Professional and One-To-One Volunteers	
Services Rendered Annually:	Services Rendered Annually:
14,000 Hours in Administration	1,600 Hours in Administration
36,000 Hours of Direct Service (Professional and One-To-One)	400 Hours of Direct Service
	1,000 Hours of Secretarial Assistance
Direct Service To Probationer:	Direct Service To Probationer:
12 Hours Per Month	3 Minutes Per Month
Recidivism Rates:	Recidivism Rates:
Study of all defendants placed on probation in 1965. Period of study: January 1, 1965--September 30, 1969 (4.75 Years)	Study of all defendants placed on probation in 1965. Period of study: January 1, 1965--September 30, 1969 (4.75 Years)
Total number placed on probation: 310 (In 1965)	Total Number placed on probation: 223 (In 1965)
Number with no repeat offenses: 264 (4.75 Years)	Number with no repeat offenses: 112 (4.75 Years)
Number of probationers committing repeat offenses: (4.75 Years) 46	Number of probationers committing repeat offenses: (4.75 Years) 111
Total number of subsequent offenses: (4.75 Years) 71	Total number of subsequent offenses: (4.75 Years) 603
Offenders committing one or more subsequent offenses: (4.75 Years) 14.9%	Offenders committing one or more subsequent offenses: (4.75 Years) 49.8%
Number of subsequent offenses per total number of probationers (4.75 Years) 0.23	Number of subsequent offenses per total number of probationers (4.75 Years) 2.70

RECIDIVISM RATE: GREATLY REDUCED IN ROYAL OAK

(OVER)

DEPARTMENT OF HEALTH, EDUCATION AND WELFARE
NATIONAL INSTITUTES OF MENTAL HEALTH--ROYAL
OAK MUNICIPAL COURT RESEARCH STUDY, 1965-1969

In a completely different study and research project, the Department of HEW (NIMH) attempted to find out not only if recidivism was reduced but, in addition thereto, why it was reduced. As indicated on the reverse side, recidivism was reduced. But why? The study gave us the answers. Because attitudes were changed. Over 100 probationers in each court took a series of psychological tests to measure attitudes when they were first placed on probation. Eighteen months later, just prior to discharge from probation, they were given the same series of tests. The results:

ROYAL OAK

COMPARISON COURT

Attitudes significantly improved: 73% Attitudes significantly improved: 17.8%

Attitudes significantly regressed: 11.7% Attitudes significantly regressed: 48%

Another important aspect of this research was the recidivism record of those 100 plus probationers tested in each court. Again, the rate of repeat crime was greatly reduced in Royal Oak. What happened? Recidivism was greatly reduced. Why did it happen? Attitudes were greatly improved.

GENERAL RECIDIVISM STUDY

Over the years Royal Oak has had a recidivism rate of 7%. According to the Criminal Justice Newsletter, June, 1976, the national average is about 37%.

NATIONAL IMPLICATIONS

Projected arithmetically, the cost differential between five repeat offenses and one repeat offense in all courts nationwide would be several million dollars annually. Documentation available upon request.

IMPOSSIBLE TO BELIEVE?

It is, of course, almost beyond belief that volunteers and professionals, working together, can save our nation several million dollars annually. Yet, when one considers the fact that courts utilizing volunteers and professionals work 240 times harder, we understand why it is possible. The average probation officer, nationwide, is with the probationer three minutes a month. Outstanding volunteer-professional courts furnish twelve hours a month of direct service, particularly during the critical first three to six months of probation.

ADDITIONAL INFORMATION

If your interest is stimulated, please write to VIP-NCCD. Further documentation and statistics are available, particularly in Chapter Nine of FIRST OFFENDER and in the Research Study, COMMUNITY PARTICIPATION IN MISDEMEANANT PROBATION. Both are available from:

VIP-NCCD
200 Washington Square Plaza
Royal Oak, Michigan 48067

M-2 SPONSORS, INC. OF CALIFORNIA

ONE PAGE SUMMARY OF RESEARCH*

THE M-2 PROGRAM GOALS AND PHILOSOPHY:

To enlist community participation in our correctional institutions with the prime concern being the prisoners---to alleviate their feelings of alienation and rejection, and to provide resources in the community who will help them plan their return to the outside world. Finally, to increase the number of parole successes.

Since the fall of 1971 an impressive total of 10,464 citizens have volunteered to visit 12,414 inmates and wards. The plurality of inmates and wards over sponsors shows that many sponsors volunteer to successively visit different prisoners.

CALIFORNIA YOUTH AUTHORITY:

The California Youth Authority completed a three year study of parole outcome for M-2 sponsored wards versus non-sponsored wards. The only detectable difference between the M-2 group and the control group was a visiting volunteer M-2 sponsor. Study results:

"M-2 sponsored wards did 34%
better on parole than non-
sponsored wards."

CALIFORNIA DEPARTMENT OF CORRECTIONS:

The California Department of Corrections assisted M-2 Sponsors in a follow-up of M-2 sponsored inmates and compared their parole outcome with the general ex-offender population paroled during the same year. M-2 sponsored inmates statistically represented a balanced cross-section of the general inmate population.

"M-2 sponsored inmates did 22%
better (favorable parole outcome)
in two years when compared to all
non-sponsored inmates."

BASE EXPECTANCY:

Base Expectancy is a research tool which predicts recidivism rates for paroled ex-offenders. This research technique makes one group of inmates both a test group and a control group. Study results:

"The actual parole outcome for M-2
sponsored inmates was 12.4% (propor-
tionately) higher than expected parole
outcome. And, the proportion of in-
mates matched with sponsors who were
classified as successes on parole was
24.2% higher than the proportion of
successes among inmates without sponsors."

*Research documents are available on request for \$2.00 each from: M-2 Sponsors, Inc., 1275 "A" Street, Hayward, California 94541

MUNICIPAL COURT-LINCOLN, NEBRASKA

Volunteers contribute significantly to three probation programs: 1) Volunteer Probation Counselors 2) Petty Larceny Offenders 3) Youthful Alcohol-Drug Offenders.

1) Volunteer Probation Counselor Program--Exemplary Project

a) Results of Program Evaluation: High-risk misdemeanant offenders between 16 and 24 years old were assigned at random to either a Volunteer Probation Counselor or regular probation.

i. Comparison of offenses during a 2 year period beginning 1 year before probation and continuing for the entire year of probation.

<u>Volunteer Probation Counselor</u>	<u>Regular Probation</u>
Number of Offenses: 62% Reduction	11% Reduction
Theft-Related: 93% Reduction	91% INCREASE
Anti-Social: 76% Reduction (Violence to Persons or Property)	56% INCREASE

ii. Recidivism

Additional Serious Offense: 15%	64%
More than One Additional: 10%	53%

iii. Personality Functioning

Significant differences between the above groups were also found when measured at the end of probation. (Note: The groups were very similar on all measures at the start of probation).

Probationers assigned to volunteer probation counselors were superior on the following personality dimensions as measured by the California Psychological Inventory:

- a) Responsibility
- b) Socialization
- c) Achievement via Conformance
- d) Tolerance

iv. Social Competence

Significant differences between the groups were found on several measures of ability to participate successfully in society including:

- a) Employment: Volunteer-assigned offenders were employed longer and earned a higher average wage than offenders on regular probation.
- b) Education: Volunteer-assigned offenders attended more classes and completed more training than offenders on regular probation.

b) Some parameters of time expended and services generated by volunteers.

An average of 15 volunteers are trained at each training series. 15 hours of staff time is required for training. 15 hours is expended

finding matches and assignment. About 30 hours of time will be required for follow-up. The 15 volunteers will average about 50 hours of service each, for a total of 750 hours.

2) Petty Larceny Offender Programming:

80% are Shoplifters, ages from 16 thru 77 years old and from all socioeconomic and educational backgrounds.

Volunteers serve as featured speakers and as co-leaders of groups. The program is 6 weeks long with 2 meetings weekly.

8 volunteers contribute the following services:

Featured Speakers: (Merchants, Clergymen, Security Officers, Clerks, Psychologists, Judges)	12 Hours
Co-Leaders of Groups: (Graduate and Undergraduate Students)	27 Hours
	<u>39 Hours</u>

25-30 petty larceny offenders are scheduled for each program. 8-10 persons are scheduled for each group.

RECIDIVISM: July 31, 1977 study of about 300 petty larceny offenders indicated the following:

Completed Probation Program: Less than 1% arrested for additional theft-related offense.

Did not complete or were not placed on probation: About 18% had already been arrested for another theft-related offense.

The amount of time for comparison was up to 3 years. Please note that the time varied from between 1 year up to a maximum of 3 years.

3) Youthful Alcohol-Drug Offender Programming:

16 thru 20 year olds charged with an alcohol-related offense; about 20% also abuse at least one hard drug.

Volunteers serve as featured speakers, assist with showing films, and serve as co-leaders of groups.

Educational Classes: 12 Hours Group Counseling: 27 Hours

The program consists of 6 weeks of classes and groups. There are 2 meetings weekly. Feedback from the program is generally positive. Because the program is only about 6 months old, no other statistics are available.

30-35 probationers are scheduled for each class. 10-12 probationers are scheduled for the group meetings.

4) Additional Comments:

- a) 70% of volunteers are re-assigned.
- b) Several volunteers have served for over 7 years and in many different roles.
- c) Volunteer specialists (two college seniors and one graduate student with a Master's degree in psychology) provide 36 hours of service weekly at this time. About 6 hours of staff time is required to supervise their activities.
- d) The best estimate of the amount of staff time spent working with volunteers is 20%.

RECIDIVISM STUDIES

2/78 JWP

From: John R. Forward to the Evaluations Committee, December, 1976:

The research shows that for Partner units that complete the 12-month "contract" agreement, positive outcomes are shown for reduced recidivism, improved self concept, more realistic societal attitudes and educational/occupational plans. In particular, relationship measures of positive regard, perceived unconditionality of regard, perceived similarity and self-disclosure are directly related to the reduction of recidivism, but less closely tied to change in self-concept and attitudes. In addition to Senior Partner characteristics, the self-concepts and attitudes of Junior Partners are strongly influenced by family and peer group factors. (Recidivism changes occur generally in the first 3 months of the relationship but other changes occur over the full 12-month period).

Conducted By:	Study:	Results:
Un./Colorado*	1) 1972-73-6 months Court/Partners	Partners: 68% Reduction in Major Theft Court: 65% Increase in Major Theft
Un./Colorado	2) 1972-73-9 months Court/Partners	Partners: 26% Less certified DA** complaints than control group
Un./Colorado	3) 1973-74, 12 months	Partners: 42% Fewer arrested as compared to the control group, and 35% fewer arrests for those who are re-arrested, as compared to the control group
Denver Juvenile Court	4) 1974-75, 5 months Court/Partners	Partners: 29% Less certified DA complaints than control group
Denver Juvenile Court	5) 1975, 5 months Court/Partners	Partners: 22% Less certified DA complaints and 50% less petitions filed than the control group
Division of Youth Services	6) 1977, 12 months Police/Partners	Recidivism rates monthly. Conclusion DYS: "Overall the Police-to-Partners program appears to be very successful in reducing client recidivism rates."

NATIONAL INFLUENCE

	1971	1972	1973	1974	1975	1976	1977	Total
Administrative Inquiries from other Communities	69	65	52	71	80	94	139	570

Consultant For: Volunteers In Probation, Division of NCCD, National Information Center for Volunteerism, ACTION, Child Welfare Information Exchange and National Association on Volunteers in Criminal Justice

Operational Programs: Denver Partners (Police-to-Partners, Court Diversion, Community Diversion--Alcohol & Drug Abuse Prevention Program, NYPUM, Restitution Project) Partners School - Mesa County Partners - Weld County Partners - Partners River Program

*University of Colorado

**District Attorney

Cupp Study Summary

The Cupp Study, Juvenile Probation in Ramsey County, Minnesota: An Evaluation Report. Conducted June 1, 1976 to June 30, 1977 by Dr. William L. Cupp, Research Analyst.

Following assessment of the Ramsey County Community Corrections Department, Juvenile Division, it was decided to study: 1) probation officer activities-time study; 2) management of probation officers' workloads (workload management study) and, 3) the Volunteer Probation Officer Program.

This summary includes pertinent, factual information that has been extracted from the Cupp Study regarding the Volunteer Probation Officer Program. The original study consisted of 145 pages including charts, figures, and appendices. Numbers in parentheses denote the page number from the published report.

I. Volunteer Probation Officer Training

The orientation's principal shortcoming, as expressed by VPO's, was the omission of detailed information on how to relate to the supervising P.O. and client. A similar criticism has been made by P.O.'s, many of whom have expressed dissatisfaction that the volunteers who have come to them have not been trained specifically in the details that they wish them to know. (53)

II. Arranging for client assignment (VPO)

For many volunteers the most trying and least gratifying step has been the first one - the contact with a branch office supervisor. Over 40% reported difficulty in contacting the supervisor in order to make an appointment. Forty percent of the volunteers simply bypassed the supervisor and contacted a P.O.

Volunteers report more favorably on their initial contacts with P.O.'s. However, only 81% report that their experience with the P.O. made them want to continue in the program. (55) Continued motivation on the part of the Volunteer appeared to be directly related with the attempts made by the P.O. to discover the volunteer's interests and abilities, the discussion of complementary roles of Volunteers and P.O.'s, and the establishment of a working arrangement between them. (55) One out of five volunteers who acquired clients (at this time) left the interview without the feeling that they wanted to continue in the program. (55)

III. Perceived Outcomes of the Volunteer-Probation Relationship

More than nine out of ten volunteers believe that their clients made some progress during the period in which they were assigned. Great gains were scored in the development of client self-awareness, self-confidence, and self control. Improvement in the areas of goals, interest and skills, appeared to be more difficult to achieve, except in relationships with the opposite sex.

These Volunteers felt that they had lesser impact upon the family in: understanding of the client; understanding of the "purpose" of probation; improved relationships within the household; relationships with the client and self-awareness. If these assessments are relatively accurate, it should be expected that these volunteers have had a significant impact on the reduction of potential delinquencies among the clients assigned to them, and upon their siblings as well. (57)

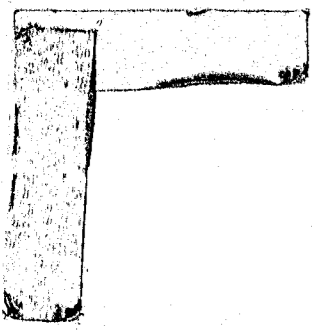
IV. The Use of Volunteers In Probation

P.O.'s tend to agree that VPO's provide a useful resource as an adult friend to clients. (58)

The volunteer softens the conflicting role of authority and friend, elements which are often in conflict with P.O.'s. When a child needs a friend, a volunteer has a better chance, initially, of filling that void. The P.O.'s expects the volunteer to contact the client more often than a P.O. can, and to involve clients in a greater range of recreational activities. (58)

Evidence gained independently (from this research) from P.O.'s and VPO's indicates that the initial arrangements between P.O. and VPO's are often too lacking in detail to establish clear guidelines for effective cooperation. The VPO manual contains a list of expectations for the volunteer's performance. Only 19% of the VPO's report having discussed this list with the P.O. Compensating for this last opportunity, about two-thirds of the P.O.'s report that they always tell the volunteer what is expected; that is in agreement with the experience of a slightly larger proportion of VPO's. (60)

Generally speaking, P.O.'s have been satisfied with the service provided by the VPO's. 86% express satisfaction, with 21% reporting that they are "very satisfied." Of the VPO's surveyed, 79% express satisfaction with their services, 27% reporting that they are very satisfied. Judged by the assessments of the participants, the program appears to be valuable also in the service provided to clients. 93% of the VPO respondents judged that their client has made some progress. The report from P.O.'s is favorable also, and their experience appears likely to reflect a wider range of performance than does that of the VPO's who responded to the questionnaire. Even so, 70% of the P.O.'s reported that their clients had made progress as a direct result of having assigned a VPO. (61)



END