

*Management and Administration of
Volunteer Programs in
Juvenile and Criminal Justice*

Teaching Module Booklet

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

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MAY 7 1982

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 volunteerism and juvenile and criminal justice general curriculum.

We have given much time and thought to this project since we are convinced 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 Administration 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 find 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.

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MANAGEMENT AND ADMINISTRATION OF VOLUNTEER
PROGRAMS 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:

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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
MANAGEMENT AND ADMINISTRATION
OF VOLUNTEER PROGRAMS IN
JUVENILE AND CRIMINAL JUSTICE

I CONTRIBUTING ORGANIZATIONS:

- a) Arthur D. Little, Inc.
- b) Offender Aid and Restoration (OAR)

II THE ARTHUR D. LITTLE, INC. REPORT: *

- a) Introduction
 - 1) Volunteers Supplement Staff
 - 2) Rehabilitative Value
 - 3) Public Relations Value
 - 4) Economic Value
- b) Getting Started
 - 1) The Role of Planning
 - a) Assessing Needs
 - b) Setting Goals and Objectives
 - c) Identifying Alternatives
 - d) Selecting Program Components
 - e) Sweat, Science and Spirit
 - f) Program Evaluation
 - 2) Organizational Structure
 - 3) Staff Volunteer Relations
 - a) The Importance of a Position Relationship
 - b) Staff Concerns
 - c) Supervision/Authority
 - d) Staff Orientation to Volunteers
 - 4) Potential Program Applications
 - a) Volunteer Probation Officer
 - b) Friendship/Companion
 - c) Tutorial
 - d) Counseling
 - e) Transportation
 - f) Medical and Dental Services
 - g) Religious Programs
 - h) Arts
 - i) Volunteer Homes
 - 5) Public Relations
- c) The Volunteer
 - 1) The Who and Why
 - a) Great Variety
 - b) Motivating Factors
 - 1) Altruism
 - 2) Personal Growth
 - 3) More Meaningful Personal Relationship
 - 4) Change of Pace
 - 5) Ambition to Succeed
 - 2) Volunteers Role
 - 3) Recruiting
 - a) Techniques
 - b) Minority Recruitment

*Supported by Federal Funds. See Title Page Supra.

- 4) Screening
 - a) Quality Control
 - b) Alternate Assignment
 - c) Risk Taking
- 5) Training
 - a) Rationale
 - b) Content
- 6) Job Placement and Matching
- 7) Matching the Volunteer and the Child
 - a) Age
 - b) Sex
 - c) Race Subculture
 - d) Location
 - e) Interests
- 8) Knowing the Client
- 9) Supervision
- 10) Accountability
- d) Legal Issues
 - 1) State Agency Liability
 - 2) Volunteer Liability
 - 3) Injury to the Volunteer
 - 4) Insurance
- e) Financing
 - 1) Financial Planning
 - 2) Program Expenses
 - 3) Funding Sources
 - 4) Grants

III ORIENTATION FOR VOLUNTEERS (OAR):

- a) Be Yourself
- b) Use Appropriate Language
- c) Mean What You Say
- d) Express Your Honest Feelings
- e) Be Supportive, Encouraging, Friendly
- f) Respect
- g) Use the Person's Name
- h) Listen
- i) Don't Probe
- j) Maintain Confidence
- k) Accept
 - l) Be Patient
- m) Expect Set-Backs
- n) Win Respect
- o) Expect Hostility
- p) Discuss Yourself
- q) Give Advice Sparingly
- r) Expect Success
- s) Expect Dissatisfaction
- t) Encourage Self-Awareness
- u) Set Goals
- v) Prepare for Release
- w) Help after Release
- x) Use the Crisis
- y) Two Words of Caution
 - 1) Don't Expect Thanks
 - 2) Don't Over Identify

MANAGEMENT AND ADMINISTRATION OF VOLUNTEER PROGRAMS IN JUVENILE AND CRIMINAL JUSTICE

QUESTIONS AND ANSWERS

- 1) O.A.R.
 - a) Takes its name from the boat oar in that volunteers help with a program involving boats.
 - *b) Provides Services for Offenders in Jails
 - c) Organizes National Prison Programs
 - d) All of the Above
 - e) None of the Above
- 2) Volunteers Should be Able to Replace Staff -- True -- False*
- 3) Discuss the Role of Sweat, Science and Spirit in Starting Volunteer Programs
- 4) Planning Should Occur:
 - *a) Before the Program Begins
 - b) While the Program is Operating
 - c) When the Program Needs to be Changed
 - d) All of the Above
 - e) None of the Above
- 5) Discuss the Role of Staff and Volunteers in Program Success
- 6) Identify Five Types of Uses of Volunteers -- Discuss Each
- 7) Volunteers are Motivated by:
 - a) Altruism
 - b) Ambition
 - c) Personal Growth
 - d) Doing Something Different
 - *e) All of the Above
- 8) Develop a Program for Recruiting Volunteers for Juvenile Offenders in Your Town
- 9) Discuss the Concept of Alternate Tasks in the Screening of Volunteers
- 10) How Much Training do Volunteers Need?
- 11) What Factors Should be Considered When Matching a Volunteer With an Offender?
- 12) Supervision is Critically Important, Possibly the Most Important Aspect of Volunteer Program Management -- *True -- False
- 13) What Three Things Should State Agencies do to Protect Themselves Legally?
- 14) Why do Volunteer Programs Need a Budget?
- 15) What are the Advantages and Disadvantages of Beginning a Program With a Federal Grant?
- 16) You Should Maintain a False Front With an Inmate for Your Own Protection True -- *False

*Indicates Correct Answer

- 17) It is Important to Learn Jail or Offender Slang to Use in Your Conversations? True -- *False
- 18) It is as Important for the Offender to Respect You as it is for You to Respect the Offender? *True -- False
- 19) You Shouldn't Use the Offenders Name Very Often -- True -- *False
- 20) Usually the Offender Wants to Listen to You so You Should Talk Quite a Bit -- True -- *False
- 21) You can Expect Occassional Set-Backs When Working With Offenders *True -- False

*Indicates Correct Answer

SUGGESTED TEACHING-LEARNING EXERCISES

BRAINSTORMING: CREATIVE THINKING (From Training Volunteer Leaders--YMCA 1974)

This exercise can be introduced early in the course and used again in additional sections.

OBJECTIVES: To identify as broad a range as possible of alternatives for a problem.
To give students a creative experience.

PROCEDURE: The leader comments: The purpose of Brainstorming is to broaden our ideas of what is possible---to stimulate new thinking.

Write out these four rules for continuous reference:

- 1) Anything goes. ("The wilder the better" could be said.)
- 2) Piggy-back. ("You can build on a previous idea, adapt it, modify it, expand it, etc.")
- 3) No discussion. ("Its relative merits or implications are not to be discussed.")
- 4) Defer judgments. ("Don't criticize any suggestion.")

Select an area of possible community service from a short discussion with the group.

Brainstorm a list of every possible group in the community with which this group could collaborate on a project. As anyone calls out a group, the leader writes it on the blackboard.

Be prepared to "enforce" the four rules---at least early in the exercise. Encourage evidences of ideas which aren't traditional.

After twelve minutes, end the Brainstorming. (This time has been shown to be the optimum.) The group can then make decisions, discuss or evaluate the data, etc., as it chooses.

VARATION: Brainstorming can be used in a wide variety of situations where alternatives need to be discovered.

STAFF RESISTANCE TO VOLUNTEERS (From Training the Volunteer Coordinator--Vancouver Volunteer Centre)

OBJECTIVE: To provide an exercise dealing with conflict between the volunteer coordinator and other staff.

- PROCEDURE:
- 1) Distribute the incident to all participants and have them spend 15 minutes reading the incident and individually writing answers to the discussion questions.
 - 2) Divide participants into groups of two and assign roles of supervisor and volunteer coordinator to the members within each group.

- 3) Distribute the role-instructions to the groups. After allowing time for reading the roles and identifying with them, give the groups 10 minutes to carry out their interviews.
- 4) Have the participants form small groups (4-6 members) and discuss the varying experiences from the interview, which strategies were used, and the answers to the discussion questions.
- 5) As a total large group, spend the remaining time summarizing the critical issues from the incident as seen by each small group.

MRS. GREENSIDE'S UNIT

Three weeks ago, Frank Barnes was hired as a volunteer coordinator with the Corrections Department and moved into one of their decentralized offices (with a unit of probation officers). Frank's position was part of a pilot program under way to recruit and train volunteers to become involved in programs with people on probation.

When Frank was hired, the team of supervisors who interviewed him were enthusiastic about the new volunteer program, felt it had a great deal of potential and that it would be an innovative and interesting approach for the Department.

When Frank inquired about the reactions of the probation officers to the new approach, he was told that the program would be welcomed at the branch offices and that he would have no problem in fitting in.

It didn't take Frank long to realize that nothing could be further from the truth. It was apparent immediately that the unit's supervisor, Mrs. Greenside, had decided that the unit would benefit from a volunteer component. The workers were not consulted. Mrs. Greenside arranged for her unit to be involved in the pilot study.

When the staff discovered plans for a volunteer program, a few of them voiced their objections to "non-professionals getting involved with the clients" and to the increased work load they would face by being forced to deal with volunteers as well as their caseload. The rest of the staff, while not necessarily opposed to such a program, were angry and resentful of the manner in which Mrs. Greenside had arranged for their involvement.

In the first three weeks Frank was at the office, he found that a proportion of the workers became interested in the proposed volunteer program and seemed prepared to become involved, but the majority of workers remained uncommunicative with him.

DISCUSSION QUESTIONS:

- 1) Should this situation have occurred? Who was responsible for the current predicament?
- 2) What are Frank Barnes' alternatives?
 - a) As short-term strategies
 - b) As long-range solutions

Which options would you choose if you were in Frank's position? Explain your reasons.

MRS. GREENSIDE:

As explained in the incident, you are the supervisor of a unit of probation workers in a decentralized office. You recently arranged for your unit to become involved in a volunteer program that is being run by the Department.

You're sure that this new volunteer program will be valuable, both to the clients on caseloads and indirectly to the probation officers. However, as you knew that most of the workers would complain that such a program would add to their work, you didn't consult them about it. You know that Frank Barnes has been having a little trouble getting started, but you are sure that everything will be fine soon. You know that the best way to handle the situation is to just "ride it out," and soon things will blow over and everything will be fine.

You know that Frank is coming in to see you now and that he is probably upset with the current situation. You intend to calm him down, let him know that you expected this situation, it is just temporary and he should just ignore it.

However, as you don't want to lose the program, if Frank is demanding enough about wanting to make some changes you might agree, if it is the only way you can "smooth the waters" and keep peace. On the other hand, you certainly want to avoid taking any action if at all possible.

FRANK BARNES:

As explained in the incident, you are the volunteer coordinator, newly assigned to Mrs. Greenside's unit. You have discovered that the current situation is not very satisfactory.

You have arranged a meeting with Mrs. Greenside at which time you intend to propose some of your "short term strategies" which you have drawn up.

After knowing Mrs. Greenside for three weeks, you are already aware that she has a great tendency to avoid issues and will go to any length to "smooth over the waters" and keep peace at all costs. You are, therefore, not sure that you will get anywhere with her. However, as she is your supervisor, the two of you must agree on some way of dealing with the situation.

NOTE:

Use the strategies which you drew up to answer Discussion Question 2 as the proposals you want to make to Mrs. Greenside.

WRITING JOB DESCRIPTIONS FOR VOLUNTEER ASSIGNMENTS

- OBJECTIVE: 1) To demonstrate the need for a job description in relation to recruitment and retention of volunteers.
- 2) To learn how to write a job description.

PROCEDURE: Discuss the components of a job description and why each component is necessary:

Title	Time Required
Purpose of Job	Report To-- (Person)
Specific Tasks/Responsibilities	Special Details
Skills Needed	

Ask group to review the similarities and differences between a volunteer description and a paid staff job description.

Have students write a volunteer job description based on their own personal volunteer experiences or knowledge.

Have students discuss:

- 1) How and where they might recruit for this job and why they think it would be effective.
- 2) Will retention of volunteers be improved by writing a job description. Why?
- 3) How might six different job descriptions (for six different jobs) be used together for recruitment?
Would allow volunteers to select jobs which they might not have thought suitable from titles alone.

MINI-MAX (Adapted from model developed by Ivan H. Scheier, PhD., FRONTIER 13, August, 1974)

OBJECTIVE: To demonstrate the potential of existing resources within the group for training and technical assistance.

PROCEDURE: Have students list four skill areas pertaining to university life and four need areas.

Skill Example: I type and have a typewriter
I live in an apartment and like to cook
I can fix bicycles

Need Example: I need someone to type my term paper
I need some tutoring in biology
I need to practice my judo

Place skills and needs on separate sheets of newsprint in front of the room with initials of students next to each.

Ask students to "shop" the list for matches. This may involve more than two students in one match. Example: Student A can type and needs tutoring in biology. Student B needs a term paper typed and is willing to cook dinner for someone. Student C can tutor in biology and will trade that for a home-cooked meal.

- Discuss: a) How this approach could be used in a professional setting.
- b) How this approach could be used to enable volunteers to become involved in more creative ways.
- c) The benefits and problems that may arise using Mini-Max.

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MANAGEMENT AND ADMINISTRATION
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- NATIONAL EDUCATION-TRAINING PROGRAM: Audio-Visual TV Cassettes: Available for shipping costs only. Can be duplicated. VIP-NCCD, 200 Washington Square Plaza, Royal Oak, Michigan 48067 (34 hours) - Module Twelve, this series.
- MINIMAX: The Exchange Game by Putnam Barber, Richard Lynch and Robin Webber. MiniMax is a workshop or meeting exercise that encourages participants to share information and skills according to the needs and interests of the members. The game can be used as an icebreaker, a climate setting exercise, and as a model for building cooperative networks among staff and volunteers, agencies within a community, community organizations, church groups, board members and groups or classes of young people. This kit includes everything the meeting leader needs to conduct the session: complete step-by-step instructions, colorful "playing cards" for up to 50 participants, attractive flip chart sheets for visual reinforcement of instructions and background on how MiniMax can be used with different groups for a wide range of purposes. The process has been used successfully at hundreds of workshops, conferences and meetings. 1979/ notebook kit - Order #C17/\$21.95.
- TRAINING VOLUNTEER LEADERS: A Handbook to Train Volunteers and Other Leaders of Program Groups by National Council of Y.M.C.A.'s. This concise, easy-to-follow manual provides a comprehensive training program for leaders of

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MANAGEMENT AND ADMINISTRATION
OF VOLUNTEER PROGRAMS IN
JUVENILE AND CRIMINAL JUSTICE

After having reviewed much of the literature, we decided to reprint the Arthur D. Little report of June 1978 with additional comments.

Rather than present separate commentary, our commentary is included in the text indented slightly more than the Little report.

We saw no need to duplicate this excellent report which, being approximately the length desired for our purposes, covered the critical areas about as well as could be done in the allotted space.

Since the orientation and training of volunteers is so extremely critical, we have included some pages from the Handbook for Volunteers by the Offender Aid and Restoration (OAR) Program. We have done so for two reasons:

First: It is one of the many excellent handbooks which have been produced by a number of programs using volunteers in juvenile and criminal justice.

Second: The Little report is primarily for juvenile courts and the OAR Program is mostly a jail volunteer program for adults.

Thus, there are two main sources of information in this teaching module booklet. One is from the view point of those working with juveniles and the other from an adult program.

Also, our additional commentaries will be largely from an adult court perspective.

VOLUNTEER SERVICES

Prepared For

The Office of Juvenile Justice
and Delinquency Prevention

The Law Enforcement Assistance Administration
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June, 1978

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INTRODUCTION

Volunteerism is not new to the American scene. However, the utilization of volunteers by courts began barely a decade ago. It is currently estimated that over 60 percent of juvenile courts throughout the country are using some type of volunteer services in over 20 job categories. Volunteers are estimated to be over 1,000,000 strong. (1)

Actually, the modern volunteer movement in juvenile and criminal justice began in 1959 in the opinion of most observers. Since the Little report, VIP-NCCD has done a national survey. We now estimate there are over 500,000 volunteers. See the end of this report for a two page description of the national survey. Those wanting additional information on this survey and also qualitative analysis of the movement through the perspective of directors and managers of volunteer programs around the United States should see the national survey-questionnaire which is attached to the teaching module booklet on the History of Juvenile and Criminal Justice Volunteerism, which booklet is part of this series. (2)

(This comment and all indented material added by the Curriculum Development Committee)

The basic purpose of volunteers is to increase the quality and variety of services to the juvenile offender without significantly increasing staff time or court budget. Volunteers are a productive investment of staff time---not a substitute for it.

Volunteers have had documented impact in three major areas: rehabilitation, public relations and economic value. Findings from a 1966 study in Colorado indicate the following results:

-Volunteers in the home community eliminate the added tax burden of institutionalizing the child if there is a danger of repeated offense.
-Volunteer tutors reduce the school dropout rates for probationers.
-Volunteers can counteract anti-social attitudes and give more positive direction by working on a one-to-one basis with the probationer.

The volunteer program in Royal Oak, Michigan, reported recidivism dropping from 20 percent to 10 percent after establishing a volunteer probation counselor program. Changes in personality patterns were also noted in 16 out of 18 probationers. Other impacts from the Royal Oak program were increased citizen awareness and responsibility as well as an increased awareness by the court of the community's resources. (1)

Actually, the Royal Oak program utilized volunteers in over twenty different ways. Basically, the volunteers were one-to-one volunteers, administrative volunteers, pre-sentence investigators, professional volunteers and specialty volunteers. It is generally conceded the average probation failure rate nation-wide is thirty seven percent. Over a ten year period, from 1959 to 1969, Royal Oak had a failure rate of seven percent. Specific research over a five year period, conducted by the United States Government, compared Royal Oak, which utilized volunteers, with a court which did not utilize volunteers. Over a period of almost five years, probationers committed .23 offenses per probationer in Royal Oak. In the court which did not use volunteers, probationers committed an average of 2.7 crimes. Thus, in a specific study with a comparable court, the reduction in recidivism in Royal Oak was about ten times that of the comparable court. See the teaching module booklet on the History of the Volunteer Movement referred to above for more complete information about this four year research. (2)

Perhaps the broadest impact of volunteer programs has been in the field of corrections itself. Volunteer programs have shifted the court from penalty-type probation toward positive, achievement-oriented probation programs. Volunteer programs that are well planned and administered have proven not only to be an effective cost measure, but also to be a strong link between the community, the child and the juvenile justice system.

While many volunteer programs lack complete cost benefit analysis, all show varying degrees of economic value, in addition to positive social value to the community. There is no doubt about the added value volunteers bring to the juvenile justice system.

It has been estimated that, nationally, court volunteers contributed at least ten million dollars worth of services in 1971 alone. The Colorado court estimated its cost in direct volunteer support expenses to be ten cents an hour---an annual savings of \$3,000. (1)

One court in a city of about ninety thousand people in a metropolitan area of approximately three million people utilized volunteers in the entire probation department. Volunteers administered the program as well as supplied direct services. Seven full-time administrative volunteers furnished about fourteen thousand hours a year in services. (All seven were retirees and another ten to fifteen retirees also assisted on a part-time basis). The direct service volunteers, such as the one-to-one volunteers and the volunteer optometrists, psychiatrists, etc., gave about thirty six thousand hours a year in direct services to the probationers. This is a total of about fifty thousand hours a year and the annual budget from the city was seventeen thousand dollars supplemented by private contributions. Thus, the total cost of this program was less than thirty cents an hour. (2)

The State of Florida's volunteer homes program was developed to respond to dangerously overcrowded juvenile detention centers without adding to an already strained budget. During the first quarter of operation, 1,181 children were temporarily provided food, shelter and supervision over 7,506 days of actual program participation. The \$36,650 cost of administering the volunteer program for status offenders was less than one-sixth the expense of housing those same children in a conventional detention center.

This report presents important issues involved in the use of volunteers in the juvenile justice system. Chapter I discusses volunteer program design, organizational structure, potential program applications, and public relations. Chapter II reviews the volunteer: who he is, his motives for volunteering, and suggestions for recruiting, screening, training and matching. Chapter III comments on the legal issues involved in using volunteers, including the liability of the state/agency and the volunteer and insurance programs for volunteers. Chapter IV discusses the financial aspects of volunteer programs, including expenses and sources for program funding. (1)

Chapter I GETTING STARTED

Program Design:

Lack of adequate planning is one reason for the failure of one out of every four to five volunteer programs within the first two years of operation. At least a

two-to-six month planning period should precede program start-up. The general direction of a program and the frame-work within which it will operate must be clearly established at the beginning. A guiding philosophy might include the following points:

-Volunteer services should be considered an integral and co-ordinated part of the Juvenile Justice Department rather than an appendage.
-Volunteers are partners with the professional staff and comprise an important part of the treatment team.
-Volunteers complement rather than replace the professional staff.
-Volunteers are not paid and therefore have a special meaning and value to the children they serve.
-Volunteers represent community care and concern rather than professional treatment in their relationship with children.
-Volunteers possess a richness and a variety of talents, skills, and interests which are shared through large investments of time and energy to meet the normal and special needs of children.
-Volunteers help the professional staff to treat the whole child, his physical, social, emotional, and intellectual needs.
-Volunteers relieve staff of time and energy consuming duties so that professional services may be maximized in areas of greatest need and concern.

Needs Analysis: The initial step in program design is to identify and define the needs of the court and the community in dealing with the youthful offender. Areas to be considered include:

-Needs of the offender (e.g., more recreational facilities).
-Needs of the court (e.g., additional dispositional options, prevention programs, recreational or educational programs).
-Wishes and needs of the staff (e.g., time free for professional development).

Once these have been identified, it must be determined which needs can be met by existing staff and which require additional personnel or funds. Those needs that cannot be met by existing staff form the basis for the volunteer program design. A proven technique for identifying staff needs and wishes which also encourages staff cooperation and program acceptance is the "Drudge-Dream List." Staff members are asked to list all activities and approximate time spent in a typical day performing tasks which they feel are drudge tasks. Examples of drudge tasks are answering the phone, updating files, scheduling appointments, and phone checks. They are also asked to list those activities which they get satisfaction or pleasure from but have too little time to participate in. From each list the staff is then asked to note which tasks they feel volunteers could

perform in a manner beneficial to all concerned. These tasks are then integrated into program design and become useful aids in identifying volunteers for recruitment.

Goals and Objectives: The most critical aspect of program planning is determining goals. What should the program accomplish? Are the goals realistically set? Do they reflect court philosophy and community needs and resources? Participants in the goal setting process should include representatives from all areas of the juvenile justice system; judges, professional staff, community and youth leaders, experienced volunteers, and offenders or ex-probationers.

Program design will evolve from goals and objectives. The development of program objectives should include the following considerations:

-Structure, philosophy, and nature of the court.
-Nature of the offender.
-Wishes of the staff.
-Community needs and resources.

Objectives should be clearly stated but flexible enough to allow for change.

Alternatives: The next step in planning is developing alternative strategies to meet program objectives. The following are points to consider:

-Alternatives should not be an unnecessary management burden for the court staff.
-Alternatives should be non-threatening to all concerned.
-Alternatives should be attractive to potential volunteers.
-The program should meet the real needs of the offender.
-The program should elicit favorable community response.
-Program alternatives should be subject to ongoing evaluation and cost-benefit analyses.
-The talents, skills, and interests that volunteers invest should be used not only to maximize professional services, but also to satisfy the needs of the volunteer.

Program Components: Once alternatives have been selected, program components can be delineated. These areas should be included:

-Volunteer identification.
-Volunteer recruiting.
-Court staff orientation to volunteers.
-Volunteer screening.
-Volunteer training.

-Volunteer/client matching and job placement.
-Supervision of volunteers.
-Record-keeping and program evaluation.
-Continued funding.

Each of these components is discussed in more detail in the next chapter.

A universal maxim for volunteer programs is "start small." Provide only those needs that are top priority and most feasible. Pilot programs are strongly recommended because they are a natural extension of the planning process. Working out the bugs is always simpler in smaller programs. (1)

One veteran leader of juvenile and criminal justice volunteerism listed the important ingredients with words beginning with the letter "S". Here is the list:

- 1) Start---There is always a reason to delay. There will always be a newer courthouse or better physical conditions. Tomorrow will always be better. However, it is very important to Start and not delay because you can wait forever for more favorable conditions. Remember, each day lives are going down the drain. Start!
- 2) Small---If you start Small you are not a threat to anyone. Second, you can make small mistakes in a Small program rather than making large mistakes in a large program. Start the new effort small and begin to plan the expansion process.
- 3) Silent---Publicity might help later but most programs have avoided the news media in the initial stages. Why put undue and unnecessary pressure on a new program?
- 4) Stress---Stress confidentiality at all times to all staff and all volunteers.
- 5) Selection of Mechanics---Some decisions have to be made immediately such as the method of supervising volunteers, whether volunteers will be authoritative figures or unofficial friends, etc. It is important to Select the proper mechanics for your program very carefully at the outset.
- 6) Staff---It is extremely important to involve all existing staff people in planning for the use of volunteers. Staff support is critical to a good volunteer program and good volunteer-staff relations are essential.

Many programs think of everyone associated with the program as staff and subjected to the rigors and accountability of staff status. Some are paid staff and some are unpaid staff (volunteers).

- 7) Selection of Volunteers---Select your initial volunteers with extreme care. All volunteers at all times must be selected carefully. However, your initial volunteers will give your program a reputation which will last in the minds of others for a long time to come. Initial volunteers should be selected with extreme and meticulous care.
- 8) Screening Volunteers---This is very important. For the most part, we can screen in people rather than screen them out. Screening particular volunteers for the correct job is important. There are many tasks to be performed in a volunteer program. Make sure the right volunteer is assigned the correct task.
- 9) Superior---Although you do not do very much, do it very, very well right from the beginning. Again, the initial days will make a lasting impression on most observers. It is very important the program be operated in a superior manner right from the first day.
- 10) Systems Accountability---Someone must be responsible for keeping track of every juvenile and criminal justice client (probationer, etc.). Someone must be able to account for each client to the person ultimately responsible for the program (judge, chief probation officer, warden, sheriff, etc.). In large programs this is done by more than one person who is responsible for a certain number of the total clients.
- 11) Supervision---Many people involved in juvenile and criminal justice volunteerism believe the most important single ingredient is the on-going and continuing supervision of volunteers. Those who disagree would probably place it second or third on any list of the most critical areas. Continuing supervision and guidance of volunteers is extremely important and the method of supervision should be set up carefully and immediately.
- 12) Science---There is a lot of literature now available from national organizations, state organizations and local programs on how volunteer juvenile and criminal justice programs should be administered and managed. Be familiar with the science of the movement particularly as it has developed over the last twenty years. (VIP-NCCD and VOLUNTEER, National Center for Citizen Involvement can be especially helpful in this area).

- 13) Spirit---Most observers of volunteer juvenile and criminal justice programs agree that spirit is the key and indispensable element. People seem to like themselves, they are usually enthusiastic about what they are doing and they believe in themselves and in each other. The director of volunteers, the person most responsible for the program, should be chosen not only for professional competency but also for those personal qualities which inspire and inspire others. A head is important but so is the heart. Information is important but so is inspiration. Science is important but so is spirit. Spirit and science are both equally important in the administration and management of a volunteer program.
- 14) Sweat---Perhaps someday a successful volunteer program will be found where staff, and particularly the head of the program, are not working hard. Perhaps someday. However, up to this point, virtually all national observers agree that good volunteer programs in juvenile and criminal justice are working hard. As in every other field of endeavor, one of the most important ingredients is the willingness to work hard.
- 15) Sweat, Science and Spirit---Programs which blend these three ingredients are the most successful. (2)

Program Evaluation: To evaluate a program there must be a system of record-keeping. Volunteer program record-keeping should be a natural extension of the existing record-keeping procedure for the paid staff. If possible, volunteers can set up and maintain their own records. Basic information for the record-keeping system includes:

-Volunteer registration or application form.
-Volunteer job placement.
-Volunteer reports on time spent on probationer, including total hours, mileage, expenses and attendance at meetings.
-Examination or test results (psychological) on the volunteer.
-Supervisor's notes on volunteer's performance.
-Estimated dollar value of volunteer time donated (most programs average between \$3.00 and \$4.50 per hour).
-Amount of staff time and estimated dollar value.

The information required to evaluate a program will be adapted to its objectives. For example, a tutorial program might have as an objective increased success in school for all probationers in the program. Achieving this objective could be measured by the number of volunteer hours spent tutoring or the percentage of grade improvement or the rate of drop-outs compared to previous years.

Program evaluation can be performed by regular staff alone or in cooperation with volunteers, probationers and families, or by an independent evaluator.

Program evaluation is only as valuable as the action it prompts. All program participants should regularly review evaluation results and make suggestions for program revision. (1)

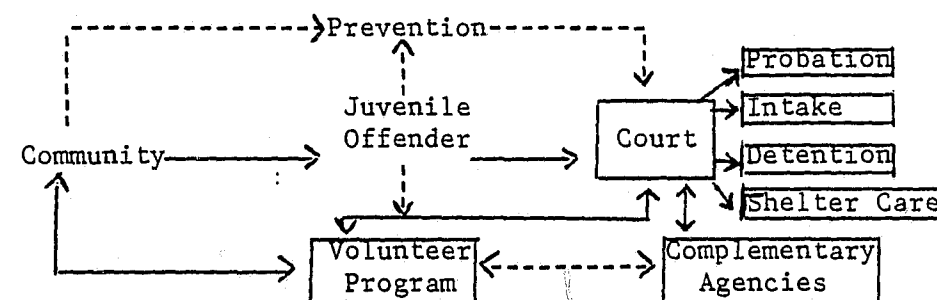
Retired accountants are very helpful in program evaluation and research. As an example, some years ago one court utilizing volunteers was accused of being too lenient. A retired accountant, who volunteered three days a week to the court to handle restitution and non-support cases and do the bookkeeping and accounting necessary for such cases, donated additional time to look into the practices and procedures of surrounding courts as compared with the court utilizing volunteers. His research verified what all of the volunteers associated with the court already knew. Courts which are deeply committed to an extensive rehabilitative service by and through the use of volunteers are usually also firm, disciplined and realistic. His careful statistical study silenced the critics. Proof was produced by the volunteer retired accountant indicating the volunteer court was as strict and demanding as other courts in the area which did not use volunteers.

The false impression that courts and individuals who want to help are soft, lenient and unrealistic was completely dispelled by the careful research and evaluation of this volunteer.

One of the many ways volunteers can be utilized is the use of retired accountants (and others) in statistical analysis, research and evaluation. (2)

Organizational Structure: The volunteer program is an integral part of the court and juvenile justice system within the community or state. It should not be considered a sub-department. It is central to all functions of the court, participating in both the input and output functions. The figure below shows the schematic representation of volunteer programs in the court system and the community.

FIGURE I
VOLUNTEER PROGRAMS IN THE
JUVENILE JUSTICE SYSTEM



Program Staff: The responsibility for coordinating the program should be assigned early in the planning to either an existing staff member, a paid volunteer director, or a volunteer with appropriate administrative and management skills. Suggested areas of staff assignment and responsibility are listed. One staff member may be responsible for more than one area.

-Administration: Program policy and direction; personnel selection, policy, and supervision; cash and in-kind funding; public relations; accountability to sponsors.
-Supervision: Interviewing volunteers and clients; matching volunteers with clients; in-service training for volunteers and clients; supervision of volunteer-client relationship; development of community resources.
-Program and Community Resources: Development and maintenance of program and community resources (e.g., camping trips, tickets to sporting events, free services such as haircuts, medical and dental care and locating sources for donations such as supplies to the program).
-Financial Management: Management of financial and program statistics; purchasing; budget preparation and projection; monitoring program efficiency.
-Recruitment: Recruitment of volunteers and clients through presentations, personal contacts, or mass media.
-Graphics: Development and production of program materials (e.g., brochures, newsletters, slide presentation, forms).
-Secretarial: Receptionist; staff secretarial support.

The concept of utility should be considered in determining the ratio of volunteers to staff. At what point will the addition of volunteers increase staff responsibility and budget so that it is not economical to enlarge volunteer services? A ceiling should be established. One agency recommends that at least one new professional staff member be added for every 50 to 75 additional volunteers. For programs with fewer than 50 volunteers, these guidelines are helpful to determine staff-volunteer ratios:

-Programs with 50 or more volunteers should have a full-time paid director.
-Programs with less than 30 volunteers can operate with a part-time director.
-Programs with up to 10 volunteers can use a volunteer director or be absorbed under the present court management staff. (1)

In larger cities, there certainly is a need for full-time personnel to direct, administer and manage the volunteer program. However, a number of courts have proven the full-time person or persons need not be paid but can be unpaid volunteers. One court utilized three retired businessmen who

administered and managed an entire program. Two were not paid at all and one was paid minimumly under Social Security regulations. This court would be hard-pressed to hire any full time paid personnel who had more experience, talent, education and training in management and administration. Thus, unpaid staff is not necessarily inferior to paid staff and highly competent full time assistance is available even without funding.

In very small programs, a full time person is not absolutely necessary. A judge in one small village in the mid-west met with the volunteers personally each month. There were about thirty five volunteers working with thirty five probationers. This effective program was the essence of informality and yet was very well administered by this caring and concerned judge.

In determining the number of volunteers who can be active per administrator (paid staff person or full time person) one should consider the tasks which the full time staff are performing relative to the volunteer. Volunteers have two basic needs, one is administrative and the other is guidance and supervision. Thus, if a probationer fails to keep an appointment to meet with the volunteer, there is the administrative task of contacting the probationer and making sure he and the volunteer get together once again in a reasonably short period of time. This administrative task is quite different from the professional volunteer or the paid staff who gives guidance and supervision to the volunteer and answers his question, "My probationer said this and did that. What do I do now?"

Thus, in considering the relation of full time staff to volunteers, one should ask the question, "Are the staff people performing both functions or only one of the two functions mentioned above?" If performing both functions, the ratio mentioned above is reasonable. If they are performing only one of those two functions and someone else is performing the other, then the ratio can be considerably higher (less staff or more volunteers).

It is, of course, possible for a traditional staff person to work in one area and a volunteer to handle the other duties. (2)

Staff-Volunteer Relations: The relationship between paid staff and volunteers is crucial to program success. The way staff members perceive their roles and those of volunteers is the key to an effective working relationship. Insecure staff members may feel threatened by volunteers who they think are intruding into their areas of responsibility. The volunteers may be highly qualified and seen as a threat to a staffer's job. Volunteers, on the other hand, may feel inadequate or intimidated by the professional staff. These attitudes reflect a lack of careful program design and open communication between staff and volunteers.

A Colorado expert, Ivan Scheier, has identified the following staff concerns and program responses regarding volunteers.

-Concern: Volunteers may not be as effective with the clients and may harm them.
-Response: Pre-program orientation for staff should present the positive impact of volunteers on juvenile offenders.
-Concern: If volunteers are successful with clients they may deprive staff of the satisfaction of direct client contact.
-Response: By reducing staff caseload, volunteers actually provide opportunities for more direct satisfaction for the staff.
-Concern: Volunteers may be able to perform staff jobs with little or no special training and for little or no cost and, therefore, are a threat to job security.
-Response: Experience shows that volunteers require more paid staff, not fewer, and that they add to the challenge of professional roles while lobbying on behalf of the program and increased funding.
-Concern: Volunteers must be controlled to prevent program breakdown and yet staff seems almost powerless since volunteers are unpaid.
-Response: Good program design makes the volunteer accountable to the goals of the system as well as to the staff.
-Concern: Volunteer programs might "rock the boat."
-Response: Volunteerism is hardly a radical idea and has a documented history beginning in the mid-19th century.
-Concern: While volunteers may be nice, well-intentioned people, the first five concerns above do exist. However, what is offered for free should not be criticized. These notions lead to conflict and guilt feelings.
-Response: An adequately-oriented staff who is familiar with volunteer capabilities and who chooses to work with volunteers usually avoids these problems.

Staff/volunteer conflicts are less likely when separate and distinct roles for each are clearly stated in job descriptions. For example, volunteer job responsibility might include: 1) primary responsibility for one-to-one contact with probationer; 2) informal public relations; 3) house-keeping chores. The professional job description, in contrast, might involve: 1) supervision of volunteers in program areas; 2) diagnostic, pre-sentence and probation investigations and reports; 3) community relations, working with families and employers and juvenile prevention programs.

Supervision/Authority: Two major issues arise when volunteers are used in one-to-one contact with probationers: 1) How much decision-making authority does a volunteer have? 2) When should a volunteer defer to his professional supervisor?

There is no hard and fast rule on these issues as there is great diversity among volunteers and they should be treated as individuals. Therefore, policy decisions should allow for volunteer discretion to be exercised under staff supervision. Again, if job descriptions are not clearly stated, the professional supervisor may feel uncomfortable with the volunteer. A two-way system of supervision in which both the court and supervisor respond to the volunteer's activities and needs has proven effective in dealing with problems of supervision and authority.

Staff Orientation to Volunteers: Staff should be oriented to the uses and benefits of volunteers before volunteer programs are initiated. The following is a broad curriculum outline for staff orientation to volunteers:

-Discuss staff experience in other volunteer programs.
-Discuss the volunteer movement statewide and nationally, and establish it as a fait accompli.
-Emphasize the concept of volunteer usage and its diversity.
-Analyze staff jobs in relation to diverse volunteer jobs.
-Present research on the impact of volunteers.
-Discuss volunteer program systems analysis.
-Emphasize importance of staff leadership.
-Role play in volunteer training situations.
-Participate in volunteer pre-service training and other field experiences.

Professional staff aware of their own roles and those of volunteers provide the foundation for effective staff-volunteer relations. A mutually accepting and supportive relationship is a must for program success.

Potential Program Applications

Volunteer services in the juvenile justice system continue to expand as communities identify local needs and resources. Many innovative programs have been developed to respond to critical conditions such as over-crowding, severe budget cutbacks and understaffing. Programs continue to enlarge their services as initial projects become established and exhibit real impact. Volunteer program categories include:

Volunteer Probation Officer: The most widely used volunteer program is the Volunteer Probation Officer. Under this program, volunteers are carefully matched to offenders and have varying degrees of responsibility for the probationer. A pioneer program of this kind, V.I.P. (Volunteer in Probation), was developed by the Juvenile Court in Boulder, Colorado.

Friendship/Companion: Programs whose basic purpose is providing friendship or companionship to troubled juveniles are also widely used. Partners, Inc., which began in Denver, Colorado, has served as a model for many programs which use the one-to-one relationship in shared activities. The Mystery Caller Program in Dallas, Texas, uses high school students as friends to high school probationers.

Tutorial: Many juvenile offenders are in real need of special help in reading and math. Volunteer programs such as Two Together, Inc., in New York City, matches tutor to volunteer on a one-to-one basis with a minimum commitment of one year.

Counseling: Most court programs provide some counseling for the probationer, either individually or in group sessions. The Family Group Counseling program of Ingham, Michigan, counsels the parents of children on probation and is an effective way to change the home environment.

Transportation: Transportation for probationers to court, counseling, and medical services is a real need of court programs, particularly in rural areas. Volunteer transportation services have been successful in many areas of the country. Insurance requirements for such programs must be met prior to initiation (see Chapter III - Legal Issues).

Medical and Dental Services: Local medical and dental organizations can provide required services to probationers on a volunteer basis and should be included in program planning.

Religious: Local church organizations are willing and interested in providing religious support and counseling. These services can be integrated into many aspects of other court programs (e.g., Jewish Board of Guardians in New York City provides a court referral service).

Arts: Enrichment programs for probationers are often low on the priority list. However, where volunteers indicate an interest in providing enrichment in the arts this kind of program can be quite effective in diverting juvenile offenders. The New Focus: Arts and Corrections program in Minnesota has proven successful in raising self-concepts, increasing success levels and providing a means of self-expression as an alternative to violent or criminal acts.

Volunteer Homes: An alternative to jail or temporary detention is a constant concern of those in the juvenile justice system. The volunteer foster homes program developed by the Division of Youth Services in Florida provides temporary housing for status offenders at great savings to the state. Juveniles stay an average of four to six days in volunteer homes in an atmosphere of genuine care and concern. The Interim Family program in Ithaca, New York, provides temporary homes for troubled youth on a longer basis. Financial aid is provided to families who may need it in order to participate in the program.

The reader is referred to the teaching module booklet entitled, Many Uses of Volunteers, which is part of this series.(2)

Public Relations

One goal of volunteer programs is the promotion of public relations at a level of community involvement that bridges the gap between the court and the community. It recognizes that juvenile and misdemeanor crime is a community problem and community responsibility. The following are points to consider in developing a public relations program for volunteer services:

-Local media should be kept informed on a continuous basis through written releases which include facts and statistics.
-Talks should be given to local churches and service, business, and school groups.
-Personal contact with the community should be maintained.
-Special projects: Human interest stories for media
Fundraising events
Tours of court facilities and programs
on "Volunteer Services Day"
National recognition for innovative programs

The Volunteer Coordinator is responsible for handling public relations and establishing rapport with press and other public relations media. However, public relations professionals in the field serving as volunteers can plan and direct a public relations program more effectively if their services are available. (1)

One example of the pride a community gains from its volunteer program is a city which received the ALL AMERICAN CITY AWARD as a result of its volunteer probation program in 1968. The day the award was presented approximately ten thousand people, over one tenth of its population, lined the streets and many crowded around the review stand while the jets zoomed overhead and the award was presented to the mayor, judge and other people involved in the volunteer program.

It almost sounds impossible but thousands of people turned out to cheer their probation program. Perhaps this is one of the best examples of what volunteers can do to help a city become proud of itself because of its attitude towards and conduct with those who appear before the courts. (2)

CHAPTER IITHE VOLUNTEERWho And Why:

A profile of the average volunteer shows a middle-class, married woman who is well-educated. While the white middle-class volunteer predominates in court programs, minority volunteers do exist and are being actively recruited by all

programs. The Volunteer Bureau/Voluntary Action Center of Greater Seattle has developed a low-income volunteer project which has proven quite successful. More will be said on minority volunteers in a later section of this chapter on recruitment.

Although the character of volunteers is changing, they have been drawn traditionally from these sources:

-Friends of the court and staff.
-Women (65 to 90 percent are women and of that percent, 75% are married).
-Middle class (average annual income is \$12,000-\$15,000).
-Service Organizations and volunteer bureaus.
-Religious groups.
-Well-educated people (75% have had some college).
-"People-contact" occupations and professions.
-College organizations and casework interns.
-Other trainees (e.g., Comprehensive Employment Training Act).
-Teenagers
-Middle-agers (the percent of volunteer participation peaks between 30 to 55 years old).
-Retired people (10 percent are 60 years of age or older).
-Activists and busy people.
-Community newcomers.
-National volunteers (e.g., Volunteers In Service To America). (1)

If, as many observers say, the first program in the modern volunteer juvenile and criminal justice movement was in the Royal Oak, Michigan court (1959), then the modern movement began with men. In the early part of the movement, many more men than women were involved. However, men and women are both involved in the volunteer juvenile and criminal justice movement as we begin the decades of the 1980's.

At first, many more men were involved because of the low incidence of female crime in the early 1960's. Generally speaking, men volunteers were used with male apprehended offenders and delinquent prone youth. Thus, unlike many movements, the use of volunteers in the juvenile and criminal justice area went from men only to men and women.

A recent national survey-questionnaire completed by VIP-NCCD in 1979 shows that 41.2% of the volunteers are men and 58.8% are women. This is a result of an analysis of approximately five hundred and ten courts and criminal justice agencies

who replied to the six page questionnaire. A copy of the first page of the questionnaire and survey is included herein and the entire survey-questionnaire is in the teaching module booklet on the History of the Volunteer Movement, which is part of this series.

The Little report was published before the VIP-NCCD national survey-questionnaire and now, for the first time, far more qualitative and quantitative information is available about the movement. Additional surveys and questionnaires are contemplated by VIP-NCCD and the interested reader should stay in touch with this organization. (2)

What motivates volunteers to give of themselves and their time so freely? Generally, there are five primary motivations for volunteers:

-Altruism or the desire to become involved with a humanistic cause.
-Desire for personal growth.
-Need for more meaningful personal relationships.
-Need for change of pace.
-Ambition to succeed in a given field.

Based on these motivations, programs can be designed to provide opportunities for volunteers to fill part, if not all, of their needs. The concept of volunteer incentive and support is basic to program success.

Staff has a responsibility for volunteer motivation through informal recognition, such as addressing volunteers by name or commenting on a job well done. Informal motivators often mean more to volunteers than more formal recognition, such as banquets, certificates, publicity, or letters of appreciation from judges. Other aspects of the volunteer program which contribute to volunteer support and incentive are good recruiting and screening, adequate training, careful matching, easy staff-volunteer communication, ongoing evaluation and creative program design. (1)

One veteran national observer of juvenile and criminal justice volunteerism has talked to thousands of volunteers over the past twenty years. Every volunteer he has talked to has, in one way or another, expressed this thought. "I don't know if I have helped anyone else, but what I have done as a volunteer has helped me more than anything else I have ever done."

We all struggle for self-respect, dignity, pride and self-love. Each of us needs to like ourselves in a quiet and dignified manner. Part of our religious heritage is to, "Love our neighbor as we love ourselves." We are supposed to love ourselves in an appropriate and dignified manner.

One of the prime ways we can grow in self-respect, dignity and self-love is by assisting a delinquent prone youth or apprehended offender.

This, it seems to many observers, is the prime motivating factor for citizens to volunteer their time in juvenile and criminal justice. (2)

Volunteer's Role

The court generally views the role of volunteers in its program in one of three ways. In some programs, authority is delegated to a volunteer to direct and supervise a probationer on a one-to-one basis. These volunteers exercise their discretion in interpreting court policy. Other courts use volunteers as friendship or parent models in which there is a strong personal relationship but the volunteer has no responsibility for supervising the probationer. A third volunteer role is that of group participant with the probationer in outings, counseling sessions, etc. Volunteers also provide service and financial assistance. Many courts have volunteers functioning in all these roles according to court needs and volunteer skills and interests. Whatever roles volunteers assume, recruiting, screening, training, and matching procedures should be designed to prepare them to be effective.

Volunteers who participate with probationers on a one-to-one basis view their role in a less structured way - as friend or as mediator. As friend or as counselor to the probationer, he can provide something that, in the eyes of the child, the paid staff cannot, such as friendship and support stemming from care and concern rather than job responsibilities. This aspect of volunteer-probationer relationships is perhaps the strongest element of volunteer programs. The volunteer may also see himself as a mediator, a go-between for his probationer and the court, his family, or the community. As advocate or broker, the volunteer can provide new resources for reintegrating the offender into the community while educating the community to the needs of its youth through prevention programs. These roles are not without pitfalls and require professional guidance to avoid conflicts with court policies.

Recruiting

The key to successful recruiting is selectivity. Program needs are identified (as suggested in the previous chapter) and the list of needed services becomes the target for volunteer recruitment. Selective recruitment includes an initial screening to avoid enlisting volunteers who cannot be placed in suitable assignments. Techniques for recruiting are:

-Assign responsibility for the recruiting program to a staff member or the Volunteer Coordinator.
-Develop a realistic and challenging presentation of what the program offers volunteers and the kinds of assignments they will have.
-Begin initial recruitment with court staff and friends.

-Make personal presentations to selected local groups and individuals (e.g., Junior League, Rotary Club, Kiwanis, Chamber of Commerce).
-Conduct tours of court facilities and programs for target groups.
-Use special mailings to target groups.
-Distribute materials on the program in selected public places (e.g., bulletin boards, libraries).
-Use mass media to inform the community about the program (radio and T.V. spots, newspaper releases and even the help wanted column).
-Follow up on each inquiry with either literature or a phone call within 24 to 48 hours.

Analysis of the typical volunteer presented in the preceding section indicates the major recruiting problem -- how to attract more men, more working class people, and more minorities. The majority of probationers are from one of these groups and the need for more recruits is obvious. Special recruiting techniques and incentives are required to attract these volunteers.

Many blue-collar workers and minority people feel they lack sufficient education or training to be effective volunteers, cannot afford the expense involved, or lack transportation or child care facilities to participate in volunteer programs. Special training programs can be developed to emphasize the natural abilities and skills of these volunteers. Volunteers who indicate a financial hardship can be reimbursed for expenses or perhaps paid a small stipend for their services.

Special focus is currently being aimed at minority recruitment. One of the basic problems with minority participation is how to create a situation which will give a sense of meaningful participation, a stake in the ownership of the program and hence, a commitment to the program. Suggested approaches to the problem include:

-Provide a range and flexibility of services both within and out of the system.
-Include minorities on the staff and on the policy-making and planning groups for the program.
-Use minority leaders to help recruit.
-Make available transportation, child care centers, and financial aid for minority volunteers.
-Utilize existing neighborhood facilities for meeting places. (1)

In cities over one hundred thousand, most volunteer programs in juvenile and criminal justice use newspapers, television, radio, etc. in recruiting. In cities and counties under one hundred thousand, most programs do not use public media but recruit primarily by word of mouth and by friend-to-friend

contact. This, of course, is not an inflexible rule nor are the two manners of recruitment mutually exclusive. Probably no court which uses the public media fails to use friend-to-friend and word-of-mouth as a supplement to the recruiting process.

Many seem to agree that the more general the recruitment, the more careful the screening process must be. If recruitment is by word-of-mouth and friend-to-friend, the recruitment process itself begins in a selective way.

When recruitment is by and through the use of the public media, the screening must be even more careful. (2)

Screening

The volunteer screening process is a necessary form of program quality control. It operates much like the process used to screen paid employees. Ideally, it allows volunteers to screen themselves out of the program if they feel they cannot meet the commitment in terms of time and energy. Introductory brochures, orientation, and training should clearly spell out the required commitment. Volunteers who drop out along the way have usually screened themselves out, leaving the coordinator with only a few applicants to screen. Methods for staff screening of volunteer applicants following the self-screening process include:

-Use of registration and application forms.
 -Reference and background checks.
 -Interviews.
 -Psychological testing.
- Since not all well-meaning volunteers are suitable for service in a court setting, the coordinator should consider ways of "turning them down without turning them off."
-Provide a maximum number of honorable exits for the volunteer prior to the final decision - encourage self-screening (e.g., orientation, give volunteers a chance to drop out if they change their minds).
 -Avoid explicitly promising particular assignments.
 -Offer a different or less demanding job rather than a waiting list.
 -Refer them to another volunteer agency more suitable for their talents.

Suitable volunteers for which the program has not identified a need should not be automatically screened out. Reassessment of the program's current and future needs will frequently identify services which these volunteers can provide. (1)

One court has screened in three ways. First, if the potential volunteer is a friend of a member of the staff or a friend of a proven volunteer, the court accepts the new volunteer. If there is no screening by way of friendship, this court will accept the screening process of professional organizations and associations. Thus, a teacher who has been screened by the school board will be accepted.

The third method this court uses when those two screening processes are inapplicable is to refer a potential volunteer to a volunteer psychiatrist or psychologist, who also give their time to the court. The volunteer psychiatrist then evaluates the candidate and advises the court if the potential volunteer should be accepted into the program or not.

Whatever screening process is used, all of us must accept the fact no screening process is one hundred percent. Taking, as an example, the screening processes of the court mentioned above, have you ever made a mistake about a friend? Has the school board ever been wrong about a teacher? Has the psychiatrist or psychologist ever been wrong? The answer to all three is, of course, yes.

There is a certain amount of risk-taking in any screening process. There is also a risk when someone crosses the street or drives an automobile. There is also a risk when a professional probation officer is hired or a bank hires a new teller. Thus, there is no one hundred percent screening process for volunteers as for any other part of life.

Anyone who wants to be one hundred percent sure should not use volunteers. Neither should they ever try to cross a street or drive an automobile or eat any food served in a restaurant or purchased in a grocery store. They should certainly never hire a full time paid staff person, some of whom have been very unsatisfactory.

In other words, there is a risk factor in almost everything we do and the use of volunteers in criminal justice is certainly no exception. The screening process should be as careful as possible but ultimately those involved in any program, professional or volunteer or a combination thereof, must realize there is a risk in every decision. (2)

Training

Should volunteers be trained? What should be the objectives of training programs? What should be the contents of the program? How should training be delivered?

Some people feel that formal training may tend to destroy the personal element of volunteer-probationer interaction. Rational training programs are designed to build upon the innate capacity of the human concern in developing skills to deal with the juvenile offender.

As a minimum, training should (1) provide the volunteer with information about the court and the juvenile justice system; (2) develop the skills necessary for working with young offenders. Sometimes, training may also be necessary to change the attitude of the volunteer to the probationer.

There are many variables involved in determining the content of volunteer training programs.

....Information on the history and role of the juvenile court and how it functions; a tour of court facilities and programs; a meeting with key people -- Juvenile Judges, District Attorney, Chief Probation Officer, Juvenile Police Officer.

....Familiarization with probationers and their environment as well as an overview of theories on juvenile delinquency and child growth and development.

....Information on community resources available to the program.

....Development of communication and counseling techniques.

....Administrative requirements (e.g., reports, evaluation, regulations).

....Overview of all activities and jobs within the program, concentrating on job descriptions of those positions to be filled by volunteers.

....Swearing-in ceremony.

....Training program evaluation.

Training also varies according to trainee and program objectives. Effective training involves the group in the learning process using techniques like role-playing, socio-drama, communication games and group discussions. There are a number of audio-visual aids which can be used in training volunteers.

The average pre-service training program is 10 to 12 hours over two to four weeks. Programs are usually conducted at night in a location accessible to the majority of volunteers. Continued in-service training is encouraged by both volunteers and staff to further develop volunteer skills and enlarge program services.

Cooperative training programs with other volunteer groups in the court and other agency volunteers can be conducted to share training costs. In states where a Volunteer Services Department exists, usually in the Human Resources Department, the state may conduct training sessions for local volunteer groups using professional training staff. (1)

Dr. Ernest L.V. Shelley, a psychologist who was the Director of Treatment for the Michigan Department of Corrections for twenty five years and a staff psychologist for the Ingham County Court in Lansing, Michigan, has often stressed the danger of over-training volunteers. He emphasizes that volunteers should not be some type of watered-down professional but should bring spontaneity, creativity and imagination into the relationship with the criminal justice client.

Dr. Shelley is among the most eloquent and convincing when talking about taking great care so volunteers are not over-trained. -- VIP-NCCD Audio-Visuals, Module Twelve this series (2)

Job Placement and Matching

Volunteers' primary contributions are natural qualities and skills and it is essential to match these skills with appropriate assignments and supervisors. Again, the importance of the needs analysis in program planning is evident. Successful job placement and matching are dependent upon such analyses. Creative screening and matching can fit the job to the volunteer. Job assignments should be subject to continuous reassessment by both staff and volunteers. Effective matching of volunteer to supervisor considers several points:

....Active participation of staff members in program planning, recruiting and training of volunteers.

....Interest and attitude of staff members in working with volunteers.

....Interaction of staff members with volunteers.

Staff members who are reluctant to work with volunteers for reasons mentioned in the previous chapter should not be required to do so.

Matching the Volunteer and the Child

The probationer should be carefully screened before matching him with a volunteer. His and the family's desire to work with a volunteer, and his interests and special needs in such a relationship (e.g., suitable adult model, friend/companion, supervisory or primary counsel) must be determined. Five determinant characteristics for matching volunteers and probationers are: (1) age, (2) sex, (3) race, sub-culture, (4) location, and (5) interests, activities, skills.

.....Age: The decision as to whether the offender should have a volunteer approximately his own age or someone considerably older depends on judgement as to whether his main problem is lack of communication with peers, a need of an older stabilizing "father figure" type, and so forth. But some general guidelines regarding age are:

---Probably the one-to-one volunteer should be at least a mature 18-19, for a probationer 12-14.

---Older offenders need at least 19-20 year old volunteers.

---For offenders age 17-21, the volunteer ordinarily should be at least three or four years older.

---When offenders are adults, the volunteer's age is not so important. Here, the volunteer can be younger than the offender.

....Sex: The general rule has been that volunteers and offenders should be the same sex. But there can be exceptions, though they should be carefully considered by the Coordinator. In some kinds of less personal and more restricted one-to-one roles, such as volunteer tutor, the "same sex" guideline can more easily be by-passed and where a married couple work together as volunteers, they can often relate as a team far more easily to an offender of either sex.

....Race, Sub-Culture: Other things being equal, a volunteer of the same race or sub-culture should be considered desirable, especially if the offender needs more pride and identification with his culture and race.

However, the court volunteer movement is relatively lacking in minorities and economically underprivileged people. Therefore, cross-cultural or cross-class matching is frequently necessary. Where cross-cultural matching does occur, try to find a volunteer who is especially sensitive to and willing to learn about the offender's sub-cultural or racial background.

....Location: If possible, the volunteer and the offender should live relatively close together. They will have easy access to and communication with each other, and the volunteer is more likely to be familiar with the offender's home and neighborhood situation.

....Interests, Activities, Skills: A common naive assumption is that building a relationship with an offender is all "talking together." Actually, far more of it may be doing together. One solid common activity interest may be worth a million words. For instance, fishing together or listening to jazz could be an important experience. The volunteer recruiting and screening process can identify these activities for volunteers in their registration forms and during interviews. The same should be done for the offender when his personal history is taken. An example of this is the Activity/Interest Inventory presently being used by the Colorado Matching Project. Both volunteers and offenders fill out the form, and volunteer and offender forms can easily be compared with one another.

The number of similar and opposite interests is highly significant. Some categories may be more important than others. An overlapping interest in a single activity, such as working on cars, may far outweigh lack of other common interests.

When matching volunteers to offenders, keep in mind that we have little or no real knowledge in this area. There are no simple formulas of what makes one relationship "click" and another fail. Nonetheless, how you match volunteers and youthful offenders is a key determinant in program success. (1)

One excellent way of matching volunteers and juvenile and criminal justice clients is through mutual areas of interest. One court had a TV repairman who worked with two or three probationers at a time in his basement one night a week. He always had radios and televisions to repair and the probationers and volunteer worked together on the repair jobs. He would also spend some time alone with each one of the probationers every evening they worked together. He was an extremely effective volunteer who taught probationers about repairing radios and television sets and, of even greater importance, also about life.

The most essential single ingredient in matching is to have a good understanding and knowledge of both the client and the volunteer. The better each is known by the probation department, the better the matching process.

As an example, one court routinely spent between three and twenty hours on pre-sentence investigations and grew to know each probationer quite well. They also made a strenuous effort to know each volunteer very well and, with this knowledge of both, they were usually able to match effectively.

It is also good to be open to new ideas. For example, one program routinely asked the probationer if there was someone who he would like as a volunteer. Occasionally the answer was extremely helpful and a new volunteer was added to the program not only for that particular probationer but also, on some occasions, for other probationers as well.

Should the volunteer see the pre-sentence investigation report? A number of courts believe this question should be resolved by the volunteer. Some volunteers want to see the report and others prefer not to. Many programs feel the volunteer is the best judge of this and let the volunteer make the final decision.

Perhaps the most important single ingredient in any volunteer program is the supervision of the volunteers. Training, orientation, screening and other factors are very important. However, many feel the most important ingredient of all is the supervision of the volunteers.

As an example of continuing supervision, one court required a written report or a telephone report from each volunteer every month.

Also, the retired administrator, who worked full time for the court and who was in charge of one-to-one volunteers,

saw each volunteer every six weeks. Most of these meetings were during "report night" when volunteers could talk to the staff professionals and the volunteer professionals, such as psychiatrists and psychologists, who met with probationers one night a week. However, if a volunteer did not appear at one of these meetings during a six week period, the administrator would contact the volunteer and request a personal meeting.

The on-going, continuing supervision of volunteers is a most critical area and must be done with extreme care.

Another very important area is accountability. The lack of accountability in some criminal justice programs is appalling and incredible. One Federal Government evaluator spent several days inspecting a professional probation program which did not use volunteers. He discovered when a probationer was referred to a professional probation officer and he never once reported to that officer, he would probably never be detected. In fact, there was between a sixty and ninety percent chance no one would even try to find out why the probationer did not report to the professional probation officer. This lack of accountability is one of the reasons why criminal justice programs are not more effective.

Contrast this with a court utilizing volunteers where the director of the volunteer program met each month with the staff and they went over each case on probation every other month. Thus, each case on probation was checked every two months to ascertain the effectiveness of probation.

Two basic questions were asked-(1) Are we doing what we intended to do? (2) Is it bearing fruit and is the procedure effective? Thus, for proper accountability, a careful record should be made of all of the services assigned and all the tasks to be performed by the volunteers and staff. Then, at least every other month, there should be a check to see if those assignments are being carried out and if those tasks are being performed. If this is being done, then the program is worthy of the name. If this is not being done, then it can hardly be called a program at all.

It is necessary to always know what has been ordered, if it is being done and if it is being done with excellence. Anything short of this makes the activities unworthy of the name "program." (2)

CHAPTER III
LEGAL ISSUES

The use of volunteers to provide various services to the court presents several legal issues that government agencies and volunteer organizations need to be aware of. Two issues which can be addressed in general are liability of the state for volunteer activities and the liability of volunteers for acts committed while serving the court. Closely related to the issue of liability is that of insurance --- workmen's compensation, volunteer liability insurance and automobile liability insurance.

State/Agency Liability

Present case law contains few cases in which a volunteer caused an agency to be liable. However, the area is one of great potential concern to government agencies who use volunteers and should be examined carefully.

Where state or local governments are immune from liability, volunteers must be certified as employees in order to qualify for immunity from liability for damages. "Employees" can qualify for certification in any of the following ways (the criteria for employee certification also apply to workmen's compensation.):

-Volunteers must receive monetary compensation for their services---as little as one dollar per year will suffice.
-Volunteers must perform assigned or authorized duties.
-Volunteers must be supervised, which implies training and regular reporting.

Most states have enacted legislation which allows them to assume some liability for the action of their agents or employees, though often a limit has been set on that liability.

Volunteer Liability

Once private citizens volunteer to serve on behalf of a public agency, they have a responsibility to exercise care in the execution of that service. Volunteers can be expected to be held personally liable for their conduct. Volunteers have several remedies for liable actions against them. The agency or court in which the volunteer is serving can require both the probationer and his family to sign a waiver agreeing in advance not to hold the agency, its employees or agents responsible for any injury or damage in connection with volunteer services. Such waivers are particularly important where the probationer participates in high risk activities such as swimming, trail bikes, or camping. The other remedy is comprehensive liability insurance. This will be discussed in more detail in a later section.

Injury to the Volunteer - Insurance

All states have Workmen's Compensation laws which cover an employee injured on the job. Volunteers must specifically be included as a class in order to be

eligible for the compensation coverage. The volunteer must be defined as an employee of the state through legislation or policy amendments so as to be included in state coverage.

States which do not include volunteers under their Workmen's Compensation coverage usually provide liability insurance through private agencies. Automobile insurance which is usually added to the volunteer's own personal coverage is also available through a state liability coverage. The cost to the volunteer is minimal, somewhere between \$2.00 and \$3.00 annually.

Some states have enacted legislation which permits the state to accept legal liability in tort situations. This provides for protection of both the interests of the state and the injured party without a drain on the state treasury. Montana has such a plan in its Comprehensive Insurance and State Tort Claims. Volunteers are included under specific circumstances when defined as an employee acting as an agent of the state whether or not compensation is granted. This type of comprehensive insurance is recommended particularly in states such as Alabama which do not cover the volunteers working in various programs and agencies throughout the state.

The National Volunteer Parole Aide Program of the American Bar Association recommends the following legal considerations in volunteer programs:

-Development of a comprehensive liability insurance plan for the state.
-Use of general and specific waivers.
-Knowledge of local claim procedures.
-Liability insurance coverage which protects both the state and the volunteer.
-Legal consultation of specific matters of liability.

The issues of volunteer and state/agency liability are not only complex, but also changing. Volunteers should be advised about their position and responsibilities early in the training program to avoid later misunderstanding. A volunteer legal counsel can keep the coordinator advised on any changes in the law regarding volunteers. (1)

One source of insurance for volunteers is: Group Insurance Volunteers, 4801 Kenmore Ave., Suite 119, Alexandria, Virginia 22304.

The American Bar Association has developed booklets and other material which are of assistance in this area.

Although veteran observers have never heard of a single case where a volunteer has sued or been sued, nonetheless it could happen and the insurance to cover this contingency is very inexpensive.

Incidentally interest in insurance seems to be increasing. In 1973, VIP-NCCD offered extensive and inexpensive coverage and very few programs or individuals were interested. Now there seems to be more concern and this concern and careful planning is good for the movement. (2)

CHAPTER IV
FINANCING

Financial Planning

Volunteer programs do not imply a free ride for the agency which uses them. Although volunteers are generally not compensated for their services, there are program costs involved. Seeking and securing funding is part of the initial planning process as well as an ongoing process. These guidelines should be considered when developing financial plans for a volunteer program:

-The program should be costed out in order to develop a complete budget.
-Funding sources should be identified and plans developed for approaching them.
-The evaluation component of the plan can be used to demonstrate the program's effectiveness in order to secure additional funding.
-A small pilot project can demonstrate volunteer program performance prior to large scale program application. (1)

Many people feel there are two basic ways to start. First you can begin with a Federal Government Grant and federal funds. Second, you can begin without the grant and federal funds.

There is an advantage and disadvantage to both. The advantage to starting with federal funds is apparent. However, the disadvantage is the effect this might have on the community. Often, when federal funds are exhausted, a community will take the position the Federal Government had their program with their money and now their money is gone their program has ended.

On the other hand, although it is more difficult to start with very little funding and without federal assistance, such a beginning does cause a community to think of the program as its program and not the program of the Federal Government. Once a community thinks of a program as its program, then the community is far more apt to work hard at retaining the program indefinitely into the future.

The advantages and disadvantages of large outside funding, which usually comes from the Federal Government but can also come from other sources, should be carefully considered by those who are beginning programs. (2)

Program Expenses

Volunteer programs incur expenses for materials and facilities, program administration, and support (e.g., training, materials, recruitment, mailings) and staff supervisory time. Though estimates vary widely, the following are some approximations for program cost in Boulder, Colorado (1970 figures):

-10¢ to 25¢ per volunteer hour for in-kind support costs, such as printing, mailing and travel.
-\$1.00 to \$1.50 per volunteer per hour when staff supervision is considered (does not include volunteer out-of-pocket expenses or special service to clients such as medical or psychiatric exams).
-\$100 to \$150 per volunteer per year for adequately supervised support programs.

Most of the costs of a volunteer program are implicit, such as extra hours of staff time spent working with volunteers. The Lincoln, Nebraska, Volunteer Probation Counselor Program estimates the following statistics for a one year period:

-Seventy-seven volunteers were interviewed and completed psychological testing; 62 participated in training.
-Six orientation training sessions were held.
-Seventy-seven percent of the trained volunteers received assignments.

The chart below shows the amount of staff time spent working with volunteer probation counselors.

Professional Staff Time Spent Working
With Volunteer Probation Counselors

Activity	Amount of Time
Recruitment (interview & Testing)	46.5 Hours
Training Series (6 Sessions, 3 Nights per Session)	181.0 Hours
Matching Probationers with Volunteers	18.5 Hours
Initial Meeting Arrangements	24.0 Hours
Solving Problems in Relationships	80.0 Hours
Total	350.0 Hours*

*The 350 hours represents approximately 6% of total staff time. (1)

Many of these services can be supplied by volunteers. In fact, most courts and other criminal justice agencies utilizing one-to-one volunteers generally expand into the use of volunteers in many different ways.

Volunteers can assist in recruitment, training, matching, etc.

In fact, at least one court utilized volunteers for everything over a ten year period and did not have any full-time paid personnel whatsoever for an entire decade. This is the court mentioned earlier which gave about fifty thousand dollars of administrative and direct services to probationers for a total of seventeen thousand dollars from the city, at a rate of approximately thirty cents an hour. This particular court had excellent research results when it was studied by an independent Federal Agency. (2)

Funding Sources

There are two types of funding for volunteer programs: cash and in-kind donations, such as supplies, training materials, free press, recreational facilities, and tickets to community events. The following is a list of potential sources for both types of funding:

-Local court or complementary agencies' budget.
-State volunteer service agency (consulting, materials, training)
-State Criminal and Juvenile Justice Agencies.
-Local Chapter of United Way.
-Small-scale private sources (e.g., volunteer membership fee; volunteer fund raisers; Board of Directors or Community Advisory Board).
-Local, state, and national foundations. (1)

A particularly thorough (296 page) document by an excellent team headed by Dr. Ivan H. Scheier was completed in August, 1972.

Because of its importance to the field, we are attaching hereto a copy of the title page and table of contents.

We recommend its use to those who are interested in further information on administration and management of juvenile and criminal justice volunteer programs. (2)

Footnote: (1) - The Arthur D. Little, Inc. Report
(2) - Commentary of the Curriculum Development Committee

GUIDELINES AND STANDARDS
FOR THE USE OF
VOLUNTEERS
IN CORRECTIONAL PROGRAMS

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U.S. DEPARTMENT OF JUSTICE
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION
NATIONAL INSTITUTE OF LAW ENFORCEMENT AND CRIMINAL JUSTICE

GUIDELINES AND STANDARDS FOR THE USE
OF VOLUNTEERS IN CORRECTIONAL PROGRAMS

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SEE REFERENCE
PRIOR PAGE

GUIDELINES FOR VOLUNTEERS
FROM
THE OFFENDER AID AND
RESTORATION (OAR) HANDBOOK
FOR VOLUNTEERS

Most persons who wind up in jail have had more than their share of "too great" frustrations in their early lives. Most have undergone repeated failure experiences: some of their own making, other failures the result of ineffective social systems.

In one important sense you are in a better position to help the prisoner than a judge or a probation officer. You do not represent the law, you do not have to be sternly authoritative, you do not have to deal out punishment. You can be a friend, an ally. You must represent acceptance, understanding, affection, and concern --- "somebody who'd come to my funeral if I died."

The process of establishing inward control begins when a bond develops between the prisoner and you, to the point where neither wants to let the other down. After this desire develops, the next step --- transferring the desire not to let you down to not wanting to let oneself, the prisoner, down --- is an easier accomplishment. Thus we go from lack of inward control to objective inward control (I don't want to get into trouble because it would hurt the person I respect) and then to the final goal of subjective inward control (I have my own standards to which I must be true).

Ask yourself continually "What are the pressures that have overwhelmed this person --- and how can they be eased? What forces are driving this person adversely --- and how can they be counteracted?" Your secondary goal must be: to work out a plan with the prisoner which will enable the prisoner to cope, and then to help put that plan into effect.

Working with prisoners cannot be reduced to "cookbook" form. Much will always be left to your good judgement. The guidelines given below provide a frame of reference for you in your efforts to help the offender 1) to gain inward control and 2) to help oneself.

Break the Ice --- Once a prisoner is assigned to you, the first step is for you to meet and to explore with the prisoner the possibility of a useful relationship.

Even in the free community where new relationships are spontaneously and mutually sought, we often find ourselves uneasy in meeting strangers. The jail prisoner will share your uneasiness at first meeting. Do not expect a welcome with open arms. You will probably find that he or she is suspicious. For many prisoners, the OAR volunteer represents the first person from the community who has offered friendship. It will take time and patience before the prisoner develops trust and confidence in you.

In approaching your new relationship, we suggest that you do not fall back on small-talk about the weather or sports. It's better to talk about the situation in which you find yourself. You might start off by saying that you too are uneasy in this situation. You might share with the prisoner your reasons for being a volunteer --- what you expect to gain from it, how you happened to be

assigned to him or her and so forth. Another possibility is to ask about what's familiar to the inmate and unfamiliar to you. What is jail life like? What is a typical day in jail?

The point is that you will do well to confront early the issue of your new relationship and the reasons why you are both in it. You can small-talk your way around the issue, but that does little toward building a relationship.

Be Yourself --- There is no need to establish a facade or to create some kind of special status for yourself in your relationship with the prisoner.

Use Appropriate Language --- Whose language is to be used, your's or the jail vernacular? To use language that is not part of you will likely lead to your being seen as a phony. There is a language that both of you can use. Aim to speak simply and directly.

Mean What You Say --- Never make a promise unless you've thought it through first and are prepared to carry it out. The prisoner will test you, call your bluff, and see if you will deliver. This is an important part of the prisoner's learning to trust you (which will come slowly in any case).

Don't let the prisoner down even in small things. Show up for appointments and be on time. If you don't show responsibility, you can't expect the person to learn it.

Express Your Honest Feelings --- Do not use up your energy in keeping back your genuine feelings. The prisoner needs to know that you have limits to your patience and that you are not God. Express your feelings genuinely. An honest and unmasked expression of feelings is one important way for you to show concern.

There is, however, a big difference between losing control of your anger and rejecting the person, as against a measured expression of anger and continued acceptance.

Be Supportive, Encouraging, Friendly, But Also Firm --- It's part of your job to be honest and objective, disapproving when this is warranted, as well as praising, supporting and encouraging when that is warranted.

Respect --- Respect is the keystone. The prisoner will not be open with you until he or she respects and trusts you. Conversely, you must respect the prisoner's individuality and basic rights as a human being. There is no room for narrow prejudices or feelings of superiority. Respond to the prisoner's needs and interests, not to your own.

Respect is something that most of us take for granted, but the prisoner may never have known respect before. Your treatment of him or her as a worthwhile human being may have a tremendous impact. In this connection, deal with the person's present and future rather than the past. To dwell on an unsavory past weakens the offender by giving more opportunity to justify present troubles on the basis of past deprivation.

Call The Person By Name --- as much as possible. When you call by name you communicate respect, friendliness, and warmth.

Listen --- Maybe it's easier for you to do most of the talking, even to preach, or scold; but chances are the prisoner has had plenty of this before. What the person likely hasn't had is another human being who will hear him or her out, really listen to what he or she has to say.

Listening is not easy for most of us. We ache to stick our two cents in, to pass judgement, to moralize. It takes will power to develop an attitude of patient, objective listening.

Try to understand the underlying feeling. Do not be overly concerned about the actual words, for words can be used to hide feelings. It isn't so much what is said as how it is said.

Listen for themes in your conversations with the prisoner. What repeats itself will give you the clues you need as to what is bothering the person.

It will take considerable listening and questioning in order to ascertain what is pressing on the person because people hide their problems --- even from themselves --- when they are painful.

What the prisoner has to say when he or she opens up and begins to level with you may shock you in its difference from your own set of values. Try to think of these shockers in terms of their causes, objectively, without either judging or condoning.

Let the comments you make and the questions you ask be primarily in terms of the pressures that are demoralizing him or her. As the prisoner talks and you listen, try to understand and define, in your own mind, what they are.

Besides determining your offender's pressures, your attentive listening will help you to determine the prisoner's needs and capabilities and limitations. Through listening you can determine his or her interests, too. All this will be as pure gold when the time comes for you to work out a plan with the prisoner.

Another good reason to listen: it allows the prisoner to verbalize and to get out pent-up emotions --- a cleansing, cathartic, and healthy thing.

Don't Probe --- Let the prisoner tell you in his or her own good time about the offense committed, the family left behind, or any other deeply held guilt-associated matters. He or she will tell you when the person comes to trust you.

Protect the Prisoner's Confidences --- Do not discuss what you are told in confidence with anyone, unless the prisoner gives assent.

Accept the Prisoner --- Accept him or her as a human being with problems and as an individual who is no better or no worse than anyone else. To pigeonhole or to categorize a person is, in a way, to dehumanize the person. Assume a non-judgmental attitude toward the person so that you will be able to give the acceptance needed so badly in a time of trouble.

Accepting the individual as he or she is may be difficult. Because of your different backgrounds, he or she probably has a different set of values from yours. If at any time during your relationship you find that you can't be accepting of this person, do not hesitate to make new arrangements with the OAR director, but if you can accept the prisoner as is, he or she will be aware of this acceptance.

Be Patient --- Do not expect overnight miracles. When things have been going wrong for years and years with a person, these things cannot be corrected in a few weeks or months. The positive effects of your relationship with the offender may not have a decisive effect until long after you've stopped working with the person.

Expect Setbacks --- Even if slow progress is visible, there will be setbacks.

You will probably find that the prisoner half expects to fail in an effort to change for the better. Patient persistence is a key part of your job --- it conveys to the offender that you will not give up on him or her. You must stick with this person until your expectations for change overcome his or her expectations to be a disappointment.

Be prepared to deal with your feelings when the setbacks and disappointments happen. You can show anger-under-control, as a normal human being. But you cannot vent your frustrations and uncontrolled anger on the prisoner. Although you are trying to achieve success with the offender, remember that the prisoner does not owe success to you. Success is owed only to oneself.

Win Respect for Yourself --- The prisoner will never respect you, until it is clear that you cannot be conned or manipulated. The prisoner may have already been successful at manipulating teachers, parents, and/or employers. You must be different.

Part of the reason for attempts to con you is to measure you --- to find out whether you are a naive weakling or someone who can be respected. The "con person" respects those who refuse to be conned. However, you should expect the "con person" to express anger when manipulative efforts fail.

The prisoner's manipulations may be expressed in requests for you to influence guards, or a witness, or for you to bring something into the jail which may not be allowed. If the prisoner asks you to do some borderline thing, say that you will check to see if it's all right. Then ask the appropriate jail official.

After the prisoner gets out of jail, you may be asked to provide a loan, the use of your car, or requested to co-sign a loan. Say "no" to such sweeping requests, for such loans have a way of destroying the best friendships. A denial of the request for that reason will be understandable and probably acceptable to the prisoner.

Don't let your desire to establish a friendship lead you into doing anything for the prisoner that isn't in his or her best interest. The manipulator's favorite strategy is to work on your sympathy and to plant a sense of guilt about letting

a friend down. You are wrecking your relationship with the prisoner when you allow yourself to be conned.

You don't have to believe everything the prisoner tells you, either. Some prisoners have come to believe that stretching the facts is necessary --- maybe they have had to lie and to con in order to survive. Check the facts whenever you can. See how well what he or she tells you accords with reality. When it doesn't, it's usually good to let the person know that you know this, kindly but firmly. When you do this, you provide a "reality test" (within his or her means to achieve it). He or she may get into the habit of producing it more often. Certainly he or she'll respect you more because you expect the truth.

Expect Hostility --- There will be a time when the prisoner, overwhelmed by troubles, will confront you with hostility. At such times, do not force conversation upon the person and above all do not respond in a hostile, sarcastic or anxious manner. Do not act shocked. Retain your composure, ignore the hostility or withdraw for awhile, and chances are that the prisoner will regain his composure.

Try to differentiate between a withdrawn and a hostile prisoner. A withdrawn prisoner can use your quiet attention and perhaps psychiatric help as well.

Some prisoners harbor deep-seated hostilities that have built up over a long time --- usually directed toward people connected with the prisoner's difficulties. Some of these feelings rise from the prisoner's real frustrations, while others may represent efforts to blame his or her troubles on other people. Tell the prisoner, when such hostility surfaces, that you can appreciate the intensity of his or her feelings but are not in a position to judge the person or his/her enemies. Then help the prisoner to take a realistic look at the consequences of acting on angry feelings in terms of the person's own chances for success in the free community.

Discussing Yourself --- If the prisoner asks you personal questions, answer then honestly, even if this is difficult. Although your association is focused on helping to help oneself, it should be a give and take situation which may include some talk about yourself and your family.

Advice --- Before offering advice, assist the prisoner in arriving at his or her own conclusion. If aided in seeing the options, most people can choose the best course of action. Even if your advice is sound, you will be encouraging an outer directed mode of behavior, rather than inner directed. If you feel nonetheless that advice is warranted, make sure that you understand the prisoner's problem fully and from the prisoner's point of view. Wait until you have figured out the pressures on the person and his or her needs, capabilities and limitations and interests. "See through John --- and then help John to see his way through."

Advice goes astray when given from the volunteer's point of view rather than the prisoner's. Given a certain situation, you might solve it in a certain way which would be very good for you; however, this same solution for the person might not be good at all. A person who feels obliged to accept a solution foreign to him will never really identify with it. He or she will merely go through the motions.

The person has received much advice which hasn't helped. Wait until he or she asks for your advice before you give it. Advice should come only after your relationship is well-established.

Expect Success --- You can easily trap yourself into thinking that because the prisoner has been a failure he or she will continue to be a failure. If you allow yourself to feel this way, you can be sure that the prisoner will pick up the feeling and act in the way you expect.

Part of holding out expectations of success for the prisoner is to get the person to face up to his or her own responsibility in the dilemma. To allow the person to see oneself as someone that "things just happen to" or as "a born loser" will only encourage further distortion and lack of inward control.

Exploit Dissatisfaction --- When the prisoner begins to express dissatisfaction with his or her lot in life, move to exploit that feeling. As much as is possible, try to bring about discomfort along with this feeling of dissatisfaction. Now is the time to underline what future success will mean to the offender. Now you can demand success. Get the person to want something and help him/her to go after it.

Encourage Self-Awareness --- Don't rush it; but as your relationship develops, encourage the prisoner to think about him/herself and his/her future. You will have come a long way together when you get to the place where you can help the person to plan the steps which will win self-respect and success. Many prisoners have never done any thinking about themselves in any purposeful, forward-looking way.

Set Goals --- When you begin planning ahead, try to get the prisoner to think in terms of realistic goals. No solution is worthwhile if it is unrealistic for this particular prisoner at this present time.

Prepare For Release --- Most prisoners, when release day approaches, become anxious and ridden by self-doubt, although such feelings may be carefully disguised. Will my record follow me everywhere? Am I really a born loser? At this time it is very supportive and necessary for you to tell the person that "Millions of others have made it, and so can you." At the same time, help the person with prejudices who will be unwilling to give a friendly reception, even though the person has paid his or her debt to society. Talk to the prisoner about controlling his or her reactions to such people. The person will encounter many other pit-falls just like the rest of us in the free world. One must decide how to deal with these pit-falls, but you will be available to talk things over and to help find ways to get around the pit-falls between him/her and a full life.

Help After Release --- The most important part of your job begins when the prisoner becomes a free person. If you have his or her trust and have established mutually a plan of action, you can be a major help to this person in working his or her plan. Now is the time for you to steer your newly freed friend to those services which may be needed. Now intercede for your friend in his or her efforts to land a job. Now keep in close touch with him/her and

reinforce his or her efforts to accept oneself as a worthy human being who can succeed in the free community.

A word of caution here --- it is easy to lose your contact with the prisoner just after release. Be sure to agree as to the time and place of the next visit before you part, at every meeting.

Use The Crisis --- If the prisoner is typical, he or she has lives with a crisis much of the time. In fact, the person's whole life may have been one big crisis. The person is accustomed to being overcome by crises and may expect to be defeated. If, after the person leaves jail, you are able to help win some small victory in the first crisis that comes along, it will go a long way toward enabling him or her to make the turn from habitual defeat to habitual victory.

Two Don'ts:

Don't Expect Thanks --- You may not receive thanks or any show of gratitude from the prisoner. He or she may feel it but may not know how to express it, may actually be embarrassed by it. Maybe the person has never known really sustained attention and affection before, may not be able to handle it in a normal way, and may just sop it up hungrily without giving in return. You may never hear a "thank you," but your effort will be in the long run appreciated, probably more than you or anyone will ever know.

Don't Over-Identify --- You cannot take the burden of the other person's problem on yourself. They are the prisoner's problems, not yours.

To feel with another person gives that person strength. To feel like another person makes that person believe that you are powerless, too.

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.

1. Name and address of volunteer program: _____

2. Do you wish to have a copy of the results of this questionnaire? (Check)
a 474 Yes b 24 No c 12 No Answer
3. 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).
4. 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.
5. 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.
6. 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.
7. 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.
8. 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.
9. About what percentage of your volunteers are men? 41.2% Not sure-20.

Contd/...

PAGE TWO OF THIRTEEN PAGES --- See the Booklet on The
History of the Volunteer Juvenile and Criminal Justice
Movement for the entire National Survey results.....

THE NATIONAL SURVEY

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.

Also, 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

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, 1959-1969
VERA I. SNYDER
Administrative Associate

SURVEY CARD SUMMARY

Total Number of Survey Cards Received.....	1,970
Number of States Responding (Includes D.C.).....	51
Number of Cities Responding.....	1,158
Number of Programs Reported.....	1,820
Number of Active Volunteers Reported.....	176,445
Number of Programs Reported with no Number of Volunteers Indicated.....	150
Use of Volunteers:	
One-To-One.....	1,648
Administrative.....	661
Professional.....	969
Supportive.....	1,451
Other.....	669

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

SURVEY CARD

Organization Name _____
Address _____
City/State/Zip _____
Name/Director of Volunteers _____
Approximate Number of Active Volunteers _____
Use of Volunteers:
One-To-One: Yes ___ No ___ Professional: Yes ___ No ___
Administrative: Yes ___ No ___ Supportive: Yes ___ No ___
Other(Specify): _____
We receive VIP EXAMINER (Quarterly Newspaper of VIP-NCCD)
Yes ___ No ___
If No, we would like to receive it: Yes ___ No ___

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