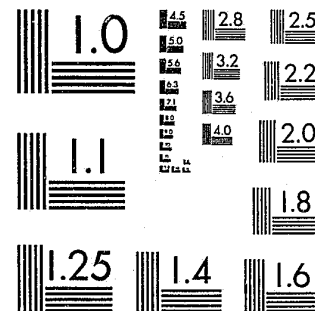


National Criminal Justice Reference Service

ncjrs

This microfiche was produced from documents received for inclusion in the NCJRS data base. Since NCJRS cannot exercise control over the physical condition of the documents submitted, the individual frame quality will vary. The resolution chart on this frame may be used to evaluate the document quality.



A DIVISION OF THE
NATIONAL COUNCIL ON CRIME AND DELINQUENCY

200 WASHINGTON SQUARE PLAZA C JR 6 ROYAL OAK, MICHIGAN 48067 (313) 398-8550

March, 1981

MAY 7 1982

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

ACQUISITIONS

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

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

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

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

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

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

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

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

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

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

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

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

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

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

JUDGE HORACE B. HOLMES
Juvenile Court - Boulder

G. LA MARR HOWARD
Professor - Georgia State University

QUINTON T. HUGHES
Del Mar, California

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

JOHN W. LESLIE
Honorary Chairman
Signode Corporation - Chicago

MRS. JOHN W. LESLIE
Evanston, Illinois

R. STANLEY LOWE
Casper, Wyoming

W. WALTER MENNINGER, M.D.
Menninger Foundation

MILTON G. RECTOR
President - NCCD

MR. JUSTICE POTTER STEWART
U. S. Supreme Court

MRS. POTTER STEWART
Washington, D. C.

MRS. THERESA YANCEY
Chicago, Illinois

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

OLUNTEERS

IN

PREVENTION

OLUNTEERS

IN

PROSECUTION

OLUNTEERS

IN

PROBATION

OLUNTEERS

IN

PRISON

OLUNTEERS

IN

PAROLE

U.S. Department of Justice
National Institute of Justice

83356

This document has been reproduced exactly as received from the
person or organization originating it. Points of view or opinions stated
in this document are those of the authors and do not necessarily
represent the official position or policies of the National Institute of
Justice.

Permission to reproduce this copyrighted material has been
granted by

Keith J. Leenhouts
National Council on Crime & Delinquency

to the National Criminal Justice Reference Service (NCJRS).

Further reproduction outside of the NCJRS system requires permis-
sion of the copyright owner.

ISSUES, TRENDS AND DIRECTIONS FOR JUVENILE
AND CRIMINAL JUSTICE VOLUNTEERISM IN THE 1980's

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

Written and Compiled by:

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

Complete List of Teaching Module Booklets Available:

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

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

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

-1-

OUTLINE

ISSUES, TRENDS AND DIRECTIONS FOR THE 1980's

SECTION ONE: LEADERSHIP

- I The excitement of the 1960's and the task of consolidation of the
movement of the 1970's have faded into history.
 - a) Growth of the volunteer juvenile and criminal justice
movement in the 1960's and 1970's.
 - 1) From virtually zero in the early 1960's
to one half million volunteers in 1979.
 - b) Consolidation of the movement.
 - 1) National quarterly newspaper
 - 2) Annual national forum
 - 3) National Association of Volunteers in
Criminal Justice
 - 4) National Education-Training Program
 - 5) National Academic-Education-Training Center
 - 6) Volunteer Managers Training Course
 - 7) Many other activities which consolidated
and unified the movement
- II However, the most critical and vital issue of the 1960's and 1970's
is also the key issue of the 1980's --- Leadership.
 - a) The leaders have often been very unlikely people.
 - 1) Engineer in Pennsylvania
 - 2) Housewife in Illinois
 - 3) The meat packer
 - 4) Judges of the adult misdemeanor court, the
lowest court in the United States
 - 5) Chief Probation Officer in an adult misdemeanor
court
 - 6) A member of the Jaycees
 - 7) A college student majoring in divinity
 - 8) A college student music major
 - b) In the late 1970's there have been more top leaders like
governors
 - c) Key issue is leadership
 - d) Harry Golden -- Pollsters or Leaders?
 - e) "Not armies or kings....."

III Other Issues

- a) Inflation, Economy, Proposition 13
- b) The involvement of the church
- c) More diversion programs
 - 1) Example: Community Service Orders

IV However, the key issue is leadership

- a) Winston Churchill illustration
- b) If we can expand and improve our leadership, the movement will grow and expand

SECTION TWO: CONFIDENTIALITY

I A very critical issue legally, ethically and in terms of humanitarian concepts.

- a) Not a new problem
- b) Now that volunteers are involved in juvenile and criminal justice volunteerism including counseling, they are involved in an old problem and controversy.
- c) In juvenile and criminal justice there are special concerns about confidentiality.
 - 1) Whatever the apprehended offender or delinquent prone youth says is potential evidence.
 - a) This raises all kinds of legal issues.
 - 2) Information given to a volunteer (or staff) could be vital to maintaining good order in the institution (prison, etc.)
 - 3) Could be vital to the safety of the institution
 - 4) Confidentiality is critical since good interpersonal relationships are based upon trust.

II Confidentiality -- Some Vital Facts and Concerns

- a) Volunteers work in the system but are not part of the system.
- b) Volunteers have more flexibility
- c) Volunteers not as protected by rules of privileged communications as staff.

III Guidelines for Volunteers

- a) Have a clear understanding of how the issues of confidentiality will be met and solved.
- b) Volunteers (and also staff) should have a clear understanding of his or her duties to report to the authorities with the offender.
- c) When information received must be communicated, attempt to obtain permission from the offender first.

- d) If impossible, honestly tell the offender what you must report before you do so.
- e) No substitute for good individual judgment.
 - 1) Guidelines and rules are difficult
- f) As a general rule, only grave and serious matters should be reported.
- g) There is rarely a violation of confidentiality if the speaker is not identified.
- h) Volunteers (and staff) should be keenly aware of, and respect, the fact there is a position of inequality between themselves and the apprehended offender.
 - 1) The inmate or probationer is far more vulnerable.
- i) Respect the fact you (counselor) are invading the privacy of the counselee.
 - 1) It is, unfortunately, very true that many professionals have violated confidentiality. Not just a problem of volunteers.
 - 2) We must do all we can to build up clients.
 - a) Relating their words for amusement or ego trips is inexcusable conduct.
 - b) We must share and respect their humanity.
 - c) Essential in a democracy to lift up the importance of each individual.

IV The responsibility the volunteer has to himself or herself.

- a) What we learn in confidence and how we deal with it makes a big difference in the life of the troubled person.
- b) Constantly re-examine your motivation.
- c) Generally, rules and guidelines are very limited. Common sense and good judgment is critical for volunteers, staff and cell counselors.
- d) One technique is to urge the client to tell a few trusted others.
- e) Work in an institution or court until and unless you cannot do so any longer.
 - 1) Then work for change from the outside.
- f) Reporting violations?
 - 1) Report serious violations only and those only with extreme care.
 - 2) Probationers or prisoners must know and respect the fact you will report violations if necessary.

SECTION THREE: CURRENT ISSUES AND TRENDS

- I Trends and Issues are often inter-related and sometimes separate from each other.
- a) Thus, to deal with each separately is unrealistic and artificial.
 - 1) Discussed separately only for convenience.
- II Trends
- a) Professionals are taking over the leadership and management of volunteer programs.
 - b) Increased dominance of national organizations over local program.
 - 1) Central office control
 - 2) Standards and Guidelines
 - c) National groups dominate training practices
 - d) Increase demand for program evaluation
 - e) Increased emphasis on improved management of volunteer programs.
 - 1) This is both good and bad
 - f) Increased emphasis on training
 - 1) This is also a mixed blessing
 - g) Increased use of para-professionals
 - h) Increased cooperation with and understanding of other fields who use volunteers.
 - i) Involvement of different types of volunteers and particularly males and minorities
 - j) Use of volunteers in more meaningful tasks and roles.
 - k) Reimbursement of expenses for low income volunteers
 - 1) Increase use of corporate volunteers
 - m) These twelve trends do not exhaust the subject. There are others which we will not discuss here
- III Issues
- a) Who is going to operate and manage volunteer programs? Volunteers or professionals?
 - 1) Both should be involved in running the program
 - b) The degree to which national organizations will dictate to local programs
 - 1) To be bigger is not necessarily to be better

- c) Evaluation
 - 1) How much is too little? How much is too much?
 - 2) How often should you pull up a plant to study the roots?
- d) The role of citizen involvement in a democracy
- e) The issue of over-professionalism
- f) Counseling and confidentiality
- g) What are the limits of a volunteer
 - 1) Not as limited as we once thought but volunteers do have their limitations
- h) When do we exploit volunteers?
- i) Fear of professionals that volunteers will replace them and they will lose their jobs.
- j) Need of volunteers (and also staff) to do meaningful work
- k) Increased awareness that volunteers (and staff) who have been through it are very effective
 - 1) Classic example is Alcoholics Anonymous
- l) The rights of the people we are trying to help
- m) Should college students receive academic credit for volunteer work? A lesser issue
- n) Volunteer-staff relationships
- o) Evaluation

IV The Bottom Line

- a) How can we develop programs which will deliver all the services all of our inmates, probationers, parolees and delinquent prone youth need at all times.

SECTION FOUR: VIEWS OF DR. IVAN H. SCHEIER ON THE ISSUES

- I The most critical and key issues in the 1980's
- a) Acceptance and support or rejection of volunteers by professionals
 - b) How big will the family of juvenile and criminal justice volunteerism become?
 - c) Economy and inflation
 - d) More people working and its effect on the available pool of volunteers
 - e) High price of gasoline
 - f) Confidentiality and exploitation of women are fading issues

- g) Necessity to provide satisfying tasks so the volunteers can enjoy the dignity of their labor
- h) Effect of an ever increasing number of volunteer programs being managed by women
- i) Issue of research
- j) Volunteerism and the value of work simply for the sake of the work itself
- k) Volunteerism and the attitude of an entire nation
- l) Religious groups and criminal justice volunteerism

II Volunteerism as a value base for our democratic nation

SECTION FIVE: THE NEED FOR MORE VOLUNTEER PROGRAMS?

- I Evaluation of over 2,500 reports:
 - a) Most volunteers involved in support-friendships
 - b) About 63% of the volunteers express satisfaction with their involvement
- II Several studies cited
 - a) Volunteers effective in Michigan
 - b) Similar results in a California study
 - c) In England, recidivism cut from 70% to 10%
- III There is a need
 - a) To use volunteers more
 - b) For better recruitment and understanding by staff
 - c) For volunteers not to become "burned-out"
 - d) More evaluations
 - 1) A negative result in Memphis, Tennessee
 - e) Need for a Model Act
- IV Summary
 - a) Vast majority of volunteer programs with adult felons are successful
 - b) Coordination and supervision of volunteer programs must be accomplished in a sensitive and positive manner
 - c) Staff resistance must be reduced
- V Volunteer programs have demonstrated their value
- VI Use of Ex-Offenders as Volunteers
 - a) Opinions vary. More research is needed

ISSUES, TRENDS AND DIRECTIONS FOR THE 1980's

QUESTIONS AND ANSWERS

- 1) Who were some of the leaders of juvenile and criminal justice in the 1960's and 1970's? (Name their occupations)
 - *a) College Students
 - *b) Engineers
 - *c) Housewives
 - *d) Lower Court Judges
 - *e) Lower Court Probation Officers
- 2) Describe the way the engineer began a volunteer program.
 - *a) Challenged the judge to "bet" on a probationer and then organized the program
- 3) What were some of the steps in consolidating the movement in the 1970's
 - *a) Established an annual national forum
 - *b) A national newspaper
 - *c) National Education-Training Program
 - *d) Guidelines
 - *e) National Academic-Education Center
- 4) What did Harry Golden say:
 - *a) We need leaders, not pollsters
- 5) What is the key issue of the 1980's?
 - *a) Leadership
- 6) Discuss the issue of confidentiality
 - *a) See Section II - First Pages
- 7) How does the fact volunteers are not part of the system affect the issue of confidentiality?
 - *a) Has greater flexibility but is not as protected by privileged communication
- 8) What are the limits of guidelines and standards for confidentiality?
 - *a) Since all situations vary, ultimately only the selection of volunteers (and staff) with good judgment can guarantee proper conduct.

*Indicates correct answer

QUESTIONS (Continued)

- 9) What does it mean to be aware of the inequality between the volunteer (and staff) and the inmate, probationer or parolee?
*a) The troubled person is more vulnerable since he has the most to lose
- 10) Do professionals have a good record in the issue of confidentiality?
*a) No (Expand Answer)
- 11) What is the most important quality for a volunteer or staff person?
*a) To be a decent human being
- 12) Why should volunteers and staff constantly consider and re-consider their motivation?
*a) To constantly re-evaluate their humanity
- 13) Should the inmate (probationer, etc.) know the volunteer can report violations?
*a) Yes (Expand Answer)
- 14) Discuss each of the following trends:
a) Volunteer programs being taken over by professionals
b) National organizations taking over local programs
c) National organizations dominating training
d) Increased evaluations
e) Increased emphasis on better management
f) Increased emphasis on training
g) Increased use of para-professionals
h) Increased cooperation with volunteer programs in other areas of human service
i) Involvement of different kinds of volunteers
j) Use of volunteers in more meaningful roles?
k) Reimbursement of expenses for volunteers
l) Increase use of corporate volunteers
Answer: See First Part of Section III

*Indicates correct answer

- 15) Discuss each of the following issues:
a) Who should run the programs, volunteers or professionals?
b) Degree of authority of national organizations
c) Evaluations--How much?
d) Role of citizens in a democracy
e) Issue of over-professionalism
f) Discuss the limits of a volunteer
g) Discuss the exploitation of volunteers
h) Discuss the fear of professionals that volunteers will take their job
i) Need of volunteers to do meaningful work
j) Increased use of ex-offenders as volunteers
k) Discuss the rights of people we seek to help
l) Should college students receive academic credit for volunteer services?
m) Evaluations
Answer: See Second Part of Section III
- 16) What is the final goal of juvenile and criminal justice volunteerism?
*a) To give all apprehended offenders and delinquent prone youth all the help they need at all times
- 17) Who is Dr. Ivan H. Scheier?
*a) Juvenile and criminal justice volunteer leader of the 1960's and 1970's
- 18) Discuss the following issues as seen by Dr. Scheier
a) Acceptance and support of the professional
b) How large will juvenile and criminal justice volunteerism become?
c) Economy and inflation
d) Effect of working (and over-working) husband and wives
e) Price of gasoline
f) Confidentiality and the exploitation of women
g) Volunteers working with dignity
h) Effect of ever increasing number of women managing volunteer programs
i) Research
j) Value of volunteerism relative to the concept of work

*Indicates correct answer

- k) Value of volunteerism to a democracy
- l) Effect of religious volunteers

Answers: Section IV

- 19) What did research in Michigan, California and England show?
 - *a) A substantial reduction in recidivism
- 20) What is necessary for volunteer programs to function well?
 - *a) Good coordination and supervision of volunteers
 - *b) Reduce the threat volunteers are to staff
- 21) Have volunteer programs demonstrated their value?
 - *a) Yes

*Indicates correct answer

LEARNING EXERCISES

ISSUES FACING VOLUNTEERISM IN THE U.S. TODAY

- OBJECTIVE: To become aware of how pervasive volunteering is in America and how much it is involved with overall trends and issues.
- PROCEDURE:
- 1) Briefly identify and discuss five major issues in America today.
 - 2) Ask students to research and copy newspaper, magazine article, etc. on roles volunteers are playing re: inflation, community groups, starting gardens, crime, neighborhood watch.
 - 3) At next class meeting review five areas and what volunteers are doing in each of those areas.
 - 4) Discuss other ideas on what volunteers could be doing in those areas.
 - 5) Now, briefly identify and discuss five major issues in volunteerism today. Repeat steps 2-2-4.

WHO AM I? or I'M JUST A VOLUNTEER

- OBJECTIVE: To examine the potential jobs of volunteers to meet personal interests.
- PROCEDURE:
- 1) Ask students to choose a paid job that they believe is glamorous and exciting. Write it on a sheet of paper and pass it up front.
 - 2) Ask students to identify volunteer jobs that are considered glamorous and exciting and repeat the process.

Are they similar/different?

Actors - Models - Chairman of the board - doctor
 - 3) Discuss ways in which people can use volunteer jobs to prepare for, practice, or be involved in similar paid work---i.e., doctor (considered an exciting job. Student may have no opportunity to go into medicine, yet is very much interested---could join volunteer rescue squad).
 - 4) Discuss importance of meeting needs of volunteers when placing them in an assignment.

BIBLIOGRAPHY

The following are recommended by, and are available from,
VOLUNTEER, National Center for Citizen Involvement, P.O.
 Box 4179, Boulder, Colorado 80306.

VOLUNTEERS FROM THE WORKPLACE by Kerry Kenn Allen, Isolde Chapin, Shirley Keller and Donna Hill. An excellent resource for those who want to tap into the great reservoir of potential volunteers available in the workplace. Based on the findings of the National Center for Voluntary Action's 1978 project, VOLUNTEERS FROM THE WORKPLACE shows how corporations and trade unions encourage employee volunteering, and discusses such issues as released time practices and policies, group volunteer projects, union counseling programs, internal employee matching systems, loaning skilled business personnel to community agencies and corporate support through donations of money and materials. This comprehensive handbook also presents Voluntary Action Centers' work with corporations and unions to involve worker volunteers in community placements. Includes directories of corporate and union volunteer activities and a glossary of organizations which utilize these volunteers. 1979, 312 pp./paper - Order #C19/\$8.00.

MEDIABILITY: A Guide for Nonprofits by Len Biegel and Aileen Lubin. If the media has ever given you the business, or simply hasn't given your organization the attention it should, you need MEDIABILITY: A Guide for Nonprofits. You need to know the tricks of the trade. You need to learn how to claim the free public service time and space available on radio and TV and in newspapers and magazines. MEDIABILITY is a well-organized, thorough guidebook for the non-profit manager with little or no professional media experience. It tells you how to put together professional, inexpensive public service announcements, as well as advertisements for newspapers, magazines and billboards. It explores the advantages of disadvantages of advertising, telethons, news conferences, talk show appearances, editorial replies. 1975, 110 pp./paper - Order #C18/\$9.95.

BEYOND EXPERTS: A Guide for Citizen Group Training by Duane Dale, David Magnani and Robin Miller, Citizen Group Training Project. A "training of trainers" manual that shows citizen groups how to plan, coordinate and implement their own training activities. The manual helps you develop a picture of the part training can play in your group and the roles of a training coordinator/facilitator. Exercises, activities and planning guides take the reader through planning and carrying out training activities, selection of training methods, developing new activities, facilitating different types of adult learning and evaluating progress. An excellent resource for all groups that engage in training, but may not have the funds to bring in an "expert." 1979/120 pp., paper - Order #C30/\$5.00.

HOW TO MAKE CITIZEN INVOLVEMENT WORK: Strategies for Developing Clout by Duane Dale, Citizen Involvement Training Project. An action guide to more effective citizen participation, this manual is written for citizen group members and leaders who want to enhance their group's effectiveness. Includes excerpts from several classic essays about citizen involvement, a diagnostic questionnaire for determining a group's present level of influence, and an excellent series of exercises for involving the group in the strategy-building process. The "Taking Action for Citizen Involvement" section features a proposal for a watchdog council on citizen involvement, a training plan for "developing real input into policy," and 80 ways to enhance your group's clout. Filled with illuminating graphics and illustrations. 1978/92 pp./ paper - Order #C29/\$5.00.

WE INTERRUPT THIS PROGRAM: A Citizen's Guide to Using the Media for Social Change. by Robbie Gordon, Citizen Involvement Training Project. An exciting collection of techniques, exercises, sample flyers and ads, graphics, press releases, PSAs, and outstanding humor---this manual explains strategies for all types of effective media usage. A solid introduction to the media as a social force is followed by techniques for choosing media strategies, developing an "image," setting up a "media committee," and choosing your audience. The remainder of the manual presents clear, well-illustrated strategies for: newspaper press releases; brochures; posters and flyers (including instructions for do-it-yourself graphics and layout); using radio and television; video for social change; and how to prepare and deliver an effective interview. The manual concludes with a discussion of media advocacy and the future of media technology with implications for public access. Media is a powerful tool, and this book tells you how to use it. 1978/117/pp./paper - Order #C28/\$5.00.

VOLUNTEER RECOGNITION KIT: by VOLUNTEER: The National Center for Citizen Involvement. This kit is filled with handy, attractive materials and techniques to show your volunteers how much they are appreciated, and to let your community know about the vitally important things volunteers are doing. Includes a new 18 X 24 inch color poster, and two smaller posters which you can duplicate in quantity; a bumper sticker, decals, and buttons; idea sheets for recognizing volunteers; sample press releases and radio spots; recognition certificates; publicity tips; and much more! Kits will be shipped to customers in January, 1980. 1980/Kit - Order #C15 - \$8.95 if ordered prior to Jan. 31, 1980 - \$9.95 if ordered after Jan. 31, 1980.

EXPLORING VOLUNTEER SPACE: The Recruiting of a Nation by Ivan H. Scheier. For anyone who has ever dreamed about what this country would be like if all people saw themselves as "volunteers," in the broadest sense of the word---EXPLORING VOLUNTEER SPACE is the first definitive journey through exciting, creative variations of volunteer involvement. This "map of volunteer country" is first explored one dimension at a time in such chapters as "Time Limits and Tenderness." "The Secret Volunteer," and "Me First to Martyrdom." Dr. Scheier has identified some 20,000 distinct variations in volunteer involvement styles or "locations in volunteer space". Volunteer leadership today has probably cultivated less than 100 of these. The other 19,900 represent a vast potential for recruiting more people in terms of their natural helping styles and identifying a stronger volunteer constituency for coordinated problem solving. Dr. Scheier's journey through volunteer space is a very personal trek, yet his search and the values he identifies have a universal appeal. A thought-provoking, mind-expanding experience, EXPLORING VOLUNTEER SPACE offers the reader a hopeful and sometimes humorous vision of a future filled with caring people. Available January 1980. 1980/300pp./paper - Order #C22/\$10.95.

PEOPLE APPROACH: Nine New Strategies for Citizen Volunteer Involvement by Ivan H. Scheier. PEOPLE APPROACH represents a basic position about helping and volunteering developed over the past five years. The position is that volunteering will be reinvigorated by specific strategies more closely approaching people's natural styles in helping, by relearning and applying to today's world, what has always happened in neighborhoods and extended families. Nine such strategies are presented here, three of them for the first time: Community Linkage Process, Need Broadcasting, and Dyads. Previous PEOPLE APPROACH strategies such as Self-Help and Helping, Perceptual Recruiting and CO-MINIMAX are developed much further. Two relatively well-developed strategies are reworked to incorporate highly significant feedback from field application. These are Need Overlap Analysis in the Helping Process (NOAH) and MINIMAX. If you want to try a bolder approach to involving more volunteers, this is the book for you. 1977/116 pp./paper - Order #A26/\$5.55.

WINNING WITH STAFF: A New Look at Staff Support for Volunteers by Ivan H.

Scheier. Lack of support of volunteers by agencies and staff is a fundamental problem facing volunteer programs today. Until we solve the problem of staff and agency support of volunteer programs improvements elsewhere matter little. After examining some basic assumptions about the nature of the problem, Dr. Scheier, proceeds to develop seven specific, practical strategies to catalyze agency and staff support of volunteers. These new, useful strategies emphasize the importance of selective diagnosis of the staff situation, and are based on the premise that no two staff resistance situations are identical. The approaches include: staff rewards, staff participation and a role shift for volunteer leadership, volunteer job diversification, and training and education. The book concludes with a discussion of methods extending over a longer period of time which would increase the power of volunteers as participators. 1978/77 pp./paper - Order #A46/\$5.75.

PLAYING THEIR GAME OUR WAY: Using the Political Process to Meet Community Needs

by Greg Speeter, Citizen Involvement Training Project. This manual helps the reader develop a working understanding of the political process and then presents a series of "plays"---strategies and techniques to help put citizens on par with powerful private interests and big government bureaucracies. Includes "Stalking the Wild Bureaucracy, or, How to Hold Government Agencies Accountable to Your Needs," researching elected officials, and lobbying. Case studies show how other "citizen teams" have won in the political process. Planning guides and role plays throughout the manual help citizens "get in shape" and carefully analyze the ways to "play their game our way." "...an essential tool to help those concerned with upgrading the level and expectations of government.....frank,bold, realistic"----Rick Roche, Rep. Springfield, Massachusetts State Legislature. 1978/120 pp./paper - Order #C25/\$5.00.

POWER: A Repossession Manual by Greg Speeter, Citizen Involvement Training Project.

This new manual is the first that we know of to compare six major approaches of organizing strategies for citizens and help the reader develop a personal theory of organizing and social change. The steps necessary to organize successfully for power are illustrated with case studies along with clear explanations of how to cope with the typical problems and obstacles which citizen groups encounter. Exercises and role plays provide the basis for sharing these skills with a group. "At last an organizer's manual with a real integration of theory and practice....Not only helps people think through where they want to go but provides a framework to help them get themselves there"----Vince O'Connor. Community Organizer. 1978/121 pp./paper - Order #C23/\$5.00.

Additional Bibliography
(Not from VOLUNTEER-NCFCT)

Robert Trojanowicz, John Trojanowicz, Forrest Moss, Community Based Crime Prevention, 1975, Goodyear Publishing Company, Pacific Palisades, California 90270. Examines in detail the social, cultural and political realities of community and criminal justice organizations, including the results of social activism. Describes practical, initial procedures and concepts necessary for getting such programs "off the ground." Provides the reader with a comprehensive yet nontechnical introduction to major behavioral science theories developed as groundwork to serious consideration of community crime prevention. Suggests constructive alternatives to deal with trends within the criminal justice

system leading toward isolationism, and the promotion of status-quo efficiency. Promotes the concept of nonsystem and nonpunitive diversion through community mobilization. Provides a comprehensive description of past and current efforts at crime prevention in the community, focusing on specific community prevention programs.

Cull, John G. and Hardy, Richard E. (Eds.). Volunteerism: An Emerging Profession. Springfield, Illinois: Charles C. Thomas, Publisher, 1974.

Genthner, Robert W. Issues in training volunteers as helpers. Professional Psychology, 6 (3), 1975, pp. 241-242.

Horejsi, Charles R. Attitude of parents toward juvenile court volunteers. Federal Probation, 36 (2), 1972, pp. 13-18.

Howarth, Edgar. Personality characteristics of volunteers. Psychological Reports, 38 (3, Pt. 1), June 1976, pp. 855-858.

Kelley, Thomas M. and Kennedy, Daniel B. Validation of a selection divide for volunteer probation officers. Journal of Criminal Justice, 1 (2), Summer 1973, pp. 171-172.

Mounsey, S.C. Resistance to the use of volunteers in a probation setting: Some practical issues discussed. Canadian Journal of Criminology and Corrections, 15 (1), 1973, pp. 50-58.

O'Donnell, Edward J. The professional volunteer versus the volunteer professional. Community Mental Health Journal, 6 (3), June 1970, pp. 236-245.

Poorkaj, Houshang and Bockelman, Cynthia. The impact of community volunteers on delinquency prevention. Sociology and Social Research, 57 (3), 1973, pp. 335-341.

See Module Eleven, this series. Corrections Volunteer Information Portfolio.

See Module Twelve, this series. National Education-Training Program. 34 hours of audio-visual TV cassettes.

ISSUES, TRENDS AND DIRECTIONS FOR THE 1980's

SECTION ONE: LEADERSHIP

Now that the excitement of the 1960's and the process of consolidation in the 1970's have passed into history, the volunteers in the juvenile and criminal justice movement are looking ahead to the decade of the 1980's.

Indeed, the 1960's were very exciting. At the beginning of the decade almost no one was utilizing volunteers in juvenile and criminal justice. From 1960 to 1965, only a handful of programs began. However, from 1965-1970 the number of programs which were making substantial and formalized use of volunteers grew to well over two hundred.

The excitement of working with a new idea which had little or no credibility with the power structure in the 1960's was very dynamic and challenging.

In the 1970's the number of programs grew to an estimated 5,000 programs utilizing about one half million volunteers in juvenile and criminal justice. This is more than a mere guess and is based upon a careful projection of a survey completed by VIP-NCCD in 1979.

The process of consolidation took many different forms. The development of a national newspaper which insured a free flow of information by and between volunteer programs in juvenile and criminal justice was inaugurated in 1971 and continues at the present time.

The first National Forum was held in Detroit in 1970 and brought together about 500 leaders of the young movement. There has been an annual National Forum each year since. The Tenth National Forum on Volunteers in Criminal Justice was held in Minneapolis, Minnesota in October, 1980.

As a result of the first five National Forums and growing out of these forums was a new organization called The National Association On Volunteers In Criminal Justice. At first it was little more than a committee which worked with VIP-NCCD to conduct the National Forums. However, each year it grew in scope and size and in 1980 it sought and received funds for an executive director. NAVCJ now is involved in a number of different projects and programs including, but not limited to, the planning and presentation of the annual forum.

NAVCJ has also received funding to develop guidelines for the movement. These guidelines will be helpful to the entire volunteer court-corrections movement and will help to bring greater uniformity and recognition.

The National Education-Training Program of VIP-NCCD resulted in the establishment of a network of forty resource centers to distribute audio-visual TV cassettes and other resources.

VIP-NCCD also developed a National Academic-Education-Training Center at the University of Alabama. As a result of this, a Volunteer Management Training Course has been developed which is being given nationally and also in a number of states.

There were, of course, other activities which brought about the consolidation of the movement and the above are mentioned as being illustrative rather than exhaustive.

Now the excitement and the task of consolidating the movement in the 1960's and the 1970's fades into the issues, trends and directions of the 1980's.

At least in the opinion of many of us who have been involved in the movement since 1960, the fundamental issue of the 1980's is also the prime issue of the 1960's and 1970's. This most crucial, critical and basic issue is leadership.

Many of the programs which were instituted in the 1960's and 1970's resulted from the leadership of unlikely people. The engineer in Pennsylvania and the housewife in Illinois were some of our prime leaders.

Perhaps one or two illustrations will be helpful. As an example, the engineer in Pennsylvania was confined to a hospital in 1967. One day he was leafing through a national magazine and came upon an article written about a volunteer program in another state. His casual and rather sleepy interest in the magazine immediately took on a much deeper and significant interest. As he read the pages, he realized his city needed such a program.

Upon his release from the hospital he contacted a national organization and requested a speaker. The speaker agreed to meet with a group of community leaders on Friday evening and the initial group of volunteers on Saturday morning in late 1967. The engineer arranged the Friday night seating plan very carefully. Seated next to the speaker were people in the community who were very enthusiastic about the possibility. The less enthusiastic people were seated towards the middle and those who were utterly opposed were seated the greatest distance from the speaker.

After the national leader spoke about the use of volunteers and how they could be utilized very effectively, the engineer spoke briefly and asked the citizens of his community if they thought the plan would work in their city. Starting with those who were enthusiastically for the concept, the first answers were a resounding "yes, let's get to it." After a number of very enthusiastic affirmative replies, the rest of the group who were only luke-warm and even totally opposed could not bring themselves to speak in opposition. That very evening around the dinner table the community leaders went on record in support of the program.

The judge in the community was in favor of the program and the national leader found out later how his approval, support and endorsement had been obtained by the engineer.

After his release from the hospital but before the meeting mentioned above, the engineer went to the judge, told him about the idea and gave him the article to read. The judge assured the engineer the idea would not work and he should not believe all he read in magazines. The judge was totally convinced the concept did not work elsewhere and it could not work in their community.

The engineer went home very discouraged. However, he was not to be denied. He returned a few days later and said to the judge, "Would you assign me the worst probationer you have for six months? If at the end of six months he has not

improved I will forget about the idea and bother you no more. However, if at the end of six months he has improved, you must agree to begin a program using volunteers in your court."

To further encourage the judge, the engineer mentioned the gambling aspects of both their professions. The engineer said he gambled every time he made a bid on a job and the judge gambled on elections. He also noted both of them liked to play for fifty cents a hole at the local golf course. He finally convinced the judge when he said, "Let's make a bet and gamble on one of your probationers. What have you got to lose? If he doesn't improve, no harm has been done and we will forget about the whole idea. If he does improve we can begin a program."

The judge accepted the challenge and the bet. He assigned the engineer the worst probationer he had. This probationer was from a different ethnic background and the probation department had made no progress over a period of many months. In fact, the judge even described the young man as a "felony looking for a place to happen."

The engineer began to work with the young man and at first got absolutely nowhere. The meetings were brief and the probationer bristled with hostility throughout. The probationer would never have attended those meetings if he had not been forced to as a term of his probation. At the end of four months the volunteer was discouraged. (Most are at the end of four months). He seemed to be getting absolutely nowhere.

Then came the time for the engineer and his family to leave on their annual vacation. He thought about several different possibilities. (1) He could go to the judge, simply give up and admit he lost the bet. He seriously thought about this. (2) He could leave and write letters to the probationer while he was away hoping something might happen through the letters and after his return, although it did not seem very likely. (3) He could invite the probationer to come with the family on the annual vacation.

After discussing the matter with his family, they approved and all agreed the probationer should be invited to come with them. They were gone for two weeks and the probationer came back a different young man. A short time later the probationer married and the volunteer and his family were the only people from a different ethnic background who attended the wedding. In the years to come they have often described the history, culture and beauty of the marriage ceremony.

At the end of six months the engineer went back to the judge and asked him if he had won or lost the bet. The judge was simply amazed and told the engineer, "You don't know it but all the odds were stacked against you. You had no chance to win that bet. However, you did win and I lost. I will pay off my debt and let you begin a volunteer program in my court."

Thus, several months of frustration, heartbreak, failure and determination preceded the change in the life of the probationer and the willingness of the judge to attend a meeting with other community leaders to consider the possibility of starting a volunteer program.

With the support of the community secured on a Friday evening, the general meeting of the first 250 citizens who were to serve as volunteers or assist in supporting roles convened. The meeting was successful and the program began.

At first the program was administered entirely by one group in the community. All of the volunteers were from this group. However, within a short time the program expanded to include other volunteers and other members of the community. This program was the basic model for a large number of programs which began in that state within the next few years.

All this happened because an engineer would not take no for an answer from a doubting judge.

A housewife in Illinois told the judge they needed to use volunteers. He agreed but would not do it without a full time director of volunteers and he said they had no money. She told the judge, "You don't need any money. I'll work 40 hours a week as a volunteer for a year." She did. At the end of the year the city was so pleased with the efforts of the 100 plus volunteers they hired another woman to serve as the director of volunteer programs. This program continues to serve its city well by reducing the rate of repeat crime, by making the streets safe, by saving large sums of money and by helping lives emerge out of delinquency and crime towards the fulfillment of their destiny.

In another state, a banker became deeply concerned about the way apprehended offenders were being processed and treated in the court in his city. He began a jail visitation program which, at first, only involved himself. Within a short period of time he recruited a number of volunteers who went to the jail once a week with the banker and met with the men and women in jail. They developed a program to assist the defendants during confinement and after they were released from jail through the efforts of one-to-one volunteers and other supportive volunteers.

In yet another state a meat packer was the key figure. Like the banker, he began a jail visitation program which soon spread to all areas of juvenile and criminal justice in his city. After a number of years of struggle he was able to hire an executive director and secretary. The program now operates with one-to-one volunteers and other supportive volunteers in the juvenile court, the adult misdemeanor court, the juvenile criminal institution, the jail and the prison.

Of course, programs are not always begun by citizens who are outside the criminal justice system. In another state a newly elected judge began a volunteer program utilizing one-to-one volunteers, retired volunteers who served as administrators, an excellent work program which offered employment assistance to probationers and other supportive and professional volunteers. This judge presided over an adult misdemeanor court which is the lowest court in the land.

Yet another judge in a western state began a volunteer program when he was challenged to do something by some citizens. The judge challenged the citizens right back again requesting them to become involved if they were really concerned. This volunteer program grew in the adult misdemeanor court. Later the judge was promoted to a higher court and he began to use volunteers with adult felons.

In yet another state a probation officer* began the volunteer program. This probation officer, a very deeply committed humanitarian, organized the volunteer program and supervised it in spite of the fact he was very busy with his duties as the chief probation officer of the court. Again, he worked in the adult misdemeanor court which has often been described as the "lower" or "minor" court.

*Many professional probation officers have instituted and managed volunteer programs by working overtime hours without compensation. (Another example of the professional volunteer).

In another state a member of the Jaycees began a program in a court. At first he was the only volunteer. Then he attracted other members of the Jaycees and finally other volunteers from other organizations.

Another leader of the volunteer movement was a divinity student when he first became involved. This student asked a judge if he could serve as a one-to-one volunteer. The judge, simply to get rid of him, told him to come back with eight of his friends the next day and he would consider the possibility. The student returned with twelve of his friends and a volunteer program began which ultimately used hundreds of volunteers and has deeply impacted the entire volunteer movement and the whole nation.

Another college student, who was majoring in music, began one of the best alternative programs to juvenile criminal institutions. This program features a 75 day canoe trip from Lake Superior to Hudson Bay and is described elsewhere in this series. The entire program was run by volunteers.

Thus, many of the leaders have been highly unlikely people. In the latter part of the 1960's a few governors gave leadership to the movement. In fact, one governor gave considerable impetus to the volunteer movement in his state in the late 1960's.

However, for the most part, our leaders have not been senators or governors, presidents of corporations or wealthy individuals, business or religious leaders. Rather, for the most part, the leaders of the movement have been judges and probation officers of the lowest court on the judicial ladder, the adult misdemeanor courts and juvenile courts, and citizens who have never had any training or experience in juvenile or criminal justice.

In the past five to seven years there has been a noticeable increase in leadership from people who hold higher offices. Several governors have given leadership to the volunteer movement. Other high ranking officials and former high ranking officials have also become involved in the past few years.

The key issue will be our ability or failure to maintain the leadership of citizens, lower level officials and higher ranking officials during the 1980's.

Shortly prior to the 1960 election Harry Golden, the famous editor of a small town newspaper in the south, wrote about leadership. He noted how strange it was that those who would be our leaders were deeply concerned with the public opinion polls.

As he observed all of the candidates trying to decide if they should run or not, he lamented the fact they seem to give most of their time and attention to their standing in the polls.

Harry Golden went on to say, "Is it not strange that those who would be our leaders are looking to those whom they seek to lead to find out if they should attempt to be a leader or not." Mr. Golden, a man of the Jewish faith, then went on to say how lucky the world is that St. Paul did not take a poll in the year 40 A.D. Had he taken a public opinion poll, St. Paul would have discovered 80% of the population were for the Roman Gods, 12% were for the Greek Gods, 6% of the population were undecided and only 2% of the population were for Christ. Then, had St. Paul been a pollster rather than a leader, he would have concluded this was not time to begin a movement for Christianity and he would have returned to Tarsus to once again take up his occupation of sewing tents.

But fortunately for the world, Harry Golden concluded, St. Paul was not a pollster but a leader. He simply went ahead and changed the entire course of history even though the climate was not right and the opportunity simply did not exist.

Contrast this with the experience of a veteran national leader of the volunteer movement in a city located near his home. The city was particularly wealthy, affluent and rich in professional talent, experience and ability. As the meeting was nearing its end, the Mayor gave some concluding remarks. He said he thought they should talk to people in the community to find out if they favored going ahead with such a program or not. The national leader shook his head in sorrow because he knew he was among pollsters and not in the presence of leaders. As soon as they agreed to take a poll to find out if the community wanted to begin such a program or not, it was almost certain no program would begin. Indeed, it did not begin until years later when a newly elected judge contacted the national leader and asked him to meet with a group of citizens. This time the newly elected judge said, "We are just going to go ahead and do it because it is right and it makes so much sense." The program did begin, has expanded and operates very well in the community.

At least in the opinion of many observers, the key issue of the 1980's will be exactly the same as the basic issue of the 1960's and 1970's. Are we willing to do what we believe is right even though people who occupy higher positions are apathetic and, in fact, are sometimes completely opposed to our position? If we are willing to give leadership in spite of the apathy, indifference and even the opposition of the power structure, then volunteerism will continue.

It has been said, "Not armies and kings have changed the course of history but here and there a man or woman has risen up and cast their shadow over the earth". This was the foundation of volunteerism in juvenile and criminal justice in the 1960's and 1970's. If we are to continue our growth in the 1980's, it will be primarily because there are leaders who provide the impetus, spirit and intelligent dedication to detail which is needed to foster and continue the use of volunteers in juvenile and criminal justice and some of these leaders will be very unlikely and improbable people.

There are, of course, many other issues. In these days of inflation, a declining economy and Proposition 13, it might well be true that volunteers, a luxury of the 1960's and 1970's to some will become an absolute necessity in the 1980's. With less and less money for juvenile and criminal justice rehabilitative programs, more and more volunteers will be necessary and the ever decreasing number of professional staff must spend more of their time supervising volunteers and less time in direct service if we are going to meet the challenge of crime in and to a free society.

The church also seems to be more involved in juvenile and criminal justice and in other social issues than ever before. It is difficult to tell if this is a result of individual leadership which arises here and there or if it is part of a growing movement of social concern in churches. However, regardless of the reason, all of us are aware of greater activity by churches, church related organizations and individual church people than in the past. One of the issues of the 1980's is to carefully harness this increased activity on the part of the churches and synagogues and to direct it in a very intelligent and careful

manner so it will be very effective. If we ignore the church's willingness to be involved, they might become involved in a hit and miss manner which could render more disservice than service to the cause of rehabilitation. Therefore, one issue is the willingness of the professions to accept, encourage, direct, supervise and guide the increased involvement of churches and synagogues.

Of course, we will see far more diversion programs in the 1980's than in the previous decades. One type of diversion programs is community service orders wherein the apprehended offender can earn a dismissal by working for a charitable organization or the community itself instead of paying a fine, going to jail or being placed on probation.

One of the key issues confronting community service orders is the administration of these programs and the need for effective unofficial rehabilitative services. Inasmuch as there is insufficient staff to even maintain the present minimal level of services in most juvenile and criminal justice programs, it is obviously necessary to utilize volunteers in the administration and in the unofficial rehabilitative services of such programs if they are to be successful.

These are a few of the issues as we see them. However, we would like to stress once again the key issue. It is leadership.

In 1940 Winston Churchill did not take a poll of all the countries of the world to determine if it would be possible to defend the small British Isles against the incredible might of Nazi Germany. No, he did not ask for the opinion of the leaders of the other nations. Rather, he simply and eloquently said they would fight, if necessary, in the streets and alleys of England and would never surrender to the Nazis.

Of course, the rest is history and the free world is forever grateful that Churchill was a leader and not a pollster.

The key issue, in our opinion, is leadership. Do we have enough people, all the way from butchers to governors, who will provide the leadership necessary to institute and maintain volunteer programs regardless of the odds, the trends, the popularity of volunteerism and the current fads simply because it is the right thing to do?

If we can expand and improve upon our already excellent leadership throughout the nation in the decade of the 1980's, the use of volunteers in juvenile and criminal justice will become an ever greater force and, indeed, our key weapon as we seek to meet the challenge of crime in and to a free society.

Of course, there are many other issues, trends and concerns which we must stress in this paper. However, the issue of leadership is so critical and so extremely important we have emphasized it before discussing other issues and concerns. Now, let us go to the other issues, trends and concerns which are very important to understand and comprehend if we are to move ahead effectively in juvenile and criminal justice.

SECTION TWO: CONFIDENTIALITY

Confidentiality is one of the hottest and most lively issues in the whole area of counseling. Psychologists and social workers are making efforts to have legislation passed which would bring them under the same protection of privileged communication now shared by lawyers, clergy and physicians. Some states have such legislation but most do not. Thus, the legal status of the protection of confidentiality on the part of one who counsels with other people is still cloudy.

Aside from the legal issues, which may be the least important in the long run, we still have very important ethical and human viewpoints. Wherever one human being unburdens himself or herself to another, the issue of how confidential information thus disclosed should remain has always been and will continue to be a basic issue. This is not a new discovery nor a problem which has recently appeared on the scene. This is a problem which has been with us ever since human beings first began to communicate important thoughts or feelings to each other.

Since volunteers are extensively involved in the criminal justice system in a one-to-one or group type of relationship with offenders and since, in these relationships, private matters are often disclosed, we must seek a responsible and acceptable solution to this problem. This is particularly true since professionals and volunteers are both keenly aware of their social responsibilities.

In the criminal justice system there are special concerns about confidentiality which are not present in mental health, education or even social service. First of all, material communicated by an offender to another person is potential evidence which could be important in a trial.

Second, in many areas of the criminal justice system the information obtained through counseling relationships and other close personal contacts may be of vital importance in maintaining good order in the institution.

Third, sometimes this information has great importance for matters of security in an institution. This does not only involve escape plans but includes more common situations where the life or physical welfare of people in the facility are threatened.

In the fourth place, confidentiality is the very important foundation for an effective interpersonal relationship which can only be built on trust. Confidentiality bears on the issue of trust and vice-versa. We do not confide much in people we do not trust. Nor do we have much trust in people in whom we do not confide.

So the volunteer, as well as staff, in a correctional system has some special concerns with the problems of confidentiality.

Those who work with apprehended offenders, if they are effective, get involved. Sometimes they become deeply involved in the lives of those they try to help. If we do not get to problem areas in the lives of these people, we are probably not helping them much and this may be an indication they do not need much help.

Let us just indicate a few of the more salient factors in this whole issue of confidentiality particularly as it relates to volunteers:

- 1) The volunteer is not an agent of the criminal justice system since he or she is not a paid staff person. Because they are working in a correctional setting, or in cooperation with correctional staff, does not mean they are part of the system. Usually offenders see this distinction, although occasionally the lines get blurred. When this happens it frequently is a sign the relationship is not developing and will not be too effective. The volunteer must keep in mind he is getting involved in delivering help to troubled people simply because of his interest and concern and not because of his identification with or commitment to the system. He might see himself as a concerned citizen involving himself in a system to provide services which otherwise would not be available but in no way endorsing the policies or practices of the system. In a good volunteer program in corrections this distinction is kept clear and, in fact, encouraged by the professional staff.
- 2) The volunteer does not stand in the same relationship to the offender as the staff person. In general, the volunteer has, or should have, considerably more leeway in operation and should be able to work much more flexibly than the staff person because he or she is not dependent on the system for livelihood or career. The relationship is best described in the old words, "I am your friend, not a professional staff worker."
- 3) The volunteer must remember he or she is not protected legally by privileged communication and may be called upon and forced to testify under oath about matters communicated to him or her by the offender.

These facts being true, we need some guidelines for volunteers in the criminal justice system to make adequate provision for the special problems enumerated above. We suggest the following guidelines:

- 1) Both the staff and volunteers should have a very clear understanding about how confidentiality will be handled in specific situations. This should be made crystal clear in the very beginning of the program and should be stressed and reclarified constantly and continually. This position may be the result of considerable negotiation between volunteers and institutional staff and inevitably will involve some compromise on both sides if an acceptable formula is to be formulated.
- 2) The volunteer is obligated (as is the staff person) to inform the offender about confidentiality and how it will be honored. This of course should take place at the very beginning of the relationship. If the plan is not acceptable to the offender, they can decline this type of assistance.
- 3) When it becomes necessary for the volunteer to report information communicated during counseling sessions, the volunteer should try very hard to persuade the person or persons who gave the information to give permission for the information to be conveyed to the proper persons. This may take a considerable amount of persuasion, but a good, honest and strong effort should be made.

- 4) If the above fails, and the person involved is not willing to give permission, then the volunteer must make it clear exactly what he or she is going to report and why he feels this must be done. This requires a completely honest and comprehensive review of the reasons the volunteer has for coming to this painful decision.
- 5) There is no substitute for good individual judgement. No guidelines can be specific enough to provide for all contingencies and all shades of opinion. In the last analysis, volunteers are screened and only people with good judgement, maturity and a high sense of responsibility both to the person with whom they are working and to society should be utilized. If they do not have these attributes, they should not be functioning as volunteers in criminal or juvenile justice. If volunteers possess these attributes, we can safely leave most of the decisions to their own discretion. As a sort of rule of thumb, we suggest the only things which need to be reported at all are those which gravely or seriously effect the life or welfare of individuals or groups in the system or, for that matter, in society.
- 6) We must emphasize that discussing problems which arose in either group or individual counseling with the supervisor in a training session is not a violation of confidentiality if a successful effort is made to disguise the facts so the counselee can not be identified. The problem discussed or the information given, in itself, will probably not identify anyone. If it might do so, it should be changed so the identification of the person is not divulged.

A very important issue underlying those larger issues of confidentiality and an issue which both volunteers and staff should constantly keep in mind is that they stand in a position of inequality with the offender. The relationship is not one of equals because the troubled person is vulnerable either because of the situation in which he finds himself or because of the very fact he is a troubled and confused individual seeking help from someone who presumably is coping reasonably well with life. This places a greater emphasis on the ethical issue of confidentiality than in situations where two people are relating to each other on a level of equality and neither is more vulnerable than the other.

Another ethical issue presents itself. Those doing counseling, whether they are volunteers or professionals, must constantly remind themselves they are invading the privacy of another human being. This puts a great burden of responsibility on the individual who seeks or is willing to make this invasion. Some of our friends in psycho-analysis should be more cautious and careful about this issue. Some of them are not only willing to invade the privacy of people but insist on doing it in a very aggressive manner.

Let us make another point in all fairness and honesty. We professionals do not take very high prizes for our observance of confidentiality. Unfortunately, there is too often a considerable gap between our practice and our preaching. In our opinion, some of the worst offenses against confidentiality is the professional gossiping which goes on among staff people over coffee cups and elsewhere about the individuals with whom they are working. Unfortunately, to many professional people, those whom they are trying to help are statistics, amusing clowns or stupid morons. Some of us enjoy the cheap status of superiority when we imagine ourselves less silly or stupid than those with whom we work. Professional concern about volunteers in this area often reflects guilty consciences.

Very few people enjoy unburdening themselves to others. They certainly do not do this unless they trust the other person and have considerable respect for the judgement and ability of the other person. When another person is disclosing himself to us, we should feel the responsibility placed upon us very keenly. We must be worthy of such trust.

We also need to be aware that it is not an easy thing for someone to tell us their inner thoughts and feelings. We should honor the emotional pain which generally accompanies the disclosure of hurt or feelings which embarrass the speaker.

It is very important both volunteers and staff adhere strictly to the rule that the feeling or ideas which troubled people have disclosed to us are not going to be recounted by us for the sake of the amusement or ego trips of other volunteers or staff people. When we work with troubled people, we have three basic responsibilities. First to the client, second to society and finally to ourselves.

The first responsibility is the greatest. Our goal is to do everything we can to build up the client rather than diminish him. We may not have the same problems as the people we try to help and they may not have our problems, but we do share a common humanity. This means we must always honor and respect the sacredness of human personality. As stated earlier, we have a grave responsibility to decide how far we will invade the privacy of another.

The second responsibility is to society and this may not be the most comfortable position for us. Let us remember we live in a democracy where our highest responsibility is to each other and not to a monolithic state. At the same time we must recognize the importance of the common welfare and try to help individuals achieve the maximum within those limits. Even though we are trying to help individuals, we are at the same time also trying to better society by improving one of its very important agencies, the criminal justice system. The issues here are not always sharp and easily identified. They can often be confusing and troublesome when we are trying to balance what is best for the person we are trying to help with what is best for the community at large. The best interests of both are usually not irreconcilable but they are also not simply and easily adjusted in many cases.

Finally there is a responsibility you owe yourself. Many volunteers, we hope most volunteers, come to their work with great idealism. They assume the whole experience is going to be pleasing and satisfactory. Then the difficult problems come along. Let us mention just a few. (1) To what degree are you an accessory to what your client is doing if you have knowledge of it? A supreme court ruling in the State of California said a psychologist had a responsibility to society to warn individuals of possible harm when he learned of this danger in a psychological interview.

To what degree are we our brothers keepers? We must also keep in mind what we learned in confidence from a troubled person and how we deal with what we learn creates a responsibility for his or her subsequent attitudes or actions.

Volunteers and professionals alike should examine very carefully their motivation when they are dealing with the issues of confidentiality. Why are you doing what you are doing? Why are you not doing what you have decided not to do? Are you flattered by being told secrets? Are you trying to use confidentiality as a way to keep troubled people bound to you? Are you afraid of criticism from the person you are trying to help or from others? These are all questions which hinge on our own responsibility to ourselves and how we handle confidentiality.

General rules about confidentiality do not help too much because every problem is different and every person involved in even the same problem is different. The situations we face are not general but specific and each has to be decided on its individual and specific merits. We have given you a few general guidelines. We expect you to use them in a flexible, and not in a rigid way. It is well to have someone available whose judgement you trust and to whom you can go to for advice about some of the questions of confidentiality.

A very good technique both therapeutically and personally is to urge the client to tell one, two or possibly three others that which he or she has disclosed to you in private. When people confess their misdeeds to clergy, the family physician or a close relative, they feel better. It has very important therapeutic value. Even confessing a misdeed to authorities has a very therapeutic effect. Often this is the beginning of healing.

In respect to the policies or rules of the court or institution where you are working as a volunteer, you have an obligation to cooperate with these policies and rules to the point where you can no longer do so in good conscience. Try to change the policies as much as you can. Failing that, you have a responsibility to leave and work for change from the outside or for a different court or institution.

If you are working as a volunteer with a probationer or parolee, you are not obligated to report to the staff person who has official supervision of the offender every little misdeed or technical violation of the rules. Frequently a discussion of these violations is all that is needed to keep the offender within the bounds of acceptable conduct. It is much better when staff does not expect volunteers to report on all the activities of the people with whom they are working. However, of course, the important and serious lapses should be reported with the knowledge and consent of the offender. They well know the rules of probation or parole and they must accept the fact that violations will be reported.

SECTION III: ISSUES AND CURRENT TRENDS

In the last ten years the following trends have emerged. In some cases the trends are part and parcel of important issues. We will try to make this relationship clear and discuss how an important trend has given birth to an issue. The reverse is also true. Issues surface and trends begin to emerge as we seek to meet the issues. So, in the last analysis, it is a bit artificial and unrealistic to try to deal with issues and trends as independent factors in the volunteer movement.

One of the trends which has created a very important and crucial issue in the volunteer movement is the degree to which volunteer programs generally, and especially those in the justice system, have been taken over by professionals. There has been a decided and noticeable increase in the number of programs which were once operated in large measure by volunteers themselves but are now under the direction of a paid staff person. Frequently the volunteer program is the sole responsibility of a staff person. This is a definite trend since it is becoming more and more common. We will discuss the implications of this trend in terms of one of the issues discussed below.

Another very obvious trend, and an activity which raises some very important issues as it expands, is the degree to which local programs are increasingly being taken over by state or national organizations. In the justice system it is increasingly rare to have autonomous institutional or field volunteer programs. In most cases they are directed and supervised from the central office of the state department or court system. There is, even more unfortunately, a noticeable tendency for some state programs to be served by national groups. If this continues, we foresee in the not too distant future organizations like the American Correctional Association, the United States Department of Justice or a national volunteer group taking more and more direction of state programs under the guise of setting standards. This is also a very vital issue and will be discussed later.

Three, quite closely related to the above is the tendency of national organizations of volunteers to increasingly become more assertive in setting standards and in taking charge of training activities. This is not altogether bad since groups such as Volunteer, The Center For Citizen Involvement, which is the result of a merger of the National Center For Voluntary Action and the National Information Center on Volunteerism, does have some experience and expertise in these areas. On the other hand, as will be evident when we discuss the issues, we strongly suggest it is better for training and other management activities to be executed by the local or state office even if these activities are not done quite as efficiently or smoothly as a national organization could do them.

Fourth, a very good trend is the increased interest in and demand for evaluation of programs. More and more funding agencies are requiring a built-in evaluation process from the very beginning and more and more programs themselves want to compile some reliable and valid data to verify their accomplishments. In general, this is a healthy trend but it has some dangers and we will discuss them again under the rubric of issues.

Fifth, there is definitely an increased emphasis on better management of volunteer programs. The day of a thrown together, casual program which was held together by string and baling wire is gone. If the movement is important and serious, then it certainly deserves good management.

However, there is an inherent danger here also. We may be so concerned about efficiency that we lose sight of our major mission. We would much rather have a volunteer program which is not the last word in efficiency and "spit and polish" but is really delivering important and badly needed services than to have the opposite where all the emphasis is on the functioning of the machinery and little attention is given to the material which it produces. The woods are full of self-anointed experts on volunteer management. As you listen to them or read their

material, it has a rather boring similarity regardless of who is saying it. In the last analysis, very little that is new is developing in the area of management of programs. We run a danger of getting so engrossed in the mechanics that we ignore the people who are involved in the process.

Sixth, another trend we see is something else which was certainly desirable and, at its inception, needed. This is the emphasis on training, both for volunteers and staff. All of us who work with troubled people need assistance to improve the quality of the help we are giving and to keep improving our ability and service delivery. However, there can be an over-emphasis on training.

Sometimes we train volunteers to the point where they become ineffective. You can over-train anyone and, particularly, you can over-train volunteers. Part of the genius of the volunteer movement is the unsophisticated and uncynical volunteers who came into our correctional settings and saw problems which professionals did not see or chose not to see. They also saw answers which we professionals had overlooked as we were industriously reading the books. Few of the answers about human behavior are in books. They are discovered in the actual day-by-day lives and activities of human beings.

Seventh, another trend is the increased use of para-professionals, whether paid or volunteer. This is a healthy trend and one which we can wholeheartedly support and applaud. In Clinical Psychology, for example, we are slowly but definitely beginning to see and recognize the fine work para-professionals can do under supervision. In corrections and the justice system, as in mental health and education, there is an ever increasing acceptance by the professionals that people with less than advanced graduate training can deliver quality help to troubled people. This is especially true if they are under supervision and supported by professionals. This is a trend we hope continues and becomes more and more common.

Eighth, we have been privileged to observe, at the national level, how rapidly volunteer ideas and volunteer programs expand into new areas. This is certainly a definite trend today. Volunteerism is being explored and tried in ever new and increasingly innovative ways and in more and more geographic areas which previously did not use many volunteers. It is also being expanded widely in the traditional areas of education, mental health, public health as well as in the justice system. The emphasis of National Information Center on Volunteerism in a few years passed rapidly from a major focus on volunteer programs in courts to focus on programs in the entire justice system and then beyond to volunteerism generally. In a very real way this is the wave of the future and we are pleased to see justice system people recognizing the fact others also use volunteers and are quite willingly cooperating and learning from others who use volunteers outside the criminal justice system.

Ninth, there certainly has been a noticeable trend regarding the kind of people who typically are involved in volunteer programs. We are moving rapidly away from the day when the typical volunteer was a white, middle class woman. Today, minorities are increasingly involved in volunteer programs, as are working people, and certainly it is no longer largely a feminine activity. It has been good to see this happen. In the justice field the trend has been toward the reverse, to greater use of women. This is particularly true in the use of volunteers in close-security facilities. When, in 1960, Dr. Shelley began to use women to

lead group counseling inside maximum security prisons in Michigan, a worried staff of custody people watched with great apprehension. Interestingly enough, after eight years, Dr. Shelley never had to deal with one serious incident where either the woman, the inmate or staff felt something wrong had happened. This trend is especially important in the justice system because we are generally dealing with lower social-economic males of minority background. We need both their peers and those who function in totally different areas of our society to deliver adequate services.

Tenth, another trend is the tendency of volunteers to deliver more and more direct and vital services and to be used less and less in the fringe areas of service. The day when volunteers were used merely to stuff envelopes and lick stamps is past. This is affected also by one of the issues which we will discuss later. This trend is based on a greater realization that volunteer citizens must be involved in the direct delivery of service if we are ever going to deliver all the help needed to hurting people.

Eleven, there is a small trend to reimburse volunteers for transportation or for other small expenses which they incur while working with the client. This trend developed as more people at the lower end of the social economic scale were recruited to serve as volunteers. They frequently cannot afford these expenses and their reimbursement for expenses is increasingly being recognized as a legitimate aspect of volunteer service.

Twelve, we are seeing a great increase in corporate volunteers. These are largely business organizations which either volunteer many of their staff or at times assign a staff person to a volunteer program for specific purposes. Sometimes these individuals are assigned to give badly needed technical assistance to a volunteer program; such things as setting up good public relations programs or fiscal management or perhaps directing a highly skilled or technical kind of volunteer service. We would like to see more of this in the justice system because the business world is an area which needs to know much more about how a justice system functions and especially about the problems of its victims. The industrial and business world has not been notably eager to assist in the employment of ex-offenders. We are pleased to see this slowly changing and it will be especially valuable to correctional and court systems.

The above twelve trends do not exhaust the possibilities. We do not presume to see all the trends which are occurring as we try to apply volunteerism to the justice system. However, we have been fortunate enough to be at a vantage point for over a decade and have been able to observe what was happening nationally. During this time we have observed the twelve trends described above. We know there are others, maybe even more important than these but, perhaps at this point, these trends are so small it is hard to be aware of them. One of the values of a National Forum or conference on volunteerism is the identification of these trends which tend to be lifted up for others to note and explore.

ISSUES:

As with the trends, we see some major issues in our attempts to develop good volunteer programs in the justice system. As noted earlier, some of these issues are the outgrowth of trends or are producing trends and are therefore closely related. On the other hand, there are issues which have existed for some time and at this point are still not satisfactorily addressed or solved.

Let us take first the issues closely related to trends, whether as cause or effect:

First at the very beginning, one of the basic issues of volunteerism was, "Who is really going to run the program?" Dr. Ivan Scheier has very correctly pointed out that volunteerism seems to be a cyclic movement. Ivan sees the movement going through phases where, in the beginning, the volunteers were running their own show and pressing for acceptance. Then is the next stage where they are accepted and allowed to operate. In the third stage professionals shoulder the volunteers aside and take over the program. We have here a basic issue, "Who should run the program?"

As a general statement one would say both should be involved in running the program and neither should be excluded. Theoretically, this is a nice compromise but actually it rarely works in this manner. This seems to be an ongoing struggle between good volunteers and good professionals and perhaps this kind of struggle is healthy.

This becomes a more crucial issue in the justice system than in others because it seems that professionals in our field are much more threatened by citizen involvement. This is because some of us, very conscientiously, believe we are dealing with a very volatile and dangerous population. Others are afraid citizens might discover the faults of the system if professionals let them get deeply involved. There must be constant dialogue between the volunteers and the professionals so mutually acceptable ways of operating can be finally developed.

Two, the degree to which more and more programs are dictated to state and national organizations, either professional groups or groups of volunteers themselves, remains another vital issue. This basically is the issue of not only local control but also "bigness". Some have a strong bias here, believing good programs are strong mostly because they are locally managed and run. This certainly seems to be in keeping with our democratic way of life. In government, we probably have gone much too far in the direction of strong central government and should reverse this trend. This would lead to the development of stronger local government. This is equally true for volunteer programs.

In the justice system this is especially true because local courts, local facilities and local staff have basically different and specifically peculiar problems. There are some things all of these programs have in common but the more important conditions are those they do not have in common and the program should be tailored to meet the needs of the local program adequately and effectively.

This also involves bigness. Big is not always better. Sometimes things get so big they are almost impossible to manage. Look at big business, big government and big education for horrible examples. Even state bureaucracies frequently become so large no one can manage them effectively or efficiently. We must not let this happen to the volunteer movement, whose real genius and value is what they contribute directly at the local level.

Three, there is the issue of evaluation. More and more evaluation is being sought. More and more evaluation is being required. Evaluation can be a very helpful and valuable tool. Volunteers need to have some empirical evidence of accomplishment. Program managers need to have some empirical evidence indicating the program is producing results. Top administrators need to have evidence

about what these programs are doing, how well they are doing it and for whom.

At the same time, there is a possibility of measuring a good thing right out of existence. It is not good to keep pulling up a plant to see how the roots are growing. Sometimes the evaluation is costly and sometimes it might even be deadly. The idea is to measure satisfactorily without impeding growth or destroying the process.

Related to this, of course, is the problem of adequate interpretation of the results of evaluation. Many professionals become a little skeptical after working long years in the applied fields of psychology. Some of the "studies" which are called research are very sloppily done, some are even dishonest and many of them lead to serious misinterpretation of the data.

These are some of the issues which grow out of trends. Let us now turn our attention to issues which are not particularly involved with trends.

To begin with, a basic issue in volunteerism is the role of citizen involvement in democracy. To what degree do the citizens have a right as well as a privilege to be directly involved in those activities which are created to meet some of the needs of society? Do we really mean what we say when we talk about democracy? Do we really have enough faith and confidence in the ability of selected citizens to make a real and effective contribution to society and its needs?

Volunteerism in corrections and the justice system cannot be effective if we who work in the field do not accept the inherent right of citizens to know what we are doing, to become acquainted with our problems, and, above all, to become involved in helping us solve them. Professionals do not own our prisons and our courts. They exist as instruments of the democratic society and citizens have a right to be involved.

Two, there is the issue of over-professionalization. Some of us are not pleased with the degree to which many volunteer programs and organizations are stressing professional training for people to manage these programs. As noted above, we can train ourselves right out of the picture. Professionals in the justice system do not have a particularly impressive track record in these areas.

We should not become so involved in sophisticated training and academic credentials that we forget the first and foremost requirement for managers and directors of any volunteer human service program is to be a decent, compassionate and understanding human being. Everything else, including academic accomplishments and professional status, is secondary.

Three, the basic issue in volunteerism, especially where volunteers are used to deliver direct service to troubled people and where much of their work is really of a counseling nature, is the issue of confidentiality. This has always been an important issue in professions which are involved with helping hurting people such as the Christian Ministry, the Law, Medicine and Psychology. As individuals enter into close one-to-one relationships or in more intimate group relationships with apprehended offenders, we face the issue of confidentiality. To what degree should the information which is divulged in these contacts be held in confidence. We address this issue in depth in another section of this document. We will not repeat the points made there.

Four, "Can volunteers do everything....or anything?" Are there some problems which are so complex volunteers cannot really do them? In our often justified enthusiasm for what we see volunteers doing, there is an increasing danger of assuming there are absolutely no limits to what volunteers can do. Again we insist anything professionals can do, you might find a volunteer able to do it also. And yet we wonder if there are some problems, perhaps behavioral, which are so complicated or complex that the only volunteer who could adequately help would be a highly qualified professional who might, of course, function as a volunteer.

However, we do have a real issue here. We must be careful we do not unfairly involve the volunteer in an activity when he or she is not able to deliver the kind of competent help needed. Maybe the issue is, how do we train volunteers to do some of those things which we now believe is too difficult to find a volunteer equipped to perform. From our experience in the Michigan Correctional program and elsewhere, we are amazed at how much volunteers can be trained to do and realize the limits were far beyond where we once thought they were but, nonetheless, there are limits.

Thus, a volunteer can give highly complex and sophisticated psychiatric assistance if the volunteer is Dr. Karl Menninger. However, Joe Smith, a barber volunteering his time to a court program, cannot do so. Joe Smith, particularly with careful orientation, training, supervision and guidance, can do much more than give free hair cuts to delinquent "kids." Among other things, he may be an excellent one-to-one volunteer. However, he cannot give intensive psychiatric care to emotionally disturbed children.

Five, to what degree are we exploiting volunteers? In some jurisdictions we certainly take advantage of volunteers. Sometimes they are thrust into situations for which they are not prepared. Sometimes they are used in functions which are really not appropriate. Sometimes they are burdened with both work and responsibility which properly should be done by paid staff. Sometimes they are brainwashed to support activities which, upon careful reflection, they might not be proud of their involvement.

Six, do volunteers replace professionals? Do they cause professionals to lose jobs? Are volunteers seen as a cheap source of labor to reduce the necessity of hiring others at the going rate. In our experience and others who have been involved nationally in juvenile and criminal justice volunteerism, we know of no instances where a volunteer has taken over the job of a paid person.

Good volunteer programs do reduce the necessity of expanding staff. That is not bad. No government agency, certainly not correctional facilities or justice programs, can foresee the day when the tax base will be sufficient to support a sufficient budget to hire all the professionals needed to deliver all the help to all of the people who need it. No, volunteers do not reduce the job market but rather expand it. That has been the experience generally and we are sure it will continue to be so.

In fact, not only have volunteers not replaced professionals but they have created several thousand professional positions in juvenile and criminal justice. They are called directors of volunteers and they work in courts, jails, prisons, juvenile institutions, probation, parole, prevention and diversion programs. The great majority of these directors of volunteer programs are paid professionals.

Thus, volunteers have had a "bum rap." Accused of jeopardizing professionals, they have increased the number of professionals and professionalism. Many professionals owe them a deep and profound apology.

Seven, the service volunteers are asked to give must be meaningful. Generally volunteers insist on this and we are happy to say this is so. In fact, many people volunteer to help in the justice field because they discover an opportunity to do meaningful things which, all too often, they do not find an opportunity to do in their own occupation. It is a sad but true situation that so many activities people do to make a living lack any real meaning or importance to them. This is one of the important attractions of volunteer work, particularly in criminal justice. Volunteers usually soon feel they are making a very worthwhile contribution to a problem which is important and serious. They do have experiences which are meaningful to them.

This is even more important as we increase our use of senior citizen volunteers. These people, in the autumn of their lives, certainly have a legitimate right to demand involvement in activities which are important and meaningful. Perhaps when you are young you can afford to do some things which do not make too much sense. However, when the days left in your life are limited, you cannot afford to waste any of them on inconsequential and unimportant activities.

Eight, another issue is the result of both increased need and increased recognition. This is using individuals who have been through a certain kind of experience successfully to help those who are struggling with a similar experience. Alcoholics Anonymous have demonstrated the value of people who have met a problem successfully helping those who have the same problem but who have not, as yet, conquered the problem.

In the justice system we have a concern about the degree to which an ex-offender can be used effectively and constructively to help those who are still offending against society. We need to carefully consider the need to have had the same experience as the person you are trying to help if you are to help him or her. There is much to be said on both sides and the problem must be confronted and carefully considered.

Nine, what are the rights of the people we are trying to help? This, of course, is the issue confronting professionals as well as volunteers. Part of it is the issue of confidentiality discussed elsewhere. Another aspect of the issue is, do they have the right to refuse help? Is compulsory treatment and mandatory rehabilitation justified? Inbedded in this issue is whole areas of respect for human personality and individuality. Even this is paradoxical. Respect demands honoring the privacy and life style of others. Yet it also drives us to seek a better life for those we work with and with whom we are so deeply empathic and concerned. One might ask, a "better life" by whose standards? Yet, should we so respect privacy and be so dominated with humility (better life by whose standards?) that we let an alcoholic who can be treated and cured continue to live in the gutters of our streets and the filth of our jails?

This is a very basic issue and although we discuss it at this point, it does not mean we see it as a less important issue.

Ten, a less major issue is students, particularly those in college, and if they should receive course credit for their volunteer work. This is not a big issue

and certainly it is not an issue hard to resolve, but it is an issue that is often faced. Again, theoretically, students are volunteering like any other group of citizens and course credit might be seen as reimbursement which casts some doubt about the purity of their motive. On the other hand, course credit could be seen simply as a gesture of appreciation. Particularly if it is not dependent on the typical academic requirements for certain courses. Generally a student receiving course credit is in an "earning situation" and is not a bonafide volunteer. As stated earlier, we do not consider this one of the more earthshaking issues. Yet it is an issue that eventually must be resolved.

Eleven, this issue probably deserves to be placed higher in the ranking but in our estimation is not quite as pressing as some of the other issues. We refer to developing a good relationship between the volunteers and the professionals. What are the desirable attitudes in a working relationship? How can the legitimate vested interest of the professional be protected? How can the basic philosophy and motivation of volunteerism be respected and honored by staff? How can a true working partnership be developed and maintained? Both need each other. The volunteer cannot function effectively without the support and guidance of staff. Staff cannot deliver all the service needed without the help of volunteers. Is the concept of volunteers being unpaid staff, and subject to the same duties and privileges of paid staff except for not receiving dollars for their services, an answer to this problem?

Lastly, evaluation itself becomes an issue. As stated above in the discussion of trends, how often should we pull up the plant to measure the growth of the roots? How can we measure the inponderables with which we are working? Which results of the volunteer program can be honestly and adequately measured? How do we go about measuring these results? What do we do with the results?

Good evaluation is unquestionably needed. How do we produce it? This is an issue which needs to be explored by competent university staff who know how to do excellent evaluations and institution or agency staff who understand the practical problems along with the volunteers who are on the firing line delivering the services.

We have tried to highlight the trends and issues as we see them. The challenge remains. How can we develop and run programs using selected, trained and supervised citizen volunteers to deliver all of the help that is needed to all of the people who need it? That is the bottom line, the alpha and omega of good volunteer programs in the justice system as well as in other areas.

SECTION FOUR: ISSUES, TRENDS AND DIRECTIONS OF 1980 -- VIEWS OF DR. IVAN SCHEIER

Dr. Ivan H. Scheier is considered by many to be the most important single leader in juvenile and criminal justice volunteerism over the past two decades. Certainly, everyone would rank him as one of the three or four most important leaders in this field.

Dr. Scheier began his involvement as a volunteer in a juvenile court in Boulder, Colorado. He soon became a spokesman for volunteerism in juvenile and criminal justice not only through the eyes of the volunteer but also as a Ph.D. in the behavioral sciences.

He founded and served as Executive Director of the National Information Center on Volunteers in Courts, later known as the National Information Center on Volunteers. This organization merged with the National Center for Voluntary Action in 1979. Dr. Scheier is now a well respected private consultant in the field of volunteerism.

In June of 1980 we interviewed Dr. Scheier. This is what he said about issues, trends and directions of juvenile-criminal justice volunteerism in the 1980's.

First, a major issue is the degree of acceptance and support the juvenile and criminal justice system will give to volunteers in the future. Is the use of volunteers a low priority item or is it near the top of the priorities? Will the use of volunteers gain more wide-spread acceptance or will professionals be apathetic and even negative about the use of volunteers? The attitude of the professionals in the system is one of the major issues.

A second issue is, how big will the family of volunteering in juvenile and criminal justice become? Will volunteers increase their services to include members of the family of apprehended offenders and delinquent prone youth? Also, do we include as volunteers not only those giving direct service to apprehended offenders and delinquent prone youth but also citizens who advocate system change and those who work on advisory boards, study committees, etc. Should we isolate citizen volunteers who advocate responsible changes in the system from those who give direct services?

Can we develop a philosophy of one great family of people who care about apprehended offenders, delinquent prone youth and the victims of crimes? Can we begin to see all volunteers, be they in direct services or in system change, as members of one great giving force of volunteers seeking to assist an entire family of those who are in need?

Also, can we begin to recognize different types of volunteer services as part of the same caring and sharing community? For example, a great volunteer effort was performed by the black people in Atlanta, Georgia in the 1970's. They voluntarily walked thousands and thousands of miles during the bus strike. This was an incredible example of volunteering. Should we not recognize these people as part of the same family of volunteers, including one-to-one volunteers in juvenile and criminal justice, and many others?

A third issue is the economy and inflation. While volunteer programs are much less expensive than professional programs, nonetheless there is some cost involved even in the utilization of volunteers. As an example, if volunteers are reimbursed for their mileage and other automobile expenses, the reimbursement paid to them is about five times greater in 1980 than it was in 1975. This is also true of training films, office space, etc. Thus, even minimal compensation and costs are five times greater than the expenses incurred a few years ago. Can we afford even the minimal costs of volunteer programs in time of inflation and highly unusual economic conditions? Can we even afford minimal reimbursement when the rate of reimbursement is so expanded and inflated?

Fourth, more and more wives and husbands will both be working regular jobs and possibly even taking on additional part-time jobs. This will decrease the number of people available to serve as volunteers. Thus, at a time when volunteers are needed even more because of lack of tax dollars and the increased value of volunteers, they may be far less available. What skills must we develop to overcome

the pressure on both sides of the problem? Like a closing vise, we are caught between a greater need and a lessening resource.

Fifth, another issue relative to the high price of gasoline. Will it be necessary for us to think more in terms of neighborhood volunteering? In the past volunteers have been able to travel inexpensively to other geographic areas to perform their volunteer services. However, with the price of gasoline already five times higher than it was five years ago and with the threat of gasoline costs becoming ten times higher than the prices of 1975 within the next few years, will we have to develop more techniques for volunteering within the same neighborhood? Perhaps we will have to devise a short term highly skilled volunteer experience with very high impact rather than a longer relationship between a volunteer and a probationer who live in different geographic areas.

Sixth, the problem of confidentiality and privacy seems to be diminishing in importance. This was probably a false issue in the first place since volunteers, trained and supervised, are just as aware of the absolute necessity for confidentiality and privacy as are well qualified professionals.

The issue of exploitation of women has been pretty well overcome particularly in juvenile and criminal justice where so many of the volunteers are men.

A seventh issue is the necessity to clothe volunteer work with dignity and honor. One step in this direction is the increasing tendency to use volunteer jobs as a stepping stone to a paid staff position. There is nothing wrong with this process and, indeed, there is much right about it.

Eighth, an increasing number of directors of volunteer programs are women. There is every reason to believe this tendency will continue in the 1980's. It is important we do not think of volunteerism as a woman's activity simply because so many directors of volunteer programs are women. It is important we continue to think of volunteers as being both male and female and going beyond any issue of sex.

Ninth, the question of research. I now believe research studies are not widely read and, when they are read, people have a great tendency not to believe them anyway. Although I had a lot of faith in research in the 1960's and 1970's, I no longer believe volunteerism is dependent upon research and evaluation. This does not mean we should not conduct excellent research and evaluations. It only means research and evaluations probably will not convince very many people.

Tenth, volunteerism has an opportunity to re-establish the value of work simply for the sake of the work itself. There has been a tendency over the past several years to think that work has no value unless it is related to income. In the old days an artist or craftsman would work long hours to perfect a master-piece simply because perfection satisfied the artist as nothing else could satisfy him or her. We do not see this phenomenon nearly as much in our modern industrial, commercial and business life. When we reach the point of maximum dollar return, we quit working on our product whether it has been perfected or not.

Volunteerism is the complete opposite of this theory. Inasmuch as the volunteer is not being paid with money, he or she is working for the sheer joy of the work itself. Perhaps this joy of work and the dignity of accomplishing a task will spill over into businesses and commercial ventures. If so, we will once again see the craftsman and the artist who work beyond the consideration

of monetary pay and who strive for perfection for the sheer joy of perfection and accomplishment. This would result in a tremendous change in the market place, factory and offices of our nation. If we truly restored the dignity of labor, the basic values and philosophy of our nation would change considerably.

Speaking generally about volunteerism, our nation would improve dramatically in many ways if we began to truly recognize and appreciate the simple kindness and courtesy of other people. The simple act of holding a door open for another person and merely smiling at the right time to others are also voluntary acts. When someone is kind to another person, this triggers a kind and decent response. The opposite is also true. Unkind and discourteous acts towards others causes them to be equally discourteous and mean to yet another person in the future.

Would it not be good if we could develop a greater appreciation for the simple acts of courtesy and kindness which people are constantly giving to each other? If we recognized these acts and encompassed them in a national philosophy of a great family of caring and sharing people, our nation would be a much better place in which to live, love and have our being.

Lastly, there is an increasing involvement of people from churches and synagogues into the juvenile and criminal justice volunteer world. Those of us in juvenile and criminal justice will be teaching these religious people concepts of volunteerism in courts, jails, prisons, juvenile institutions, probation, parole, diversion and prevention programs. The real issue is this. Will those of us in juvenile and criminal justice also learn from the vast experience religious people bring to the juvenile and criminal justice area? After all, churches and synagogues have been completely dependent on volunteer efforts for hundreds of years. What are the techniques they use to involve volunteers and to constantly expand and improve their effectiveness? Will we learn from them as we teach them the techniques of juvenile and criminal justice volunteerism?

Is it not true a complete break-down of simple courtesy and kindness will end our democratic form of government? Is not simple courtesy and kindness based upon a deep respect for the dignity of other human beings? Is this not also the very basis of democracy and a democratic form of government?

Thus, when we become involved as volunteers in juvenile and criminal justice or in simple kindness and decent acts such as holding someone's place in line or opening a door and smiling at another person, we are building the very base of democracy by honoring the dignity of other human beings.

Is volunteerism important to America? You can rest assured it is very, very important to our nation.

SECTION FIVE: THE NEED FOR MORE VOLUNTEER PROGRAMS?

An evaluation of over 2,500 reports, monographs and other studies to evaluate volunteer programs were analyzed.¹ Only ten reports dealing with impact on clients had administrative policy utility. Volunteers were found to be at least as effective in accomplishing their objectives of reducing recidivism and improving self-concept as former methods of rehabilitating offenders. Some improvement in research methods would result in more clear conclusions.

Most volunteers were involved in support-friendship, as compared with task oriented activities, with less than half of those with special skills actually using them. Limited contact and lack of communication between volunteers and staff had little effect on the volunteers' positive attitudes. Approximately 63% of the volunteers expressed satisfaction with their own work in the institutions. A more representative cross-section of correctional volunteers should be recruited, more attention be given to using volunteer's special skills and inmate and staff should be brought more into the volunteer program.

A study of 276 non-violent property felons on probation to whom volunteers were assigned as compared with a control group of 240 similar offenders on probation without volunteers in the Detroit Recorder's Court and Wayne County Circuit Court in Michigan indicated a significant difference in recidivism in favor of the group supervised by volunteers.² Further, the program using volunteers cost \$71.00 less per client than regular probation.

A California community program uses volunteers to establish one-to-one friendship contacts with institutionalized offenders to aid them in re-entering their communities. A study by the California Attorney General's Office in Sacramento has indicated this program is successful in preventing recidivism, as well as cost-effective as a crime-reduction measure.³

A review and analysis of the results of 36 research papers studying the impact of the volunteer programs on client recidivism indicated the over-all research in this area is inconclusive as to the effectiveness of volunteer programs.⁴ The research was too thin to reveal a clear trend.

Pairing an adult male offender with an inmate who anticipates release within six months and involves weekly meetings both before and after release has been considered to be successful.⁵ Guided by social workers and psychologists, business men made friends with certain inmates in a maximum security prison in England. They arranged for their pre-release and then helped them through the difficult first six months of freedom. The recidivism rate was cut from 70% to 10%.

- 1) F.P. Sciolo, Jr., and T.J. Cook; "How Effective are Volunteers? --Public Participation in the Criminal Justice System", Crime and Delinquency, Vol. 22, No. 2, April, 1976, pp. 192-200.
- 2) C.M. Lictlan, L. Binder, S.M. Smock, and N.A. Mahan; Project Start --Evaluation of Second Grant Period, April 1978, Detroit: Center for Urban Studies, Wayne State University, funded by LEAA, 1978, 51 pp.
- 3) G. Dabel; "M-2 Sponsors Community Participation in Corrections", Crime Prevention Review, Vol. 4, No. 4, July 1977, pp. 21-26.
- 4) T.J. Cook and F.P. Scidli, Jr.; "Volunteer Program Effectiveness--The Reduction of Recidivism", Criminal Justice Review, Vol. 1, No. 2, Fall, 1976, pp. 73-80.
- 5) D. Epstein and S. Rolfe; "Volunteers in Corrections--An Effective Resource", International Journal of Offender Therapy and Comparative Criminology, Vol. 18, No. 2, 1974, pp. 171-177.

Volunteer programs in some correctional settings have been found to be under-utilized by many parole officers during the offenders' transition from the institution to the community.⁶ There was found a need for better coordination of volunteer recruitment and a better understanding on the part of staff as to the role and contribution of volunteers.

A study of the correction workers and the volunteers development of careers in working with offenders has revealed that disappointment and frustration lead to their being worn down or burned out "in about two years".⁷ Because the rehabilitative aspects of corrections are based on apparently superficial conceptualization of the offenders' inherited maladies, workers fail to achieve the goal and feel cheated. Then, they acquiesce to the organization's primary responsibility of the protection of the public by incarceration.

A study of the results of the one-to-one probation counseling services to selected state felons using trained volunteers was disappointing and the conclusions included a recommendation that the program's continuation merited very careful evaluation.⁸ There were 400 volunteers and an improved training program, but there was greater recidivism in the experimental group than in the control group.

A Model Act on the use of volunteers passed by legislatures would reduce some of the misunderstanding and problems that occur in volunteer programs.⁹ It could serve as a uniform, state-wide program for volunteers that would ease problems in funding and establish a state coordinating agency on volunteers. At the time this report was written in 1971, only Florida and Tennessee had adopted plans similar to the guidelines suggested. Other states have moved a little, but the American Judicature Society suggests that it should be uniform nation-wide.

In summary, the vast majority of volunteer programs with the adult felon have been considered to be successful. The few that were failures appear to be the result of personality problems. These range from mis-matching the volunteer and his client to staff resistance and lack of administrative support for the volunteer program. This is why coordination and supervision of the volunteer program has to be accomplished in a sensitive and positive way. Further, staff involvement has to be realistic to reduce the threat the volunteer might pose to the paid worker. When these conditions have been met, the volunteer programs have portrayed a record that experience and research have demonstrated their effectiveness in lower recidivism rates, less cost to the taxpayer and less damage to the client from coldly impersonal and interpersonal relationships between the client and authority figures in understaffed and over-worked agencies and institutions. Volunteer programs have demonstrated their value.

- 6) West Virginia -- Volunteers in Corrections -- Evaluation, Charleston: West Virginia Division of Corrections, 1975, 80 pp.
- 7) M.H. Moynihan: Getting Burned--A Study in the Socialization of Correctional Workers, Ann Arbor: University Microfilms, 1976, 203 pp.
- 8) D.E. Theobald; Project First Offender--Memphis--An Evaluation, Nashville: Tennessee Law Enforcement Planning Agency, 1976, 35 pp.
- 9) J.T. Duax; Statutory Review of the Use of Volunteers in the Court, Chicago: American Judicature Society, 1971, 17 pp.

SECTION SIX: EX-OFFENDERS AS VOLUNTEERS

Another important issue in the volunteer movement is the question of who is most effective as a counselor with the first offender and the repeated offender. With the resurgence of the involvement of local citizens in the resolution of their own problems, stimulated by prototypes coming out of the War on Poverty, an analogy with the inmate population soon appeared in volunteer literature. This was particularly emphasized with the juvenile population and recommendations were made that the older, more hardened criminal was the best possible advisor/counselor to juveniles because of prior experiences with the courts, jails, and prisons. A variety of viewpoints exist on this issue.

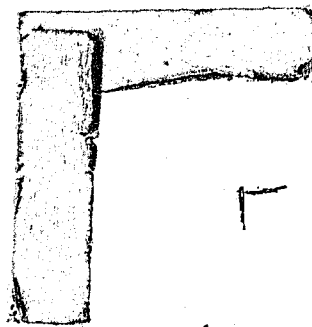
It has been pointed out by many, including not only volunteers with juvenile delinquency but in other activist volunteer areas, that counseling in which the counselor and the client have experienced the same problem has a high rate of success. This, it is believed, reduces the client's initial resistance to the counseling process and indicates an increased insight on the part of the counselor/offender into the social dynamics of the problem, based on his/her experiences. The success of this type of counseling in alcohol and drug rehabilitation programs has drawn the serious attention of counseling professionals to these assertions.

However, other professionals charge that counseling without professional training may do more harm than good, stating that any advantages gained through a commonality of experience are offset by the serious problems which may result from untrained attempts at counseling. The concern is that these nonprofessional counselors may not identify the dynamics of the problem beyond the experiential level. Realistically, once the common feelings have been shared or insight gained, what next.

An interesting example of a volunteer counseling program whose merits and demerits are still being debated is a program at Rahway Prison in Rahway, New Jersey, which was recently highlighted in the television documentary, "Scared Straight." Inmates in this facility employ highly confrontive techniques with juvenile delinquents in an attempt to impress upon them the harshness of prison life, with the expectation that the youths with them want to "go straight." Prison officials have claimed a high rate of success in this program. Recently, however, conflicting data have called the original results into question.

At the present time the issue of inmate or ex-offender volunteer programs has not been resolved and it is still an important area of discussion in the sphere of the volunteer movement especially in the area of juvenile delinquency.

Many observers feel that ex-offenders, like everyone else, should be selected or rejected as volunteers on an individual basis. They believe no group of people should all be accepted or all be rejected because of their position in life. They argue that all psychiatrists, all school teachers, all mechanics, all people without a criminal record, all people with a criminal record----all people of any group or category should not be accepted or rejected because of a group classification or characteristic. Rather, each should be selected or rejected on a one-to-one basis. Selection or rejection should be based upon their willingness and ability to do the task which needs to be done. Is this part of the answer?



END