

Because of the limited time for this study only a very general survey of criminal justice activities in the private volunteer sector could be made. The projects of a number of organizations are described in greater detail in the appendices following this report. Only a sketch of some of the major efforts in the field is made here, with an emphasis on some of the newer trends and developments in the area. As indicated in earlier sections, volunteerism in criminal justice is a fairly well-developed area, and this research indicates that the field has grown tremendously within the last few years.

Juvenile delinquency is perhaps the aspect of criminal justice which has received the most attention. It is hypothesized that if a child can be diverted from the criminal society at a young age, he can be "saved" from becoming a criminal for the rest of his life. A number of well-known national youth organizations have begun to address this problem of delinquency and delinquency prevention. Big Brothers/Big Sisters, headquartered in Flint, Michigan, attempts to provide the potential delinquent with an adult role model where a parent may be missing in the family. The Boys' Clubs and Girls' Clubs are aimed at providing guidance and recreation for children from lower income families. The National Alliance of Voluntary Health and Social Welfare Organizations, Inc., in conjunction with 16 of these youth organizations is initiating a program to de-institutionalize the status offender. The status offender is a juvenile who has been criminally convicted for behavior which would not be criminal if the child were an adult, such as truancy. Many of these youth have been institutionalized with other juveniles convicted of the more "hard core" crimes. A number of organizations have become involved in the effort to develop alternatives for these children so that institutionalization will not be necessary. As previously mentioned, over 75% of all juvenile courts had volunteer programs in 1972. These range from local groups operating independently to nationwide programs by the Jaycees and the Junior League. The Volunteers in Probation (VIP) program initiated by Judge Keith Leenhouts is operating nationwide in both juvenile and adult courts. Youth Services Bureaus have been organized in a number of states to provide counseling, guidance, and offer a diversion program for arrested juveniles. Some projects, such as the Oakland Youth Work Experience offer a diversion program for arrested juveniles referred by the courts. While all of these organizations are considered private, many are operating justice projects with federal funding. The National Alliance, the Junior League, and the Jaycees all have LEAA funded programs.

Programs for the drug addict and the Alcoholics Anonymous is probably the best known organization for the alcoholic. Most larger cities often have several programs run by volunteers offering an emergency hotline and counseling services for the

drug addict. Again, the federal presence is felt in the private sector through the National Institute on Alcohol Abuse and Alcoholism and the National Institute on Drug Abuse.

Volunteer programs for the offender in prison are perhaps less common than other types of volunteer criminal justice activities, although the area is still a well developed one. The Jaycees have one of the most interesting projects in this area known as the Jaycee penal chapters. Jaycees' chapters are organized within the prison with all of the rights and obligations of Jaycee chapter on the outside. The members organize and implement service projects within the prison, and also within the outside community when possible. Membership in a Jaycee chapter "outside" when the offender is released. As offenders have become members of the chapters outside the prison, the Jaycees themselves have come to appreciate and understand the problems of the criminal justice system far more than most organizations involved in the area. Today there are 365 such penal chapters with 15,000 members.

Volunteers in parole and probation are perhaps the most common type of volunteer program. Again, Keith Leenhouts' VIP project is one of the best known in the field. With a grant from LEAA, the American Bar Association organized the Volunteer Parole Aid project several years ago. Initially lawyers were recruited to work with the offender just prior to release to help the offender in making a successful entry back into society. After release the volunteer continued to provide encouragement and support. Later the program was expanded to include any volunteer from the community. Although funding for the program ended in 1975, at least 18 of these projects are continuing independently.

Victim/witness assistance projects are one of the newest areas of development in criminal justice. The National District Attorney's Association probably has the largest effort in this area. Through LEAA funding, victim/witness reception centers have been established at several pilot sites to make the courtroom appearance a less intimidating and unpleasant experience. Victims of crime are kept informed of the progress of their case and are reminded of court dates. In some projects, transportation is provided where necessary and the office is helpful in obtaining leave from employment so that the victim or witness may appear in court. Several of these projects are using volunteers, although they could be utilized far more than is presently being done. Aid for Victims of Crime in St. Louis, Missouri is a program to provide emergency and follow-up aid for the crime victim. Volunteers see that immediate medical and financial needs are met. Volunteer programs for the victims of rape have also become popular. The National Organization for the Prevention of Rape and Assault director estimates that there are more than 200 such projects in operation.

Crime prevention is another area of relatively new development. The National Alliance for Safer Cities has organized programs in several large cities distributing crime prevention information and developing block watch programs in which neighbors organize to patrol their own neighborhood and keep an eye on each other's property. The National Sheriff's Association Neighborhood Watch Program has distributed crime prevention materials to hundreds of sheriffs' and police departments. To combat the problem of elderly victimization The American Association for Retired Persons and the National Retired Teachers Association have distributed a crime prevention seminar to Over 700 of their chapters. In addition AARP/NRTA is developing a seminar for police training academies to educate policemen in both the handicaps and the capabilities of the older American. Sheriff Blubaum's program in Arizona has been a model all over the country for the use of volunteers in law enforcement and crime prevention projects.

A more complete description of most of these programs and others which have not been mentioned can be found in the appendices. With the aid of federal funding, almost any national civic/community organization that can be named has made some contribution in the criminal justice field.

## Resources for the Volunteer Program

Within the time available to this research, three primary national resources were located in the private sector for the criminal justice volunteer program: the National Center on Voluntary Action, the National Information Center on Volunteerism, and the National Offender Services CONTACT Center. Only the CONTACT Center is dealing with the justice field exclusively.

- A. The National Center on Voluntary Action  
1785 Massachusetts Avenue, N.W.  
Washington, D.C.  
(202) 797-7800

NCVA operates primarily as an information center for volunteer organizations. Much of its work is involved in gathering information and ideas from various types of volunteer projects and sending this information to groups attempting to organize their own projects. Some on-site consulting and training is also done. NCVA often refers individual problems to volunteer consultants in the field. Because of financial problems, much of NCVA's work has been cut back recently. While the NCVA files are a valuable source of program ideas, they do not necessarily provide an up-dated overview of existing projects. Also being a resource for all volunteer agencies, there is no special emphasis on criminal justice, although at least one member of the staff has been working with the area for several years. The portfolios put together by NCVA are useful in describing the different types of justice projects which have been developed.

- B. The National Information Center on Volunteerism  
P. O. Box 4179  
Boulder, Colorado 80302  
(303) 447-0492  
Dr. Ivan H. Scheier, Director

NICOV was organized ten years ago as an information center for volunteers in courts. Since that time, NICOV has expanded its services to all areas of volunteerism and has become one of the most well-known private organizations in the field. The organization considers itself a "consultant to consultants" in the volunteer area. NICOV services are divided into the following areas:

## 1. Training

NICOV seems to have a significant amount of expertise in volunteer training. Their focus is on the training of volunteer coordinators and the line staff which trains the volunteer, as opposed to the training of volunteers themselves. Four areas of emphasis are human relations, program management, volunteer management, and community organization. NICOV's philosophy is to work with every level of the system to insure that volunteers are accepted at each stage. When working with the Division of Youth in State of New York, for example, NICOV began its training with the commissioners, moving down through each staff level. Such a system prevents the frustration of line staff efforts by the lack of acceptance of superiors. NICOV has rated high in all evaluations of its trainees.<sup>1</sup>

## 2. Conferences and Workshops

NICOV has organized over 25 workshops and conferences in volunteerism since its inception. NICOV presently sponsors 2 home-based conferences each year directed at the volunteer coordinator and consultants within the volunteer area. While NICOV has sponsored conferences for the "beginner", they feel their work is more effective on an advanced level.

## 3. Information Services

NICOV's information services consist of publications and answering individual information requests. NICOV has attempted to develop a central distributing service for providing the major publications on the volunteer field. NICOV itself has published over 35 books, manuals, and films. In addition individual requests are answered from resources available in the NICOV library. Until this year, library resources were collected rather hap-hazardly through conferences and contacts in the field. Beginning this year the library will have a budget to begin the systematic purchase of materials. The library materials seem to consist primarily of training manuals, reports, and evaluations.

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1. Ms. Ann Gowdey, NICOV, August 12, 1976

#### 4. Evaluation

Evaluations of volunteer programs seem to be one of NICOV's strongest areas. Over 75 evaluations have been done in the last ten years on the local, state and national levels. Since most federal grants now require an evaluation component, NICOV has been a valuable resource in this area; the organization's experience in the evaluation of volunteer programs is extensive and NICOV has frequently evaluated its own services to determine client satisfaction with the services provided.

#### 5. Membership

In NICOV's attempt to remain financially self-sufficient, membership services are provided for a fixed annual fee. Members are sent quarterly packets of information with new ideas, schedules, updates on available publications, etc. NICOV is available to its members at any time for information, referrals, and consultations.

#### C. CONTACT

P. O. Box 81826  
Lincoln, Nebraska 68501  
(402) 464-0602  
Mr. Gary Hill, Director

The National Offender Services CONTACT Center was created about 12 years ago through the personal efforts of Gary Hill in Lincoln, Nebraska. Mr. Hill began his work in criminal justice by organizing a Jaycee penal chapter in the prison located in Lincoln. While there are now 365 such chapters, only a few were in existence at that time. The chapter was organized within the prison allowing inmates to become Jaycee members in every sense of the word. Dues were paid to the national organization, membership was transferable to chapters on the outside, and service projects were organized (usually within the facility).

As Mr. Hill became aware of the problems of the offender, he began traveling nationwide visiting other prisons and speaking at a variety of settings. Mr. Hill has visited every prison in the United States at least once--many, two or more times.

This extensive personal contact with both prisons and prisoners has made Mr. Hill a respected and trusted authority in the field.

CONTACT began thru the volunteer efforts of Gary and his wife Cece. Today there is a staff of 13 people, primarily funded by the American Correctional Association. Other sources of funding include private contribution and part of a LEAA grant to the Jaycees for services provided by CONTACT. The Jaycee connection is apparently a strong one.

Organizationally, CONTACT is divided into three departments: Information, Human Services, and Communications.

### 1. Information

CONTACT has a policy of answering all information requests within three days and all emergency requests within 24 hours. If a request should require extended research, a letter is sent within three days informing the person that a complete answer will be sent within 10 days. Requests are accepted from anyone and answered free of charge. Questions range from wanting to know the number of persons on death row on a given day to a request for information on penal reform for a high school debate. Following this section is a copy of the monthly report for July indicating the range of information requested.

CONTACT maintains an up-dated library and reference system at all times. New documents and periodicals are ordered so that relevant articles can be abstracted and kept on file. "Hustle books" have been compiled for each state listing all types of resources available and how they may be contacted. A special "Corrections Compendium" is published monthly and sent free of charge to over 200 persons involved in the corrections field. The publication includes information on new publications, the latest case law relating to corrections, and information of what various corrections departments are doing.

### 2. Human Services

The Human Services division handles individual problems, primarily for offenders. These problems are usually referred to local contacts but may be handled directly in a crisis situation. If an offender is scheduled for parole, for example, CONTACT may refer him to someone who will locate employment for him. As another example, a 16-year old girl called whose husband had been arrested and who was also 8-months pregnant. CONTACT located lodging and other necessary services within a few hours.

CONTACT also acts as a back-up service to the run-away Peace of Mind Program in Texas. Runaways often call this hotline in need of a variety of services. If the hotline is unable to locate resources, CONTACT is on call on a 24-hour basis to find whatever local services the child may require.

CONTACT's services have even extended outside the United States. Jobs have been located in Canada and Germany. Information has been translated into Spanish and French, and translations into Japanese will hopefully be available soon.

### 3. Communication

CONTACT sends a monthly newsletter to over 17,000 persons (soon to be 25,000) both in and out of prison. The newsletter describes new programs in the justice area (usually volunteer) and gives the address to CONTACT for further information. New publications are also listed.

The library is extensive and up-to-date for the criminal justice volunteer. Gary Hill's philosophy is to maintain a low-profile to avoid the problems of professional jealousy and to sustain the organization's integrity. His contacts in the field are extensive. Whenever he is invited to speak, he obtains a list of the entire audience and sends a letter to each person within a few days to encourage their involvement in criminal justice. His approach is friendly, frank, and down-to-earth--and he gets results. His ultimate goal is to be able to "hook-up" existing resources within the field so that CONTACT's services are no longer necessary as a middleman. CONTACT seems more in touch with the criminal justice area and volunteerism than any other organization surveyed.



Possibly one of the most encouraging events this year has been the release of in-depth studies conducted by both the University of Colorado and the Denver Juvenile Court. The recidivism studies conducted on our program now total five, and each study has shown a significant reduction in recidivism as defined in the areas of major theft arrests, certified DA complaints and Juvenile Court filings. We are not aware of any other similar program that is able to report this significant impact on crime reduction on the part of clients served.

Conducted by:

University of Colorado	1.	1972-73, 6 months Court/Partners	Partners: Court:	68% reduction in major theft 65% increase in major theft
University of Colorado	2.	1972-73, 9 months Court/Partners	Partners:	26% less certified DA complaints than control group
University of Colorado	3.	1973-74, 12 months	Partners:	42% fewer arrested as compared to the control group, and 35% fewer arrests for those who were re-arrested, as compared to the control group
Denver Juvenile Court	4.	1974-75, 5 months Court/Partners	Partners:	25% less certified DA complaints than control group
Denver Juvenile Court	5.	1975, 5 months Court/Partners	Partners:	22% less certified DA complaints and 50% less petitions filed than the control group

NATIONAL INFLUENCE

	<u>1971</u>	<u>1972</u>	<u>1973</u>	<u>1974</u>	<u>1975</u>	<u>Total</u>
Administrative inquiries from other communities	69	65	52	71	69 (8mos.)	326

Consultant for: Volunteers in Probation, Div. of NCCD and National Information Center for  
Volunteers

Model Programs: Alaska; New Hampshire; Illinois; Vermont; Boulder, Colorado

Branch Requests: Greeley, Colorado; Grand Junction, Colorado; Lakewood, Colorado

VII. RECOMMENDATIONS

## Recommendations

### I. ACTION SHOULD NOT FUND DEMONSTRATION PROJECTS OR DIRECT SERVICES PROGRAMS IN THE CRIMINAL JUSTICE AREA.

The development of direct service projects would be the least efficient use of ACTION funds at present. Many ACTION volunteers are already participating in the justice projects through existing programs. The regional charts presented in this report cover a wide spectrum of services for both adult and juvenile offenders provided by VISTAs, foster grandparents, PLS volunteers, and other. Expanding the justice focus within these existing programs would be far less expensive and would reduce the difficulties associated with developing new programs. Increased use of justice volunteers throughout these groups would have a far more pervasive impact than demonstration projects operating on only a few sites. By avoiding the administrative costs of a new program, funds could be used to support volunteers through stipends and technical assistance. The national level goal should be to encourage the placement of volunteers in justice, to provide special technical assistance services needed by justice volunteers, and to offer suggestions for new types of justice volunteer services.

It also seems apparent from past efforts in criminal justice that ACTION's development of direct service projects is unwise. The VIJ program was discontinued although the sponsors and volunteers were satisfied with their individual experiences. The Labor in Action program, when viewed in retrospect, was also unsatisfactory. Although volunteers were trained at each of the project sites and individual offenders were aided in establishing a new life within society, the long term effects of the program were probably minimal due to both time and monetary constraints. A year is simply too little time to adequately develop a project and determine any significant results. The process of criminal rehabilitation can only be effectively implemented and measured over a longer period. Months and often years of follow-up are needed. A person involved in the criminal society for five, ten or twenty years cannot be expected to establish a new life pattern in a matter of months, nor can that change be evaluated on a short term basis. Although it is certainly a valid accomplishment to have aided the offender in obtaining stable employment for several months, that alone is often insufficient.

Finally, ACTION's involvement in direct service should be discouraged because of lack of expertise. Volunteerism in justice is a relatively well-developed area. Others are already operating every imaginable type of program in the field from delinquency prevention to crime prevention. For any project ACTION might initiate, there are a variety of other groups already working with such a project which have established the contacts and expertise essential to success in this area. Take the problem of elderly victimization for example. The American Association for Retired Persons and the National Association for Retired Teachers has been sponsoring a crime prevention program for several years with a base population of over nine million older Americans as members of those organizations. For ACTION to initiate its own program would be redundant, inefficient, and probably less effective in overall impact. Rather than create yet another program in a given area, ACTION should spend its money assisting those projects already in existence.

## II ACTION SHOULD DEVELOP A PROGRAM OF TECHNICAL ASSISTANCE IN THE CRIMINAL JUSTICE VOLUNTEER AREA. IN CONJUNCTION WITH EXISTING RESOURCES

ACTION's funding of Volunteers in criminal justice has been minimal to date. Yearly allocations of only a few hundred thousand dollars are fairly insignificant in terms of other monies being spent in the criminal justice field. A brief look at some of the figures in the section on federal justice programs will indicate the staggering amounts being spent. In 1973, the federal government spent \$2,195,501,000 in criminal justice programs. Expenditures for all government (Federal, State, Local) totalled \$12,985,155,000 for that same year.<sup>1</sup> LEAA's budget for 1974 was \$870,675,000.<sup>2</sup> As mentioned previously LEAA spent well over \$15 million between 1972 and 1976 on volunteer projects alone. For 1976-77, \$15 million has been allocated for community crime prevention as part of the national discretionary budget, representing only 15% of LEAA money spent in grants.<sup>3</sup>

<sup>1</sup> "Historical Statistics on Expenditures and Employment for the Criminal Justice System 1971 to 1973, "Bureau of the Census, p. 17-18.

<sup>2</sup> Sixth Annual Report of LEAA, LEAA: Department of Justice, Fiscal Year 1974, p. 4.

<sup>3</sup> Mr. Nick Pappas, Community Development, LEAA.

What is presently not being provided is the technical assistance many of these projects need. Of all the federal agencies funding volunteers in criminal justice, few are providing any technical assistance. This is especially significant for the large number of volunteers programs being funded by LEAA. It is in this area that ACTION should be using its existing expertise to maximize the efficiency of its funds.

While the criminal justice area is somewhat unique, much of ACTION's present knowledge of volunteerism could be effectively adapted and utilized, particularly when developed in conjunction with some of the resources available in the field. A number of justice volunteer programs fail, not because of a deficiency in the project model, but because of management and personnel problems. From talking with a variety of people in the field, we conclude that the following types of assistance are needed in this area:

A. Volunteer Program Development, Particularly with the Support of Volunteer Coordinators

A number of organizations and individuals have been interested in the criminal justice area within recent years. Many of these people have had little or no experience in developing a volunteer program. Assistance and information is needed for planning, advertising, volunteer recruitment, and structural implementation. Writing a grant application for LEAA funding, for example, is something of an art in itself. For many of these organizations a source of written materials may be all that is needed. For others, personal contact may be required. The support of volunteer coordinators within justice agencies is especially important at this stage. Many volunteer projects have been frustrated by the lack of staff support and involvement within the agency itself. Coordination with the agency and staff support is essential to the success of a volunteer effort in this area.

B.q Volunteer Management of Personnel

As with all volunteer programs, problems with personnel management can be a serious obstacle regardless of the number of volunteers a program may be able to recruit. Often those managing the volunteer project have had little or no experience in personnel management. Training and information should be provided at this initial stage to prevent project failures due to internal disputes.

### C. Business Management

The importance of business expertise is often overlooked in volunteer development at the local level. While initial funding may be readily obtainable, this funding is usually in the form of a government grant lasting only one or two years. A number of successful projects have been forced to discontinue because of failure to plan for this inevitable occurrence. Efforts should be made from the very beginning to develop community support so that a project is able to sustain itself after federal funding has ended. Wise budgeting and effective public relations should become part of the planning in the development of any volunteer program.

### D. Training for Volunteers

The justice area is one which often requires some special training and orientation for the volunteer. Working with offenders can be a frustrating process for the volunteer. Trust relationships may take months to develop. Volunteers should be acquainted with the agency in which they are working to lessen staff resistance and to ensure that the volunteer is aiding the agency rather than causing antagonism. Volunteers are able to cope with this resistance from both the staff and the clients but only if they have been sufficiently warned of the situations with which they may be confronted, and are trained to handle them effectively.

### E. Training and Orientation for Justice Staff and Professionals

A Resistance to Volunteers is one of the major problems in the criminal justice area. Many justice professionals have had little or no contact with volunteers and fail to realize their potential value. A staff orientation can prevent problems and create the support needed for the volunteer. This seems to be an area which needs a particularly strong emphasis.

### F. Development of Community-Wide and State-Wide Coordination and Cooperation of Justice Volunteer Programs

Lack of coordination seems to be a major problem in the justice field. As a result many projects may be unaware of other criminal justice projects in their own community or state which might be valuable sources of information and assistance.

With more effective communication and exchange, a great deal of redundancy might be avoided and many technical assistance needs could be met by projects helping each other. In Connecticut, for example, criminal justice activities are well-developed with a great deal of information exchange and cooperation. Part of this success is due to the Connecticut Volunteer Coordinators in Justice. This group participates in state-wide meetings and training sessions to coordinate their efforts and exchange resources. In Virginia, a directory has recently been distributed listing all criminal justice volunteer projects, available resources, and information on sources of funding. These types of efforts should ideally be repeated in every state. The logical place to begin this effort would be to encourage criminal justice volunteer coordination in the existing ACTION funded offices of State-wide Volunteer Coordinators.

Recognizing that ACTION is relatively new to the criminal justice volunteer area, technical assistance should be developed in conjunction with some existing resources in the field. The two most obvious targets for such coordination are the National Information Center on Volunteerism and the National Offender CONTACT Center. While certain aspects of NICOV expertise could be valuable, particularly in training and the organization of workshops, we recommend that a special emphasis be placed on developing a relationship with the CONTACT Center. CONTACT especially valuable in terms of its criminal justice contacts and up-dated information system. CONTACT has already developed a reputation in the criminal justice field which could take years for ACTION to develop on its own. With the cooperation of CONTACT as a provider of local contacts and back-up information on programs ACTION's attempt to become involved in criminal justice could be far more effective in a relatively short period of time. Much of the information ACTION would need to collect in order to provide the types of technical assistance suggested are already available in the CONTACT library.

### III ACTION SHOULD DEVELOP ITS OWN CENTRAL INFORMATION SYSTEM FOR CRIMINAL JUSTICE.

Although CONTACT could provide the information back-up system for ACTION's involvement in criminal justice, ACTION should also begin to develop its own central information system so that a total collection of materials and resources will be readily available for Intra-Agency and External technical assistance purposes.

While an information system similar to CONTACT's, is desirable ACTION should concentrate on collecting and indexing the information already existing within the agency. From various attempts to research ACTION's existing involvement in criminal justice, we found that different ACTION Offices had some involvement with Justice. When talking to people in the field and requesting various sorts of information, we were often told that the material had been sent to ACTION several months earlier. Much of this material could not be found within the agency and the organization was kind enough to send it again. Not only was this an embarrassing situation, but a number of persons in the field were becoming understandably irritated by repeated requests for information. Several persons had sent the same information more than once, either because someone had misplaced the data or could not remember having received it in the first place. Needless to say, this produces poor public relations. It could hopefully be prevented by the creation of a single information system for the entire agency.

IV. ACTION SHOULD ENCOURAGE THE DEVELOPMENT OF JUSTICE PROJECTS WITHIN EXISTING PROGRAMS AND OFFER ANY NEEDED TECHNICAL ASSISTANCE.

As discussed earlier, many ACTION volunteers are already involved in criminal justice projects. In the development of technical assistance for volunteers in criminal justice, it would seem logical that ACTION would begin by offering this assistance to existing agency projects and encourage further development of justice volunteers within ACTION's own organization.

V. ACTION SHOULD ESTABLISH AN ONGOING RELATIONSHIP WITH LEAA TO PROVIDE TECHNICAL ASSISTANCE FOR LEAA-FUNDED CRIMINAL JUSTICE VOLUNTEER PROGRAMS.

With the vast amounts of money being spent by LEAA FOR for volunteerism in justice, this seems to be the place where ACTION could have the most significant impact in the criminal justice field. LEAA provides no technical assistance for volunteer programs at the present time. Much of the money spent may be wasted due to failures which could be prevented through technical assistance activities. Legislation which has recently passed the Senate may soon mandate LEAA to provide various types of technical assistance. ACTION is the logical provider of this assistance for LEAA in the area of volunteerism. Discussion of such cooperation is long overdue.



- APPENDICES:
- a. The Public Sector
  - b. ACTION Involvement
  - c. ACTION State Coordinators'  
Reports
  - d. The Private Sector

## APPENDICES

- A. The Public Sector
  - 1. HEW: Ms. Harriet Naylor, Office of Volunteer Development
  - 2. HEW: Mr. Stanely Anderson, Run-Away Youth Project
  - 3. LEAA: Ms. Nan Shute, Office of Management and Planning
  - 4. Maricopa County Sheriff's Department Sheriff Paul Blubaum
  - 5. U.S. Probation Office: Mr. Herbert Vogt, D.C. District Court
  - 6. Victim/Witness Assistance Prescriptive Package (LEAA): Mr. John Stein
  
- B. ACTION Involvement  
UYA Justice Project, 1974
  
- C. ACTION State Volunteer Coordinators:  
Reports of Justice Activities
  - 1. Arizona
  - 2. Connecticut
  - 3. Kansas
  - 4. Maine
  - 5. Massachusetts
  - 6. Missouri
  - 7. New Jersey
  - 8. Rhode Island
  - 9. South Carolina
  - 10. Utah
  - 11. Virginia
  
- D. The Private Sector
  - 1. Boys' Clubs of America
  - 2. Chamber of Commerce, Mr. Wayne Hopkins
  - 3. Intertribal Council, Mr. Ed Tabor
  - 4. Job Therapy
  - 5. Junior Leagues
  - 6. National Alliance for Safer Cities
  - 7. National Alliance of Businessmen
  - 8. National Assembly (of National Voluntary Health and Social Welfare Organizations)
  - 9. National Center for Voluntary Action, Ms. Isolde Weinberg

10. National District Attorney's Association
11. National Federation of Settlements and  
Neighborhood Centers
12. National Organization for the Prevention of  
Rape and Assault
13. National Retired Teachers Association/American  
Association of Retired Persons
14. National Sheriff's Association
15. National Youth Alternative Project
16. Offender Aid in Restoration
17. Partners
18. Volunteer Parole Aide Program (ABA)

INTERVIEW: Harriet Naylor  
Department of Health, Education and Welfare  
200 Independence Avenue, S.W., Room 340G  
Washington, D.C.

Ms. Naylor has been working with volunteers for a number years, first as a social worker and later as an administrator and developer of volunteer programs. She is the author of a book entitled Volunteers Today which discusses various aspects of working with the volunteer to maintain motivation and maximize effectiveness. The book emphasizes training, placement and support supervision.

Ms. Naylor feels that everyone should have the experience of volunteering. She describes it as a "healing experience" in which people are at their best. Ms. Naylor is particularly interested in seeing more research done on the affect of the experience on the volunteer.

In terms of ACTION's role, Ms. Naylor sees several areas of need:

- diversion from the correctional system for juvenile delinquents
- academic credit for students
- employment service for volunteers on a nationwide basis
- continue moving from ACTION to CETA, i.e., volunteering as a route into employment (training, continuity of interest)
- programs for the paid professionals concerning the use and treatment of volunteers (judges, probation officers, etc.)
- programs aimed at cultural education in addition to antipoverty programs
- organizing and standardizing information on volunteer programs
- using target groups as volunteers (ex: when in New York Ms. Naylor matched training school with mental retardation institution, behaviour problems almost disappeared in training school - improved self-image)

DHEW: Office of Youth Development  
Run-Away Youth Project  
Mr. Stanley Anderson

Under PL 93-415, Title III of the Juvenile Justice and Delinquency Prevention Act of 1974, known as the Runaway Youth Act (1974), authorized HEW to provide grants and technical assistance to develop local facilities to deal with the problems of runaway youth. At the present time, 66 programs are being funded in 45 states, Guam and Puerto Rico. These programs provide temporary residential facilities plus counseling services of various types. Each project utilizes youth volunteers as a requirement of a grant award. The Run-Away Youth Program was funded for three years beginning in 1975. Each grant is for one year only but may be renewed. A grantee must be a non-profit organization outside of the juvenile justice system. Maximum grant amount for any one grantee is \$75,000.

In addition to these programs, OYD also granted \$152,080 to Metro-Help in Chicago to continue the National Runaway Switchboard. The Switchboard acts as a hotline for a contact between youth and parents and for emergency referral services. The hotline handles over 1,500 calls per month.

Finally, funds are being given to analyze and assess youth needs and/or problems.

INTERVIEW: Nan Shute-LEAA  
101 Indiana Avenue, N.W.  
Room 1200  
376-3873

Ms. Shute is in the process of writing a book concerning volunteer projects in criminal justice using LEAA funds (either through the State or the federal office). By law, 85% of LEAA funds are given to the states to be dispensed. The remaining 15% are used for national research and development.

Ms. Shute perceives the greatest need in the area as supportive services for personnel and management problems and training and screening for the volunteers. Ms. Shute believes that such technical assistance is where ACTION is most needed. Other types of general project funding and development would be an overlap with LEAA. In addition, Ms. Shute would like to see standards developed for the volunteer organization in terms of recruiting and training volunteers and evaluating program effectiveness. Having done a similar study in 1972, Ms. Shute seems quite familiar and knowledgeable, in the area.

Sheriff Paul E. Blubaum  
Maricopa County Sheriff's Department  
Pheonix, Arizona

Maricopa County in Arizona covers both a large area and a large population. Because most of the communities are unincorporated, Sheriff Blubaum is responsible for most of the area in the county. To meet this vast need for law enforcement, Sheriff Blubaum is presently working with 3,500 volunteers of all ages.

Most of these volunteers are organized into posses serving various purposes. Search and resue units include volunteers on foot, on horseback, in jeeps, and in aircraft who are mobilized at all hours to hunt both criminal fugitives and lost hunters. All equipment is provided by the volunteers. Scuba diving posses have conducted searches for victims of drowning in Sun City, a retirement community, volunteers participate in neighborhood watch and patrol programs to protect each other and their property.

A variety of training classes are offered to the volunteers. Volunteers who qualify may join the volunteers reserve program and study to become certified as law enforcement officers in the Reserve Academy. Once certified, the volunteer may assume any or all of the duties of a regular deputy. In a project called "Operation Cooperation", 14 Indians have also graduated from the Reserve Academy to work with crime problems on the Gila River Reservation. These Indians are aided by other posses.

Sheriff Blubaum's program has illustrated the amazing things that can be accomplished with a minimum of staff and a miximum utilization of volunteers of all ages.

INTERVIEW: Herbert Vogt  
Deputy Chief  
U.S. Probation Officer  
U.S. District Court  
Washington, D.C.

Wemet with Mr. Vogt and another member of his staff. Ms. Alice P. Veerhoff (Community Resource Coordinator) to discuss their volunteer program in the District Court Probation Office. For a number of years the office has accepted 10 to 15 students during the school year from local colleges and universities. These students usually work two days a week and receive academic credit. In addition some volunteers are accepted from the general community. The office is hoping to expand its program, especially for volunteers from the community.

Work done by volunteers ranged from office jobs to one-to-one counseling with probationers. These relationships are matched and supervised by probation officers. The program is operated through the staff but is not specifically funded.

Mr. Vogt felt very strongly that the volunteer fulfills a role that the staff is unable to meet. He identified the critical periods for the probationer as the first few months on probation and the first few months following termination of supervision. Often the probation officer is unable to develop a trust relationship quickly because of his perceived role as an authority figure or an arm of the court. The volunteer, on the other hand, is able to dedicate more time and effort as a symbol of the community rather than the court. In addition, the volunteer may continue to support the probationer even after official supervision has ceased.

Approximately 2,000 probationers are supervised by the office at one time, including 400 women. Average case load per officer is 50 to 55 probationers. Mr. Vogt estimated that over half of the defendants are sentenced to probation. The probation office is responsible for the pre-sentence investigation as well as probation supervision.

Mr. Vogt is also interested in using ex-probationers as volunteers, similar to the concept of alcoholics anonymous.



The volunteer is a vital link for the probationer in re-establishing his place in the community. On the other side, the community increased awareness through its volunteers enhances its sensitivity.

Mr. Vogt discussed the importance of the training and guidance for the volunteer - both to improve his ability to serve and to avoid the disillusionment which often occurs.

VICTIM/WITNESS ASSISTANCE PERSCRIPTIVE PACKAGE:

John H. Stein  
Blackstone Associates  
2309 Calvert Street, N.W.  
Washington, D.C. 20008  
(202) 332-7125

Mr. Stein is in the process of writing a Perscriptive Package for LEAA on victim assistance programs. Having seen only the first two chapters of Mr. Stein's book, it is difficult to say how valuable the work will be for ACTION. Certainly some of the projects and functions suggested would be ideal for the volunteer.

Mr. Stein's work should be valuable as a general resource and overview of the need for victim/witness assistance programs and its function within the framework of the criminal justice system. The first chapter (as indicated by the outline) will discuss the wide margin between the expectation and reality of victim/witness behavior. Mr. Stein proposes the improvement of the criminal justice system as the most realistic and feasible solution to this problem. The chapter then goes on to outline the recent developments in this area through agencies such as LEAA and the Police Foundation. The book is structured to examine victim/witness assistance possibilities at each of three stages: the police encounter, the prosecution process, and the sentencing and corrections phase. Each chapter will discuss that aspect of experience, suggest possible projects, discuss existing successful programs, and provide a list of resources.

The second chapter explores the police encounter experience. Several possible volunteer functions are apparent. Mr. Stein specifically suggests using volunteers as "crisis intervention specialists". These persons would direct their attention to the victim's physical and emotional needs after the shock of the crime. Counseling, referral to social services and other direct services would be offered, in addition to the much needed sympathetic ear. Police rarely have sufficient time and resources to provide the extended sympathy and understanding which the victim often needs. Other functions, such as providing the victim continuing information on the case, could also be effective volunteer roles.

Although we have not seen the outlines of the final two chapters, we do feel that the Prescriptive Package will be a useful tool both for ACTION and individual projects. The work should provide an excellent introduction in the victim/witness assistance area to the philosophical background, the present development, the possibilities for creation new programs, and the resources available.

LEAA Project Monitor: Bob Asercoff, 376-3844

B. ACTION INVOLVEMENT

UYA JUSTICE PROJECTS

UNIVERSITY YEAR FOR ACTION  
ADMINISTRATION OF JUSTICE PROJECTS

Prepared by Mary Hayes  
OPPD JUSTICE TASK FORCE  
February, 1974

PROJECTS RELATED TO CRIMINAL JUSTICE

REGION	STATE	UYA SCHOOL	PROJECT NAME	NUMBER OF VOLUNTEERS	PROJECT ACTIVITY
I	Massachusetts	University of Massachusetts at Amherst.	Worcester Juvenile Court	1	expand educational and employment services for juveniles.
	Massachusetts	University of Massachusetts at	North Hampton County Jail	3	continuing education and vocational rehabilitation; job development; post-release housing training programs.
	Massachusetts	University of Massachusetts at Boston	Community Advancement Project	4	street work counseling of juvenile offenders
p4	Massachusetts	University of Massachusetts at	Brooke House	2	counseling; job and personal development; temporary housing project.
	Massachusetts	University of Massachusetts at Boston	House of Representatives	3	research issues of concern to the Black community's correctional reform, court reform, welfare reform
	Massachusetts	University of Massachusetts at Boston	Department of Corrections	1	education advocate for recently released ex-offenders
	Massachusetts	University of Massachusetts at Boston	Medfield-Norfolk Prison Project	1	resocialization classes; research existing regulations in parole and mental health department

REGION	STATE	UYA SCHOOL	PROJECT NAME	NUMBER OF VOLUNTEERS	PROJECT ACTIVITY
I	Massachusetts	University of Massachusetts at Amherst	Northern Worcester County Legal Services	7	TV consumer education course; counseling welfare families; "Hot Line" for community programs.
	Massachusetts	University of Massachusetts at Amherst	Western Massachusetts Legal Services	19	Legal briefs, intake, counseling; tutoring advise patients of right in State hospitals
	Massachusetts	University of Massachusetts at Boston	Massachusetts Law Reform Institute	1	Welfare law litigation liaison work with welfare rights organizations; <del>poverty programs citizen groups</del>
ps	Massachusetts	University of Massachusetts at Boston	Fields Corner Legal Assistance	1	Represent clients before housing board; handbooks on rights-public utilities and housing; train welfare recipients.
II	New York	Queens College	Queens Legal Services	6	Counseling-welfare, advocacy, tenant and education.
	New York	Queens College	Matrimonial Legal Services	1	Research and counseling
III	Washington, DC	Howard University	National Consumer Information Center	8	Investigate complaints and try to resolve them before they enter the court system.



REGION	STATE	UYA SCHOOL	PROJECT NAME	NUMBER OF VOLUNTEERS	PROJECT ACTIVITY
I	Vermont	University of Vermont	Department of Corrections	1	develop curriculum and set up an educational T.V. system for prisoners.
	Vermont	University of Vermont	Department of Corrections	1	administer a grant received by the correctional institution.
	Vermont	University of Vermont	Burlington Volunteer Court	1	probation and parole aid for adults and youth
96	Vermont	University of Vermont	Youth Services Center	2	research and referral aimed at youthful social adjustment
	Vermont	University of Vermont	Vermont Legal Aid, Inc.	2	paralegal work with low-income prisoners-divorce, bankruptcy; advise prisoners of rights.
II	New Jersey	Glassboro State College	Drug Rehabilitation Program	15	vocational, educational, and social service aides; job-finding, job preparation skills educational counseling; job referrals, social service referrals.

REGION	STATE	UYA SCHOOL	PROJECT NAME	NUMBER OF VOLUNTEERS	PROJECT ACTIVITY
	New Jersey	Glassboro State College	Manpower Corrections Department of Employment Services	7	prepare prisoners for return to civilian life; job development.
	New Jersey	Glassboro State College	Leesburg State Prison	3	educational programs for rehabilitation.
III	Washington, DC	Howard University	Police Services	4	research Black policemen/college students to determine their attitudes towards the criminal justice system
27	West Virginia	West Virginia State	Kanawha County Juvenile Court	6	junior probation officers work to reduce rate of recidivism
	West Virginia	West Virginia State	YMCA	1	pre-delinquency recreation hygiene classes, etc.
IV	West Virginia	West Virginia State	YMCA/NYPUM	3	provide outlet for young boys from inner city (with mini-bikes.)
	Alabama	University of Alabama	Tuscaloosa County Juvenile Court	6	counseling-with family problems, educational problems job development.

REGION	STATE	UYA SCHOOL	PROJECT NAME	NUMBER OF VOLUNTEERS	PROJECT ACTIVITY
III	Pennsylvania	University of Pennsylvania	Bureau of Consumer Protection	2	Television fraud investigation; define fraud issues for senior citizens.
IV	Pennsylvania	University of Pennsylvania	Community Legal Services	5	Investigating bi-lingual program to determine their validity.
88	Pennsylvania	University of Pennsylvania	Community Legal Services	4	Investigating fraud cases.
	Kentucky	University of Kentucky	Tenant's Services	7	Housing problems of low income people
V	Ohio	Central State University	Dayton Model Cities Legal Services Components	4	Legal assistance through personal contact and service program
IV	Louisiana	University of Southwestern	Lafayette Parish	2	Assure indigent defendants adequate representation, by experienced counsel.
IX	California	Pepperdine University	Legal Aide Foundation of LA	8	Paralegal work with low-income clients.

REGION	STATE	UYA SCHOOL	PROJECT NEME	NUMBER OF VOLUNTEERS	PROJECT ACTIVITY
IV	Alabama	University of Alabama	Tuscaloosa Police Department	4	probation aide-counsel with family and personal problems.
	South Carolina	South Carolina State College	Orangeburg County Partners	10	Big brother/big sister operation; senior partner provides guidance and counseling to youth.
V 6a	Illinois	Malcolm X College	Juvenile Court-Cook County	3	legal assistance/senior probation officer redirect energies of delinquents; counseling, job development, continuing education.
	Ohio	Kent State University	Trumbull County Juvenile Court	3	prevention and control of serious delinquency; lay the foundation for a youth services bureau.
	Ohio	Kent State University	Portage County Probation Aide	8	probation aides; counseling with families, job development and tutoring
	Ohio	Kent State University	Akron YMCA Juvenile Justice	6	community-based treatment for delinquent youth counseling, etc.
	Ohio	Kent State University	Summit County Juvenile Court Intake Worker Program	3	counseling, job development with first offenders.

REGION	STATE	UYA SCHOOL	PROJECT NAME	NUMBER OF VOLUNTEERS	PROJECT ACTIVITY
V	Michigan	Oakland University	Oakland County Juvenile Court	7	probation problems and neglect and abuse issues.
VI	Texas	Texas Southern University	Community Unit Probation Service	3	working in Junior High trying to reduce rate of delinquency; counseling, tutoring.
	Texas	Texas Southern University	Community Unit Probation Service	3	establish, administer and evaluate a half-way house.
VIII b10	Montana	University of Montana	Montana Board of Pardons	15	counselors; pre-sentence work check for various services availability; individual innovative projects.
	Montana	University of Montana	Aftercare Agency	5	assist youth in transition from institution to community living; set up halfway houses.
IX	California	Pepperdine University	Los Angeles Probation Department	3	Drug abuse - assist juvenile delinquents with problems in this area.
	California	Johnston College University of Redlands	San Bernardino Juvenile Hall	1	counseling, tutoring, job development.

REGION	STATE	UYA SCHOOL	PROJECT NAME	NUMBER OF VOLUNTEERS	PROJECT ACTIVITY
VII	Kansas (6/74)	Wichita State University	Police Community Relations Project	30	working within a given target area to improve/ police/ community relations
IX	Nevada	University of Nevada	Focus Runaway	7	hostel and counseling for first offenders
b11					

## NEW PROJECTS

REGION	STATE	UYA SCHOOL	PROJECT NAME	NUMBER OF VOLUNTEERS	PROJECT ACTIVITY
X	Oregon	Lewis and Clark College	Family Service 7th Step Foundation/ National Prisoners Organization	3	strengthen supportive links between prisoners and families
	Oregon	Lewis and Clark College	Youth Division Project Portland S.E. Youth Service Center	5	delinquency prevention-counseling, job development, legal information, referral services
b12	Oregon	Lewis and Clark College	Youth Diversion-N. Branch Portland YMCA	5	delinquency prevention, counseling, job development
IV	Georgia (5/74)	Mercer University	Diagnostic Evaluation Center	2	GED program, job development, counseling beyond the traditional level.
	Georgia (5/74)	Mercer University	Macon Transitional Center	2	volunteers work with the "early-outs" parole aides trying to set up a recreational programs.
	Georgia (5/74)	Mercer University	Georgia Rehabilitation Center for Women	2	counseling female offender
	Georgia (5/74)	Mercer University	Georgia Council on Human Relations	2	prisoner support group; organize cooperation among citizen groups to help the prisoners

REGION	STATE	UYA SCHOOL	PROJECT NAME	NUMBER OF VOLUNTEERS	PROJECT ACTIVITY
	California	Pepperdine University	Department of Consumer Affairs	9	Investigate consumer fraud cases
X	Washington	Western Washington State College	Northwest Legal Services.	5	Research/investigation and preparation of legal cases; also family law housing, welfare rights, individual innovative projects.
b13	Oregon	Lewis and Clark College	Consumer Protection Reform-Oregon Student Public Interest Research Group	5	protect civil and legal rights of clients; check into consumer protection agencies
	Oregon	Lewis and Clark College	Community Preventive Law-Multnomah Co. Legal Aid	5	develop mechanisms for identification, resolution and prevention for legal problems common among low-income residents.
	Oregon	Lewis and Clark College	Ombudsman Demonstration Project-State	4	Research citizen grievances and develop administrative and legislative solutions.



PROJECTS RELATED TO LEGAL SERVICES/LEGAL ASSISTANCE

## NEW PROJECTS

REGION	STATE	UYA SCHOOL	PROJECT NAME	NUMBER OF VOLUNTEERS	PROJECT ACTIVITY
IX   S19	Nevada (planning)	University of Nevada	Clark County Legal Services - Poor People Pulling Together	5	advise clients on tenant and housing projects
	Nevada (planning)	University of Nevada	Clark County Legal Service - Information Action Bureau	5	advise clients in numerous civil matters
	Nevada (planning)	University of Nevada	Clark County Legal Service - Operation Life Welfare Rights Organization	5	hearings on civil problems such as housing, welfare, etc.
	Nevada (planning)	University of Nevada	Clark County Legal Services - Henderson Legal Services	5	legal assistance for problems of elderly Mexican-Americans

REGION	STATE	UYA SCHOOL	PROJECT NAME	NUMBER OF VOLUNTEERS	PROJECT ACTIVITY
	California	New College of California	Inmate Services San Francisco City Jail	20	establish interview procedure to ascertain needs of inmates legal, medical, employment, social services.
X	Washington	Eastern Washington State	Juvenile Parole Services	1	counseling-family matters school, peer relationships work performance.
b16	Washington	Western Washington State	Indian Ridge Treatment Work Facilities	1	job development, educational counseling, recreational and social involvement and in a transitional capacity.
	Washington	Western Washington State	YMCA	3	probation officer aides
	Washington	Western Washington State	Island County Juvenile Court Services	2	recruit and train citizen volunteers, counseling, tutoring, etc. juveniles
	Washington	Western Washington State	King County Youth Affairs Community Development Division	16	counseling-resource development in available youth services-set up a referral system after hours emergency
	Oregon	Lewis and Clark College	Prisoner's Assistance Project-Multnomah County Legal Aid	6	service and research in civil rights of prisoners unwarranted convictions/institutional problems/in common problems.

UYA JUSTICE PROJECTS

REGION	Number of Projects	Criminal Justice	Legal Services	Number of Volunteers	Criminal Justice	Legal Services	Legal Proj.	Services Vols.	Youth Proj.	Counsel. Vols.
I	16	10	6	50	17	33	6	33	3	7
II	5	3	2	32	25	7	2	7		
III	8	3	5	33	10	23	5	23	3	10
IV	8	6	2	35	26	9	2	9	3	20
V	7	6	1	34	30	4	1	4	6	30
VI	3	2	1	8	6	2	1	2	2	6
VII	1		1	30		30	1	30		
VIII	3	3		28	28				2	13
IX	12	4	8	85	31	54	8	54	3	11

b17

Department of Corrections      Youth/Adult Counseling      Prisons      Adult Counseling  
 Proj.      Vols.      Proj.      Vols.      Proj.      Vols.      Proj.      Vols.

3	3	2	3	2	4		
		2	22	1	3		
				1	2	2	4
						1	15
				1	20		
				2	4		

b18

C. ACTION STATE VOLUNTEER  
COORDINATORS: REPORTS OF  
JUSTICE ACTIVITIES

Arizona: Leo Beaman  
Director, Volunteer Services  
Department of Corrections  
(602 271-5025)

The Governor's Voluntary Action program in Arizona funded by ACTION was initially contacted, but the office only opened last Fall and has yet to reach the criminal justice field.

Mr. Beaman acts as director of volunteer services in the Department of Corrections. At the present, he does all recruiting, training, planning and administrative work himself with a budget which only provides for his salary. There are 18 programs in operation now with 120 volunteers. (This figure does not include volunteers from private organizations such as the Jaycees. Mr. Beaman estimated approximate 350 volunteers in corrections if those groups were included.) Most of these volunteers provide direct services as parole aides or as counselors, teachers, etc., within the institution. One project known in WIT (Women in Transition) works exclusively with inmates of the women's institution to facilitate re-entry to society. An attempt is being made to start a halfway house for these women. A visitor's project for those prisoners who do not have visitors is awaiting approval.

Finally, several volunteers work with Mr. Beaman in the central office doing administrative jobs, with one working in job placement in cooperation with the National Alliance of Businessmen.

Mr. Beaman has found that various medical problems often prevent the ex-offender from successfully adjusting in the community. To solve this, Mr. Beaman approached various medical associations of doctors, medical personnel, dentists, optometrists, and opticians and asked each person to take one free patient a year referred by the Department of Corrections. In the year and a half this program has been in existence in Phoenix, over \$22,000 worth of services has been donated. A similar project has been initiated in Tuscon. (Hospitals and diagnostic laboratories have also agreed to donate space and services.)

Mr. Beaman's most unusual program is called Jump and Cut. Several hairdressers parachute into the grounds of a correctional institution and offer to cut and style the inmates' hair.

In addition to these state programs, other projects operate on an individual basis within each county. The counties are responsible for their own probation program, many of which use volunteers. Mr. Beaman estimated that there were 30 volunteer justice projects in Maricopa County (Phoenix) alone and that Tuscon probably had had more.

From research done by the Department of Corrections, Mr. Beaman said that approximately \$25,000 per year was spent for each criminal who went through the system. This figure included costs of arrest, trial, incarceration, and welfare to the inmates' family.

Mr. Beaman's own problem within this area stems from lack of funds and lack of additional administrative staffing. There is also the problem of "petty professional jealousy" and the need for a state wide agency to coordinate these programs. (The effectiveness of the ACTION funded state coordination has yet to be seen.)



Connecticut: Ms. Sue LaPointe  
Volunteer Management Specialist  
Governor's Council on Voluntary Action  
Hartford, Connecticut 06115  
(203 566-4840)

Connecticut seems to have one of the best developed and most well coordinated justice volunteer programs in the country. One of the reasons for the strength and coordination of these programs may be an organization called the Connecticut Volunteer Coordinators in Justice. This is a state-wide organization of coordinators which provides a steady flow of information exchange in addition to joint training sessions and the opportunity to discuss similar problems. This organization has apparently fostered the cooperation and coordination which many state volunteer offices are seeking to obtain.

A brief history of one juvenile court volunteer program might serve as an example of the development of volunteers in justice in Connecticut. The Third District of the Juvenile Court of Connecticut hired a volunteer coordinator in 1973 as the result of a successful three year pilot study on the use of volunteers in juvenile court alone by the Connecticut Prison Association. The project includes an orientation screening process for volunteers, followed by the matching of the volunteer with a child on probation. Other volunteers work with the children in the detention home. Probation officers and volunteers work together in a team effort to plan a program for the child and follow his development. Each sponsor must commit himself to at least two hours per week for a minimum of three months. In July 1975, there were 67 active volunteers sponsoring 48 children. The estimated value of volunteer services for the year was over \$7,500.

In a more general perspective, Connecticut has a broad range of volunteer organizations through both public and private agencies. To mention a few:

- Department of Corrections uses 20 to 25 VISTA volunteers a year in sponsor/friendship programs with inmates.
- The Department of Probation uses volunteers extensively, including a program of volunteer counselors for the parents of 18 to 21 year old probationers.
- The State Department of Children and Youth Services use volunteer services for juveniles both in the correctional centers and for aftercare.

- The Department of Corrections funds community-based half-way houses, all of which utilize volunteers in counseling and other services.
- Women in Crisis is a private volunteer organization working in connection with the Department of Corrections to provide support on a one-to-one basis with the wives and girlfriends of incarcerated offenders.
- The Connecticut Prison Association is a private citizen organization interested in improving the criminal justice system. In addition to providing public education and information, the Association operates a sponsor program in which volunteer attorneys are matched to offenders to provide intensive counseling.
- The Jaycees in Connecticut are organized in 150 local chapters. Many of these have encouraged volunteer involvement in criminal justice in addition to some work on changing legislation. LEAA has been a major source of funding.
- Decisions, Inc. operates on contract from the Department of Corrections to provide one-to-one counseling and friendship for inmates. Volunteers are trained in decision making and value clarification before being matched with inmates. Minimum contact is two hours per week for 18 to 20 weeks. This program has been particularly well received and has grown rapidly. Projects are completely community based. Through the National Assembly Social Welfare Organization, organizations within the state hope to receive an LEAA grant for projects aimed towards the decriminalization of juvenile offenders status.
- An ACTION grant is pending for the use of volunteers to teach in corrections to solve the problem of illiteracy. Pilot programs have experimented with the use of volunteer prisoners to teach other prisoners.

Connecticut also has an unusual training opportunity. Personnel and volunteers may be trained at the Criminal Justice Academy in Haddam, Connecticut. The Academy is located in an eighteenth century jail and trainees actually stay in cells during their visit.

The Governor's Council on Voluntary Action is in the process of publishing a portfolio of the volunteer programs under the Connecticut Volunteer Coordinators in Justice. This should be a valuable resource directory of all of the state volunteer agencies and for ACTION, should it become involved in the area.

Kansas: Ms. Ardanelle Mayes  
Topeka, Kansas  
(913 296-3959)

Kansas has a fairly typical variety of volunteer services. The state office seems well-informed the projects in Topeka but unsure of volunteer involvement in justice elsewhere in the state. Volunteer programs include:

1. Friends of the Court, organized by the Women's Division of the Chamber of Commerce, providing services for juveniles brought to the court and also monitoring court hearings;
2. Chamber of Commerce rape counseling and child abuse projects
3. Chamber of Commerce sponsored "school" for convicted shoplifters;
4. Department of Social Rehabilitation Services" use of volunteer in working with the families of offenders;
5. Department of Probation and Parole use of volunteers in prisons; and
6. Department of Corrections' use of student volunteers from Washington University.

Maine: Ms. Nancy Dikeman  
Director, Main State Office on Volunteerism  
Division of Community Services  
193 State Street  
Augusta, Maine 04333  
(207) 289-3771

While volunteers in Maine do not seem to be extensively involved in criminal justice at this time, the area has been receiving a great deal of attention recently and several programs are being developed.

Within the Department of Mental Health and Corrections, only two mental health institutions have full time staff volunteer coordinators. Whatever staff coordination of volunteers in being done in corrections is only on a part-time basis. Ms. Dikeman perceives this lack of a staff coordinator as one of the major obstacles to development. When involved with volunteers only part-time, staff often become too involved in their other duties to devote any real effort to volunteers. The second problem in connection with this is the lack of training for staff in the use of volunteers. Ms. Dikeman feels that whatever programs may be operating within corrections or the jails are small and scattered.

LEAA has recently funded the community Justice Project to operate in one-county within Maine (working out of Augusta and Waterville). The project will use volunteers in diverting juveniles from the criminal justice system. There is some hope of setting up residential facilities for juveniles, also.

The Junior League of Portland has developed a volunteer program in the Boys Training Center, the state school for male juvenile offenders. In addition to being the incarceration facility for adjudicated juveniles, many judges also use the Center for juveniles awaiting court appearances. (Juveniles were previously detained in the jails.) With the use of the facility as a holding center, the need for diagnostic and testing services has increased beyond staff capabilities. To meet this need, 20 volunteers from the Junior League were trained as para-professional aides to administer educational and psychological tests and to provide individual counseling. Each volunteer has committed herself to at least three hours of work a week for one school year. The project has reportedly been a success, both by increasing testing services available and by allowing more time for individual counseling.

Despite some initial apprehension from the staff, the volunteers have been well received and have full access to all staff resources and files.

There is also some interest in Maine in starting a VIP program. Some problems are anticipated with the probation and parole officers feeling threatened by volunteers' work needs to be done on changing these attitudes.

Massachusetts: Sam Howe  
Volunteer Recruiter and Human  
Relations Analyst  
Department of Corrections  
Teverett Saltonstall Building-Gault Center  
100 Cambridge Street  
Boston Massachusetts 02202  
(617 727-8814)

After contacting the Massachusetts state volunteer services coordinator, the writer was referred to the Massachusetts Department of Corrections. This report therefore covers only the official volunteer programs run through that agency. Only projects related to corrections and pre-release are included.

The Rules and Regulations for Volunteers and Volunteer Programs with the Department of Corrections were issued on November 21, 1974. These rules govern the use of volunteers within correctional facilities and are probably typical for states which have published such rules. The rules are focused primarily on the Department's control of volunteers. Community Service Directors are appointed to coordinate volunteers in each facility. Each project and each volunteer must be approved by the superintendent, who may revoke his approval at any time. Each volunteer must be screened and oriented to the department's rules and philosophy. Security regulations are also stressed.

While one can appreciate the necessity for these rules when volunteers are allowed to work within the facilities, one can also recognize the potential for abuse if an superintendent is unsympathetic to the use and value of volunteers. Fortunately the Commissioner of Corrections in Massachusetts seems supportive of the use of volunteers.

The use of volunteers is encouraged and developed through the Division of Volunteer Services within the Department of Corrections. At the institutions there are six staff positions responsible for volunteers called Community Service Directors. There are approximately 2,500 volunteers serving 3,500 inmates. Volunteers also provide a variety of administrative and support services.

Projects at the Concord institution will serve as an example of the types of programs using volunteers:\*

1. School - Volunteers work as tutors on a one-to-one Basis.
2. Chaplain's Discussion Group - 64 volunteers work with discussion groups.
3. Peaceful Movement Committee - 49 volunteers work with groups to discuss and solve personal problems.
4. CODE - 7 volunteers work with pre-release inmates to discuss and solve drug related problems.
5. Self Development Group - 11 ex-offenders work as volunteers to locate employment and housing for inmates about to be released.
6. Prisoner's Legal Assistance Project - 41 students from Harvard Law School volunteer to aid prisoners in disciplinary hearings and other legal work.
7. Project Impact - 3 staff parole officers volunteer during their free time to advise pre-release inmates.
8. One-to-One Counseling - 53 volunteers are matched with inmates on a one-to-one basis.
9. Jaycees - 5 volunteers work to provide various services to the institution.
10. Newspaper - 3 volunteers are working to publish an inmate paper.
11. Counseling Services - 10 volunteers assist counseling staff.
12. Prison Health and Education Program uses 3 volunteers.
13. Pre-Employment Training - Pre-release inmates meet daily for a 4-week program covering various necessities of life outside. Twenty volunteers from various aspects of the community work with each cycle.
14. Bible Study Class - six volunteers are involved.
15. Last Chance - Five volunteers help with employment and housing for inmates with drug problems.
16. Advisory Board to Superintendent - 11 volunteers serve with staff and inmates to discuss projects and problems related to the institution.
17. Concord Release Support (IMPACT) volunteers with the Self Development Group aid offenders after release.
18. Prisoners Right Project - Nine volunteers from Boston College Law School aid inmates in disciplinary proceedings and other legal matters.

Total Volunteers: 323

\* Information taken from "The Un-Newsletter" published by the Division of Volunteer Services

Missouri: Robert Fowler  
State Volunteer Services Coordinator  
(314 751-2781)

Missouri appears to have a good variety of programs using volunteers in criminal justice in both government and private agencies. From the activity in the field, there is obviously a strong interest in the area.

The three state agencies involved in criminal justice all have full volunteer programs providing direct services. The Department of Probation and Parole has a state volunteer coordinator and two additional volunteer coordinators in the field. The Department of Corrections supports six field volunteer coordinators as the six major prisons in addition to the state volunteer coordinator. (These coordinators are funded through an LEAA grant for a Volunteers in Corrections project.) Finally, Youth services funds ten field coordinators and a state volunteer coordinator.

In addition, a grant application is presently being filed with CETA to fund a interdivisional volunteer project to locate employment for ex-offenders. The project will be modeled after Job Therapy in Washington State. Two paid volunteer coordinators are to be located in the two metropolitan areas, St. Louis and Kansas City.

The state agencies of Missouri have indicated a commitment to volunteers both in the support of state and field volunteer coordinators and the philosophy apparent in their use. Each division has developed manuals for both volunteers and coordinators. Volunteers must attend at least six hours of orientation. Their services are considered an integral part of the rehabilitation process.

Of the three programs, Mr. Fowler considers the Volunteers in Corrections as the most vulnerable. LEAA funding ends in September. Because of the somewhat emotional nature of the corrections issue, future funding from the state is uncertain.

In the private sector, three large national organizations are working in Missouri through local chapters. The Junior League operates a volunteer counseling project in Kansas City for adult probationers and parolees. The Church Women United work with the female correctional institution. The Jaycees work for employment for the ex-offender in a project called New Life.

Finally, a well publicized program of victim assistance operates in Kansas City and St. Louis. Aid to Victims of Crime is a private organization providing a variety of services to the victim. In addition to these direct services, the Youth Services, the Jaycees, and the Church Women United also work as advocates for delinquency prevention.



When asked about problems within this field, Mr. Fowler replied that ACTION's most effective role would be funding volunteer coordinators within the state. This would allow the agencies time to see their effect and then take over the funding. Mr. Fowler felt that leadership in volunteerism would be the area where ACTION could have a multiplier effect far greater than services that could be provided by a few VISTA volunteers. Finding volunteers themselves has been no real problem.

New Jersey: Patricia Barrett  
Department of Institutions and Agencies  
Trenton, New Jersey  
(609 292-0040)

Ms. Barrett was familiar primarily with volunteers within corrections.

While there are quite a few organizations working in the correctional institutions, there seemed to be little coordination or development of volunteer programs within the staff of the institutions. Most of these are small programs working on a county level, many run on funds from LEAA. Man to Man and Women to Woman are two projects providing one-to-one counseling with inmates. Several VIP projects are in operation working primarily as volunteers in probation. There is also a small Volunteer Parole Aide Program. (The Morrow Association provides counseling on a one-to-one basis.)

Volunteer training is handled by each individual group or occasionally by the institutions on an ad hoc basis. A pilot training project has just been completed at one institution. Staff training in use of volunteers is minimal or non-existent.

Ms. Barrett discussed several problems with the use of volunteers in the criminal justice system with New Jersey:

1. The correctional system has traditionally been a closed society. Volunteers are viewed with apprehension because they have a perspective that is often hostile to the institution. The citizen volunteers for the inmate, not the institution. As a result, the institution is fearful of the changes the volunteer may try to make. (The volunteer can be viewed as a political danger because of an oversympathetic attitude for inmates.)

2. While the antagonism toward the volunteer may block effective community action, the volunteer's role as an adversary is perhaps one of his most important functions. The volunteer can serve as a vehicle for change and improvement in the system through his own efforts, by educating the public, and by serving as a bridge between the inmate and the system.

3. Full-time staff volunteer coordinators are needed within the institutions in all levels of the system to advocate the use of volunteers and counter the inherent hostility.

4. Staffing problems are perhaps the core of many of the difficulties. Staff within the corrections field need training and encouragement in the value of volunteers and their effective use.

5. Training for both staff and volunteers is essential for the advocacy and coordination of volunteers in criminal justice.

6. To effectively return the ex-offender as a responsible member of the community, increased efforts should be made to recruit volunteers from the community where the offender once lived.

Rhode Island: Phyllis Roark  
Governor's Office  
Project for Citizen Participation  
Health Department Building  
75 Davis Street  
Providence, Rhode Island 02908  
(401-277-3195)

Public and private agencies in Rhode Island offer a broad, range of services. The major projects being operated through state agencies include:

1. Department of Correction: Volunteers in Corrections. Volunteers work with juveniles in detention facilities and on probation. Services include one to one counseling and job development.

2. Attorney General's Office: Diversion Program. (Julius Michaelson, 401-831-6850, Ext. 74) First offenders work as volunteers in a social service organization as a alternate to fines and/or incarceration.

3. Division of Mental Health: Youth Program. Seventy-eight volunteer college students work with youth in trouble referred by the courts and other agencies.

4. Women's Commission  
Volunteer members are presently researching conditions and making recommendations for women in prison.

Private projects and agencies include:

1. People in Trouble -- volunteers operate a hotline providing counseling and referrals.

2. Rape Crisis Center -- volunteers offer counseling, information and personal support for rape victims. Some legislative reform work is also done.

3. Dismas House -- this halfway house accepts referrals from the courts, the parole board, and occassionally the federal prison. Volunteers aid in counseling and job development.

4. Marathon House -- offers a residential self-help program for drug related problems. Commitment must be voluntary. (Marathon Houses are also located in Connecticut, Massachusetts, and New Hampshire.)

5. Jaycees work as volunteers in probation with juveniles

6. Church Women United

7. Businessmen's Alliance

South Carolina: Barbara Bollinger  
South Carolina Office of Volunteer Services  
1321 Lady Street, Room 311  
Columbia, South Carolina 29201  
(803) 758-5771

South Carolina has several fairly typical volunteer programs in court, corrections and youth bureaus (see attached list). The state is particularly notable, however, due to a private organization known as the Alston Wilkes Society. The Society is dedicated to helping those persons who have come in contact with the criminal justice system. A variety of volunteer projects are in operation to achieve this goal. Funding is obtained through the United Way, federal grants, and the 6,000 members who pay dues.

Programs of Alston Wilkes operate throughout the state but are organized and coordinated on a local basis. Some of the projects include:

- a one-to-one prison visitation program
- aid for the families of incarcerated offenders
- a one-to-one jail visitation program
- the operation of community based halfway houses
- an ex-offender alcohol abuse project with volunteers working on a one-to-one basis

A new juvenile program has just begun operation aimed towards aiding the status offender. Jail monitoring committees will use volunteers to prevent the detainment of status offenders in jail by referring them to the local youth bureau (a division of the Department of youth services). Other volunteers will provide short term emergency care in their homes to provide a temporary alternative to incarceration while the child awaits placement. Volunteers will also work directly with the Youth Bureau as counselors, tutors, and friends for the children. Finally, the Alston Wilkes Society is working with the S.C. Department of Juvenile Placement and Aftercare to find volunteers willing to provide long term foster homes for these juveniles.

In addition to these services, the Alston Wilkes Society serves as a major source of public education and information. The Society publishes its own newsletter.

Most of the volunteers are trained by the Society. Two new volunteer manuals have recently been published.

Contact at the Alston Wilkes Society for this study was:  
Charlotte Halberg  
Alston Wilkes Society  
2215 Devine Street  
P.O. Box 363  
Columbia, South Carolina 29202  
(803) 799-2490

The following names and agencies were given to the writer by Barbara Bollinger at the S.C. Office of Volunteer Services. Each of these people are connected with volunteer programs within their respective agencies:

Betty Robinson  
JoAnn Morton  
S.C. Department of Corrections  
4444 Broad River Road  
P. O. Bos 766  
Columbia, S.C. 29202  
(803) 785-6561

Patricia Padgett  
Department of Juvenile Placement  
and Aftercare  
101 Main Street  
Columbia, S.C. 29201  
(803) 785-3610

Reverand H.B. Youngblood  
S.C. Department Youth Services  
P.O. Bos 21487  
1720 Shivers Road  
Columbia, S.C. 29221  
(803) 758-6441

Mary Catherine Robinson  
Rock Hill Youth Bureau  
801 Crawford Road  
Rock Hill, S.C.  
(803) 327-6151  
Brain McLain  
Pixi Baxter  
Selective Offender Problem Program  
1311 Marion Street  
Columbia, S.C. 29201

Bunny Jones  
Richland County Family Court  
2020 Hampton Street  
Columbia, S.C. 29204  
(803) 773-3950

Sam Cole  
Juvenile Drug Program  
2 Hampton Avenue  
Greenville, S.C. 29601  
(803) 242-6862

Utah: Martin Nielson  
State Volunteer Service Coordinator  
(ACTION)  
(801 533-4058)

The State of Utah has several volunteer programs in criminal justice run primarily through various state agencies involved. From the information obtained from Mr. Nielson, there seemed to be no real emphasis in the area. The writer was unable to determine how widely volunteers were used in the various programs:

Adults:

1. County Court Services: Volunteers provide pre-trial services such as counseling and orientation.
2. State Division of Adult Probation and Parole: Volunteers act as probation and parole aides on a one-to-one basis.
3. Division of Rehabilitation Services: Volunteers aid in counseling and job placement for the offender.
4. State Prison: Volunteers provide religious services, recreational activities, and counseling for the incarcerated offender.

Juveniles:

5. Juvenile Detention Center: Volunteers work as counselors on a one-to-one basis with adjudicated delinquents placed in detention. (Sponsored by city and county)
6. Juvenile Court System: Volunteers provide probation services including counseling for both the delinquent child and his family.
7. Youth Services: These programs are funded within the county to provide pre-trial services for the juvenile delinquent, such as counseling and intake proceedings.
8. University of Utah Bureau of Community Development: Through this program students are placed as volunteers in various agencies including those in the criminal justice system.

Private organizations involve:

1. Children's Service Society: This organization provides a variety of services for children, including placement in foster home and programs in detention centers for juveniles in trouble.
2. Church Women United: The Salt Lake City chapter of this organization is in the process of launching a project called Crime Alert. The program will include crime awareness education and the initiation of a block watch project.

Virginia State Office on Volunteerism:  
Directory for Volunteers in Virginia's  
Criminal Justice System  
April 1976

Under a grant from the Virginia Council on Criminal Justice, the Virginia State Office on Volunteerism (ACTION Funded) has published a criminal justice volunteer directory. The directory seems to be the only one of its kind. It is an excellent precedent which other states should be encouraged to follow. The book includes seven sections:

- (1) a survey inventory of Virginia volunteer programs
- (2) a glossary of criminal justice terms
- (3) a bibliography of references in the field
- (4) information on funding
- (5) technical assistance resources
- (6) maps and charts of justice projects in Virginia, and
- (7) descriptions of model programs.

A total of 377 programs in Virginia are listed, not including a separate list of 21 Jaycee chapters involved in justice.

The immenses value of such a publication is obvious. Resources are available for both new and existing programs. Few states have achieved such a complete centralized organization.



BOYS' CLUBS OF AMERICA: Mr. Russel Inserra  
771 First Avenue  
New York, New York  
(212) 684-4400)

There are 1,076 Boys' Clubs throughout the 50 states, Puerto Rico, and the Virgin Islands serving approximately 1.5 million boys. Each club operates with a nucleus staff of paid professionals supplemented by volunteers. No figures are available on the number of volunteers involved because of the relative independence of the individual clubs.

In a very real sense, the entire concept of Boys' Clubs is directed towards delinquency prevention. Programs are directed primarily at low income groups and include citizenship education, recreation, and job training. One HEW funded program called "Help-a-Kid" involves older youth in working with younger youth to prepare them for parenthood. Both groups benefit from the various types of training included in the program. Although HEW funding has officially terminated, many clubs have continued the project independently. The Keystone Club is another special Boys' Club project. This aspect of the club is directed at peer leadership for boys 12 to 18 years of age.

Boys' Clubs is in its second year of funding for a three year project sponsored by the National Institute of Alcohol Abuse and Alcoholism. The program is concerned with alcohol abuse prevention and has operated in 10 pilot sites each year. A newsletter is circulated to all of the clubs with reports and suggestions for imitating the program on an individual basis.

Two projects presently in the proposal stage are awaiting funding from LEAA. One is directed specifically at juvenile delinquency prevention (using youth effectiveness training), while the other is concerned with diversion. The diversionary project plans to operate at six pilot sites to provide alternatives to incarceration for adjudicated youth.

In addition Boys' Clubs is working with the National Assembly of National Voluntary Health and Social Welfare Organizations in its LEAA funded project to provide alternatives to incarceration for status offenders.

Interview: Wayne Hopkins  
Chamber of Commerce of the U.S.A.  
1615 H Street, N.W.  
Washington, D.C. 20006  
(202) 659-6000

The Chamber of Commerce is a federation of community chambers representing local businessmen. There are presently approximately 2,500 local chambers, 1,100 trade associations, 47 state chambers, and total of 60,000 business members within the Chamber of Commerce organization. Each chamber is organized and funded on the local level.

Crime has been an important concern for the Chamber of Commerce both as a pervasive social problem and one which directly affects chamber members. While projects are primarily organized on the local level, the national organization offers printed materials, information, and encouragement. One widely used publication, Marshalling Citizen Power Against Crime, discusses the need for citizen action and methods of organizing projects, and gives examples of projects from various chambers. The large majority of these programs use volunteers either in providing direct services in the criminal justice area or in using the businessmen's expertise in identifying the problems and planning possible solutions. Some examples are: (Taken from MCPA Crime copy 1970)

1. In the Texas Department of Corrections, businessmen volunteers aid in the prison pre-release program by teaching courses in things such as finance.

2. Citizens on the Greater St. Paul Employer's Council for Equal Employment Opportunity serve as liasons between pre-release inmates and potential employers.

3. Citizens acting as court watchers in the Indianapolis Anti-Crime Crusade have reduced delays and improved court efficiency.

4. The TIP (Turn in a Pusher) Project was initiated by the Chamber of Commerce in Tampa, Florida has since extended to other areas. Anonymous informants are given rewards if a pusher is arrested on their information.

5. The Operation Identification program has been sponsored by Chambers all over the country. Citizens are loaned the equipment to engrave identification numbers on their valuable possessions.

Ed Tabor: Intertribal Council  
California  
(Contacted through Paula Wegner of the  
California Youth Authority)

Ed tabor is in charge of the only volunteer programs for Indians researched in this study. Under the direction of Governor Brown, Mr. Tabor is in the process of expanding his Indian justice programs throughout the state.

California has one of the largest Indian populations in the country, 95% of which is in urban or rural areas and not on reservations. Ed Tabor is attempting to provide services to bridge the cultural gaps of the existing justice system in the treatment of Indians, particularly juveniles. The program is seeking to provide diversion alternatives for both adults and juveniles and to act as a liason with county agencies. Volunteers, from both ACTION and the community, work to improve community relations and develop resources. Mr. Tabor's attitude is one of caution. He has planned his programs carefully. Money is only accepted when he is sure it will be used effectively and effeciently, unlike many volunteer projects. Progress is evaluated at each step.

Job Therapy: Aneta Whitely  
Seattle, Washington  
(206 622 9620)

Job Therapy originated as an organization whose goal was to aid the offender's transition back into society after incarceration. Initially the organization aided in finding employment and provided a "friend" who worked on a one-to-one basis as a companion and counselor. Since that time the services have been separated. Job Therapy is now only working in finding employment for ex-offenders. One-to-one counseling services are available through another group called Man-to-Man is primarily a volunteer group, Job Therapy is operated with a paid staff. Volunteers are being used in Job Therapy, but apparently not to any large extent. In 1975, over 1,500 clients were served and 436 placements were made.

The Job Therapy concept has expanded to 13 other states. Each unit is operated autonomously, with some still providing one-to-one sponsorships.

Junior League: Mr. Michael Orzechowski  
IMPACT Project Director  
Association of Junior Leagues  
825 Third Avenue  
New York, New York 10022  
(212 355-4380)

The Junior League is well know for its involvement in the criminal justice area. The League itself consists of 229 individual Leagues. The IMPACT project was initiated nationwide in 1973 with an LEAA grant. In 1975 there were 1,972 volunteers working in 168 Junior League criminal justice projects. Money spent in 1975 alone included \$1,772,000 from the Junior Leagues and \$3,771,448 from outside sources. Projects cover the entire criminal justice area, although juvenile justice is a major emphasis. Juvenile projects include 36 group homes, 9 juvenile court programs, and 37 delinquency prevention projects. Other programs involve adult rehabilitation, job development for ex-offenders, and rape prevention education.

National Alliance for Safer Cities  
165 East 56 Street  
New York, New York 10022  
(212 751-4000)

The National Alliance for Safer Cities was formed in 1970. Its goal is to involve national and regional organizations in fighting the crime problem:

- (1) to improve the criminal justice system (police, courts, and corrections);
- (2) to promote new legislation and more effective law enforcement; and
- (3) to improve police-community relations and improve citizen support.

The primary focus of the organization seems to be crime prevention and education. Local alliances are given aid and information by the national office but are otherwise autonomous. Volunteers are used locally in community programs and more generally in crime prevention efforts. Some of the local alliance work with juveniles and ex-offenders as well as crime prevention. Members include groups in Philadelphia, St. Louis, New York, Rochester, New York, Cleveland, Kansas City, Missouri, and Dade County, Florida. In order to become an affiliate of the national office, local alliances must reflect the racial, religious, and social make-up of the community.

The National Alliance of Businessmen  
1730 K Street, N.W.  
Washington, D.C. 20006  
Sister Rita Fantin  
(202 254-7108)

The National Alliance is not a volunteer organization in the usual sense of the term. Corporations "loan" their executives to work with programs for the disadvantaged while continuing to pay their salary. Approximately 85 such executives are presently working in 130 offices. Several services are provided in the justice area including parole aid programs, community education, and job development for ex-offenders. Rather than providing direct services, the goal of the Alliance is to develop community resources to organize such projects.

The National Assembly (of National Voluntary Health and Social  
Welfare Organizations, Inc.)  
345 East 46th Street  
New York, New York 10017  
(212 490-2900)

Under a grant of \$1,431,481 from LEAA (and \$158,395 in matching funds), 16 national agencies are developing a project directed at serving status offenders by providing alternatives to institutionalization. Local affiliates of the National Assembly will combine resources and efforts in five chosen sites: Tuscon, Arizona; Spartenburg, South Carolina; Oakland, California; Spokane, Washington; and Connecticut (the entire state). The project began in January 1976, and is currently funded for two years. In addition to developing community services as alternatives to institutionalization, the project will also focus on developing preventive programs. A national technical assistance resource panel will provide assistance to the local affiliates. The agencies participating are:

Association of Junior Leagues  
American National Red Cross  
Boy Scouts of America  
Boys' Clubs of America  
Camp Fire Girls, Inc.  
Child Welfare League of America  
Girl Scouts of the U.S.A.  
Girls' Clubs of America  
National Council on Crime and  
Delinquency  
National Council of Jewish Women  
National Federation of Settlements and  
Neighborhood Centers  
National Jewish Welfare Board  
National Board, YWCA  
National Council, YMCA  
Travelers' Aide/International  
Social Service of America



Interview: Isolde Weinberg  
NCVA (National Center for Voluntary  
Action  
1785 Massachusetts Avenue, N.W.  
797-7800

NCVA operates primarily as an information center for volunteer organizations. Much of its work is involved in gathering information and ideas from various types of volunteer projects and sending this information to groups attempting to organize projects. Some on-site consulting and training is also done. NCVA seems to be important as a resource center and clearinghouse for ideas in the volunteer area.

Ms. Weinberg has worked in the area of criminal justice primarily in juvenile delinquency. In 1972 she wrote Volunteers in Youth for HEW. In the area of juvenile delinquency, she feels that prevention is an especially significant area - working with both the family and the child as early as elementary school.

Ms. Weinberg feels that the area of volunteers in criminal justice is a fairly well developed one, although the existing "know-how" is not always put into practice as new programs develop - this is perhaps a problem of making the information available, one of NCVA's primary goals. Child advocacy and child abuse were particularly mentioned as new areas of interest.

Ms. Weinberg remarked that criminal justice was becoming "sterner" and that volunteers in the area would respond to this trend.

NCVA also helped start 300 local Voluntary Action Centers which promote and place volunteers in the community.

National District Attorney's Association  
Mr. Tom Goodbody  
1900 L Street, N.W. Suite #607  
Washington, D.C. 20036  
(202 872-9504)

With LEAA funding of approximately \$1 million, the National District Attorney's Association has developed pilot programs in eight field offices directed at victim/witness assistance. In addition five other offices have initiated such programs with independent funding. The project is presently in its second year. The goal of the project is to sensitize the district attorney offices to the needs of the victims and witnesses. Some of the services provided through this program include:

- mail/telephone contact to alert the victim or witness to upcoming court dates.
- providing transportation for court appearances.
- interceding with the victim or witness' employer to encourage cooperation in allowing the necessary leave.
- providing a comfortable atmosphere in witness reception centers to greet and orient the victim/witness.
- expediting return of recovered property.
- notifying the victim/witness of the progress or resolution of the case.
- providing baby-sitting services in the reception centers.
- providing general public information.

Of the eight funded field units, four are presently using volunteers: Chicago, Illinois (6 volunteers); New Orleans, Louisiana (5 volunteers); Philadelphia, Pennsylvania (5 volunteers); and White Plains, New York (3 volunteers). From the type of services being offered, it would seem that volunteers could be used far more extensively. In one of the pamphlets distributed by the Association, "16 Ideas to Help District Attorneys Help the Victims and Witnesses of Crime", the use of volunteers is recommended. Perhaps utilization of volunteers could be more actively encouraged, however.

National Federation of Settlements and Neighborhood  
Centers  
New York, New York  
Walter Smart  
(212 679-6110)

The National Federation is a loose alliance of 171 members operating neighborhood centers. While each program is run autonomously, each center uses volunteers supplementing a paid staff. Over 90% of these centers are based in low income neighborhoods. A variety of community-based programs and services are provided, usually including crime prevention and delinquency prevention. The United Way is the primary funding source.

National Organization for the Prevention of Rape and  
Assault (NOPRA) 777 U.N. Plaza  
New York, New York 10017  
(212 371-3664)  
Mr. Fred Storaska  
Executive Director

NOPRA was organized in 1974 as a research organization whose primary function is the dissemination of information on the prevention of rape and assault (particularly child molestation). NOPRA distributes most of its information to community groups and high schools. The agency also provides some referral services.

Mr. Storaska presently supports the organization with his own personal finances. Last year alone he spoke at several hundred functions, including a large number of college campuses.

In every sense of the word, Mr. Storaska is a volunteer running the organization. He uses volunteers to some extent doing basically clerical jobs (answering the telephone, typing, etc.). Mr. Storaska's biggest problem in using volunteers is the high turnover rate after spending both time and effort in training. The volunteer he has been most successful with is the suburban housewife whose children are either in school or grown. Another problem may be a reluctance to handle a call of a rape victim which the organization periodically gets.

Mr. Storaska's focus has been on the prevention of rape and assault rather than victim assistance. (He estimates there are probably 200 rape crisis centers in the country many or even most of which utilize volunteers.) His goals are both to prevent the occurrence of rape in specific situations and to change attitudes in general.

National Retired Teachers Association - American Association  
of Retired Persons: Ms. Lee Pearson  
1909 K Street, N.W.  
Washington, D.C. 20049  
(202 872-4700)

The National Retired Teachers Association and the American Association of Retired Persons (NRTA-AARP) are organizations concerned with the needs and the problems of the older American, a population which includes over 21.8 million people over the age of 65. Both organizations share a common national staff supporting a membership of over 9½ million. (This figure includes 800,000 members of NRTA and 150,000 members of Action for Independent Maturity. AIM is an organization for citizens between 50 and 60 years of age preparing for retirement.) With the exception of the national staff, the entire organization is operated on a volunteer basis.

According to a national survey conducted by NRTA-AARP, crime is the most important concern of the retired citizen after food and shelter needs. In order to effectively address this concern, further research was done to determine what the crime problem was for the older American. It was found that while many older citizens were most concerned about the crimes of physical violence of rape and murder, the probability of these crimes being committed by a stranger was very low. Another finding determined that 35% of the burglaries committed were made possible by an unsecured entrance. Finally the research concluded that while armed robbery usually resulted in the loss of only small amounts of money, fraud schemes often had much more devastating effects by wiping out life savings or subjecting the person to large debts.\* Many of these crimes against the elderly could have been easily prevented by simple crime prevention techniques and some basic crime education to develop an awareness of fraud schemes. Under the direction of George Sunderland, NRTA-AARP initiated its Crime Prevention Program in 1972. A series of four two-hour sessions were offered to all interested chapters. The sessions covered street crime, residential burglary, criminal fraud, and community-police relations with a film and a script to guide discussion for each session. Since 1973, 750 chapters have conducted these seminars on crime prevention. The National office also provides various printed materials on request. Two such pamphlets are "Your Retirement Anti-Crime Guide" and "How to Spot a Con Artist".

In addition to this educational program, NRTA-AARP has been active in encouraging the use of older citizens as volunteer aides in law enforcement. An example of this type of cooperation is Operation Lifeline in Huntington, West Virginia. Approximately 200 elderly citizens call into the police station each day at a specific time to "check in". These are usually persons living alone without any means of transportation. If anyone should fail to call in at the agreed time, the police are sent to the person's home to see if there are any problems. The police believe that at least five lives have been saved by this program. The entire project is run by a 72-year old volunteer.

Sun City, Arizona is a community of 30,000 retired residents. The community has no official police department as such, but 250 community volunteers provide their own law enforcement services. Golf carts are often used to patrol the community, particularly to check on homes when residents are away on vacation. Other residents use their own aircraft to conduct air searches for the nearby sheriff's department. The system operates with the aid and supervision of Sheriff Blubaum. The program has been so successful that NRTA-AARP has encouraged its use as a model throughout the country. Although Sun City is somewhat unique because of the economic level of its citizens, the basic principle of the program has been successful in other more typical communities.

In Phoenix, Arizona retired law enforcement officers volunteer their time to process the prisoners flowing in and out of the city jail. These volunteers handle more than 1,000 prisoners a day.

NRTA-AARP has been granted \$250,000 to develop a training package on understanding both the capabilities and the problems of older citizens. An elective course is already being offered at the Academy on the subject. With the grant from LEAA, NRTA-AARP hopes to make this educational information available to 700 police training academies. Although this project will probably make little direct use of volunteers, it is a significant step in promoting effective cooperation between the police and the elderly citizen, whether as a volunteer or a victim of crime.

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\* George Sunderland, "Crime Prevention for the Elderly,"

HUD Challenge, September , 1974, p. 28-29

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NRTA-AARP seems to be attacking what is often the major difficulty in volunteer organizations--the acceptance of volunteers by staff and personnel. With older citizen this may be a particularly serious obstacle due to the various myths of old age.

National Sheriff's Association  
Ellen Auerbach  
1250 Connecticut Avenue, N.W.  
Suite #320  
Washington, D.C. 20036  
(202 872-0422)

The National Sheriff's Association's Neighborhood Watch project is in its third year of funding from LEAA. While the project does not use volunteers directly, its purpose is to encourage self-help crime prevention through individual behavior and community cooperation. Through the local sheriff and police departments, various printed materials are distributed providing general crime prevention information, suggestions for securing the home, and procedures for developing a Neighborhood Watch Program. The prevention of burglary is its primary focus. Of the seven national index crimes, burglary was the second highest in 1974. Between 1969 and 1974, burglary had the highest rate of increase (53.3%).

The Neighborhood Watch Program includes such programs as organizing community councils to discuss the crime problem and plan preventive measures, distributing educational material, introducing Operation Identification (engraving an identifying number on valuable property), and organizing block watches. The block watch may take a variety of forms. Neighbors may be encouraged to keep a watch on each other's properties. A communication system may be developed. Some communities have even organized patrols to walk through the neighborhood at periodic intervals to keep an eye out for any problems.

There are currently 1,204 sheriff departments and 312 police departments using the association's materials. Citizens groups which have been active requesting and distributing<sup>1</sup> the information includes the Jaycees, the Chamber of Commerce, the Federation of Women's Clubs, and the Hundred Clubs.

An evaluation of the project was prepared in 1975. In a nationwide mail survey, almost all of the agencies agreed that the program would be a "valuable aid" in reducing crime. Although many agencies felt that additional staff time and support would improve the project, most agencies are pleased with the program and its results.

<sup>1</sup> "The National Neighborhood Watch Program and Evaluation" prepared by Engineering Consultants and Publications, 1976.



In the second phase of the evaluation, 164 agencies were asked to complete an in-depth evaluation booklet. The results of this survey showed:

- 95.5% of the agencies agreed that the Neighborhood Watch Program had a positive effect on the burglary problem.
- 42% agreed that the number of attempted breaking and enterings had declined.
- 35% reported a documented decrease in the overall burglary rate.
- 48% reported a documented increase in citizen reporting of braking and enterings.

Finally the evaluation included an impact study reviewing the success of the program at a singel site. Monroe County New York was chosen. In the two pilot areas of Henrietta and Pittsford total burglaries declined 17.8% and 36.2% respectively, when the periods from February to May were compared for 1974 and 1975.

National Youth Alternatives Project

Mark Thennes

Washington, DC

(202 785-0764)

The National Youth Alternatives Project is primarily an advocacy group working to find alternatives to incarceration for runaways and other juvenile delinquents. In addition to publishing a newsletter, "Youth Alternatives", the staff works with a crisis intervention hotline, the National Federation of State Youth Service Bureaus Association, and the National Network of Runaway Youth Services. Under a federal grant from HEW, technical assistance is provided to runaway centers.

Because of the nature of the organization, it is impossible to determine the extent to which volunteers are used. Most of the 110 members of the runaway network utilize volunteers as counselors. In the approximately 500 Youth Service Bureaus, volunteers are used to work with juveniles referred from courts and the police. The crisis hotlines are usually manned by volunteers.

Offender Aid in Restroation (OAR)  
414 4th Street, N.E.  
Charlottesville, Virginia 22901

Offender Aid in Restoration was organized several years ago to help offenders help themselves. One-to-one sponsorships are provided by volunteers for pre-release offenders. The program seems well-respected as one of the best volunteer efforts in the criminal justice area. In addition to the Virginia offices, the program has expanded to North Carolina, Maryland, and New York. Services have also expanded to include halfway houses, projects for juveniles, job referrals, and job development. Between 1970 and 1975, a total of 1,536 volunteers were trained and matched with 2,967 clients. In addition, VISTA volunteers account for over one-third of the full-time staff.

OAR has proven effective according to independent evaluation. In an evaluation submitted by Meta Metrics in 1973, it was shown that only 10.7% of the OAR clients committed offenses within a nine-month period, as compared with 20.8% for the control group.

Partners, Inc.  
1260 West Bayand  
Denver, Colorado 80223  
(303) 777-7000  
Bob Moffitt, Executive Director

Partners is an organization providing one-to-one friendship relationships to juveniles between 10 to 18 years of age. These youth are referred by the Denver Juvenile Court, the Neighborhood Youth Service Bureaus, and the Denver Public Schools. These "Junior Partners" are matched with adult volunteers (Senior Partners) for a period of at least one year during which the Senior Partner spends time with the Junior Partner on a weekly basis. During this year the Partners' staff also provide counseling as necessary and arrange for free medical and legal services for the child. In addition, an alternative school program will begin operation this fall funded by a grant from the Lilly Foundation.

Since its origin in 1968, over 2,300 youth have participated in the Partners program. As of April 1976, there were 393 active participants.

Partners 1975 cash budget was \$391,770 (not including contributions of services). Approximately 49% of that was an LEAA grant, 38% from private contributions, and 10% from the Denver Juvenile Court. About three-fourths of that amount paid the salaries of the 27 full-time staff.

The volunteer Senior Partners are the focus of the Partners program. (In addition, community doctors, dentists, and lawyers have volunteered their services.) (Six pilots volunteer their time and equipment regularly to fly the Junior Partners over Denver.) The Senior Partners provide three or more hours per week of contact with the child. When compared to the usual half-hour per month conference with a probation officer, the Senior Partners provide 24 times as much contact. On a cost basis, Partners has calculated that their cost is \$598.66 per year per child, compared with \$708.53 per year for formal probation and \$10,300 per year for institutionalization.

To determine the effect of the Partners program, five studies have been done by the University of Colorado and the Denver Juvenile Court. All of these studies showed significant successes when measured in terms of recidivism.

Volunteer Parole Aide Program (VPA)  
American Bar Association  
Washington, D.C.

In 1971 the ABA was awarded an LEAA grant of \$210,995 to initiate the Volunteer Parole Aide Program under the ABA Young Lawyers Section. In the beginning the concept was to recruit lawyers to volunteer as one-to-one counselors for offenders who would soon be released from prison. The theory was that the lawyer would be an especially effective counselor because of his skills and his ties in the community. In addition, the lawyer as the volunteer would hopefully cause less apprehension for the prison officials.

Over the five years during which the project was funded, 22 states received money to start programs. Beginning in 1974, non-lawyers as well as lawyers were recruited as community volunteers. Other services besides one-to-one counseling were developed. In New Jersey, for example, volunteer lawyers trained personnel to monitor prison disciplinary hearings to ensure that due process requirements had been satisfied. Most projects attempted to incorporate some staff training and orientation to lessen the resistance to volunteers within the system. When the final report for VPA was completed in 1975, a total of \$610,995 of LEAA money had been allocated, 3,278 volunteers had been trained, and 2,686 volunteers had been individually matched with offenders.

Although the VPA project was officially terminated in 1975, at least 18 programs were continuing on an independent basis.