The ABCs of the CABs

A how-to manual on creating Citizen Advisory Boards

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Foreword

This handbook, The ABC's of CABs, was made possible by a grant from the National Institute of Corrections in Washington D.C. The grant was submitted by the Missouri Board of Probation and Parole and was administered by the St. Louis Citizens Advisory Board. The grant was awarded on October 1, 1980.

The grant, entitled Project FIRM: Fostering Involvement in Rural Missouri, was designed to promote citizen participation in Probation and Parole activities by establishing citizens advisory boards in rural Missouri. St. Louis and Kansas City, the state's two metropolitan centers, have well-established CABs, and their success sparked interest in developing new CABs in other areas of the state.

The final step of Project FIRM was the creation of a handbook to instruct interested communities and districts in organizing and developing a citizens advisory board, as well as document the history of the existing CABs.

Introduction

State and federal budget cuts have hit no social service harder than Probation and Parole. Tightened fiscal belts and ever-mounting caseloads have forced many offices to either cut valuable programs and services or to seek out alternative solutions.

The Missouri Board of Probation and Parole has found one such alternative way of maintaining quality service without spending an extra cent. In several areas of the state, they have set up volunteer-comprised boards, called citizens advisory boards (CABs), to establish and administer services that the probation and parole office is no longer able to handle effectively. The CABs were also established to involve the community in the correctional process and to help coordinate new or existing volunteer programs. Some were formed to set up special programs to fit the specific need of the area's probation and parole office.

Yet none of the CABs stopped with just one or two established functions. Several of the older CABs have gone on to create new, innovative programs that otherwise could not have been offered to Probation and Parole clients. Many CABs have raised money for client assistance funds, as well as other programs.

As the CABs began to prosper, a new, vital function of the CAB surfaced. As the CAB members grew more enthusiastic about the success of their programs, and this enthusiasm spread into the uninformed community, Probation and Parole offices, usually a target of bad press and publicity, began to receive positive reinforcement from the community. The CABs have recognized their public relations function, and many have established programs to educate citizens about probation and parole activities.

The CABs are composed of volunteers from all segments of the community, including lawyers, educators, bankers, doctors, businessmen, corporate executives, homemakers and social workers. Many members are influential community leaders. Many are private citizens with spare time to devote to a good cause. All have altruistic interests in bettering their community.

This handbook will attempt to guide you, the prospective CAB founder, in determining why and how to establish a successful, working board. As no two Probation and Parole service areas and/or communities are alike, and your CAB will be representative of your community, this handbook can not provide you with the exact steps you need to follow. We hope, however, to give you a thorough understanding of how a CAB can be formed, what services have been and can be provided, and how others have set up successful CABs. Perhaps some of our examples will also work in your community.

Finally, although you will need to make no financial investment to start a CAB, there is a definite need for a significant investment of time and dedication. No successful CAB started overnight. All have experienced periods of conflict and confusion. We hope to prepare you for these, too, and hopefully show you how to avoid them. CABs require persistence, patience and perseverance. Yet, as Missouri Probation and Parole staff have discovered, the investment pays off well.

A

Part One:

The Planning Stage

starting up

The idea of a citizens advisory board sounds good to you. But before this idea can be made a reality it must first have staff and community support.

If the rest of the staff is receptive to the CAB idea your job will be that much easier, for you will have their help and input. It is important for everyone to know that a CAB poses no threat to anyone's job. The CAB will not cause changes in policy that will effect their jobs. A citizens advisory board will eventually enable the staff to provide better services to Probation and Parole clients.

After you have received support for your CAB from your staff, seek out a reaction from the citizens in the area to be served by the CAB. A good indicator is the general attitude exhibited toward Probation and Parole and the entire correctional process. You can measure attitudes scientifically by surveying residents, but this may be too timeconsuming or even unnecessary. You can rely upon the knowledge you and your staff have about your community and its residents. If you feel overwhelming negative or hostile reactions from the community, perhaps it is best to reconsider your alternatives. If it appears that your community would favor the plan and support it, you are ready to proceed.

Once you have decided the need for a CAB exists in your community, you again need to evaluate the community. This time, you need to focus not on attitudes, but on the members and structure of the community. Seek out the people who represent the community and its concerns. You will want to identify those who wield power among the influential groups in the community and would help in establishing the CAB and implementing its programs.

It is a rare community these days where only one or two people constitute the entire sphere of influence. Most "powerful" people are powerful in one specific sector in the community. For instance, the minister of the largest church in the community wields much power due to his religious leadership. In most communities, the power is focused in four main areas: political, economic. social and religious.

The obvious political leaders to contact are elected officials, such as your mayor. councilmen and assorted constituent-approved leaders. Political party leaders are often more influential than the elected leaders and are worth contacting, especially for the connections they have. Political campaigners have an established record of committment and hard work in a volunteer capacity, and they can be valuable to your CAB or volunteer program. Although their influence may be limited. such hard workers are as necessary to make a board work as the people with big names.

Economic power is the ultimate power today, and having an economically-influential person helping your cause will be invaluable, especially when your board takes on fundraising activities. Banker, industrial leaders and powerful businessmen are people you need to know. Although economic power sources tend to stay out of the public eye more than social and political leaders, they are just as important.

Social leaders vary from region to region. In academic communities, for example, professors and academic administrators carry community clout. Wives of important men are socially significant and often have the time to devote to good causes. Retired men and women are another source of socially prominent individuals with the time to devote to volunteer work.

Religious leaders, as we mentioned, are those people who are involved in community activities of a religious nature. Many religious leaders may only be members of a church who are deeply committed and involved in its programs.

By pinpointing the leaders of influential circles, and convincing them of the benefits of a CAB, you are laying the groundwork for establishing a community-approved organization. You are also making the contacts necessary to locate the best-possible board members.

Now you know who has power and who has money. Now look for the third and final building block of the foundation of your CAB: community resources. Various organizations have considerable manpower that could be harnassed to establish your cause. Service organizations, church groups, halfway houses, and universities are filled with individuals willing to volunteer their time to champion a cause they feel is worthy. By introducing your plan to these groups, you might gain support and insight for your plan. Many may be able to suggest group projects that could help set your CAB in motion and introduce it in a positive light to the community.

Rehabilitative community agencies have many goals that might be similar to your CABs goals. Hard workers and people with ideas that could benefit Probation and Parole clients are associated with such agencies.

Service organizations vary greatly in cause. but they are also a good place to locate manpower and ideas.

Church groups are more of the same. They are a good place to locate active and influential volunteers.

Courts are another community asset to be explored. Retired judges and lawyers have had extensive experience with the correctional process. Many valuable pro-

grams have been conceived by people who are familiar with the criminal system.

Many of the programs that you might choose to establish involve the cooperation of the courts. It is an important step to establish a good working relationship with local court officials.

Universities and ***colleges*** are a tremendous source of manpower. Many prolific ideas have also come from professors in fields dealing with criminal justice or social work. Various university departments offer internships to students who are prospective social service workers. Perhaps university officials can be persuaded to consider offering additional internship hours to the student volunteers in your CAB.

Media Publicity can be utilized in favor of Probation and Parole. To achieve good working relationships with the powers that be, involve a media-related person in your CAB. The CAB will benefit from learning how to gain in public recognition, advertise meetings and programs and educate the public to the role of probation and parole in the community.

Looking for Mr. GoodCAB

After you have evaluated the power and support base for your CAB service area, you can select individuals to serve on your board. As you have introduced your CAB plan to different community leaders and workers, you should have been keeping a dossier or mental record of their reactions, as well as the benefits they offer to the board. Now you need to select those individuals that you believe would work together to achieve the ends you have set for the board. When selecting board members, there are several criteria to meet.

First of all, you need to remember that the board is being established to reflect the needs and make-up of the community, as well as to serve the needs of Probation and Parole. Therefore, a board composed entirely of middle-aged male lawyers is hardly going to be representative of a heterogeneous community. A good mix of demographic characteristics will include a combination of varying occupations, races, sexes and ages. Keep in mind, though, that the CAB is a representative of your community. So if your community is well-endowed with a population of German Lithuanians, for example, you should have that group represented on the board.

This mix should come naturally. It is unlikely that a CAB will ever be composed of only men, women, blacks or middle-aged lawyers. However, this doesn't mean YOU should earmark certain groups for the board. There should be no written quotas. The most important qualification is motivation and a willingness to work.

You should also seek out a variety of professional people who will bring to the CAB a certain amount of expertise or special skill in a field useful to the CAB's goals. You will also want people who are trusted and respected by the community, know the community, and have good relations with various factions within the community.

There are certain varieties of professionals that have proved of value to Missouri CABs, and they might also work well on your CAB. Doctors are usually highly-respected, prestigious, and well-educated individuals. Lawyers are often familiar with the problems of a Probation and Parole offices and their legal expertise is invaluable to a CAB. Bankers have financial knowledge and connections. University professors and teachers, particularly those in applicable social science areas such as psychology and criminal justice, can be valuable for their experience and knowledge, as well as their connections to college students (a good volunteer source). Religious leaders, ministers, rabbis, priests and nuns, as well as parish workers. have valuable interpersonal skills and experience in community involvement and volunteer experience.

Other occupations to consider are social workers, judges, and law enforcement officials. These people already have valuable education and experience in the criminal process. Retired men and women who once served in an occupational capacity we have suggested also make good CAB members. Not only do they have valuable expertise, but they have more time to devote to such a cause.

Above all, when selecting your CAB members, you must consider the individual. He must have the right attitudes toward the CAB plan. A CAB should not be viewed as a vehicle for further punishment of Probation and Parole clients. The CAB will be a service to the present system, the clients, Probation and Parole staff, and the community.

People with influence are desirable for the board. But more important than a "name," is the willingness of a person to work hard for the CAB. It is much better to have someone on the board who is a "doer" and believes strongly in the ideas and goals of the CAB plan, than an influential pa-son who is indifferent to those goals and ideals. The best CAB member is someone with both qualities: influence and motivation. The best CAB is composed of all three kinds of people: the influential. but busy; the worker; and the influential worker.

All of the CAB members must have an interest in the correctional process, and must be willing to volunteer

their time, services and skills for the CAB.

Selecting board members is a uniquely personal process. All CAB organizers will do it differently and will pick different kinds of people. Follow your judgment, but back up your judgement with observation, recommendations and observations of fellow staff members, community leaders and friends.

An ideal board consists of people of various ages, sexes, races and occupational backgrounds, which might encompass the educational, legal, financial, industrial, media-related and professional fields, all of whom are highly motivated and dedicated to the CAB cause. They should be bound together with a common outlook and philosophy. They should be willing to work together with courtesy and deference to each other, for you need people who can be both team players and captains.

You will be overseeing most or all of these selections. It will be one of the most important phases of the CAB process. It should be done carefully and thoroughly.

After deciding who you want on your CAB, you must actively solicit their membership. This may take some convincing, as many of the most desirable community members are approached often to devote their time to good causes. Taking them to lunch and using a little friendly cajoling is allowed. And rejection is a possibility. But the CAB idea has its own merit, and a good selling job should keep your rejection rate relatively low. Once you secure new members, solicit their advice in further CAB choices. Perhaps they know of citizens that would make excellent board members who you have overlooked. It is possible that the CAB service area is several communities and certain CAB members may have a better idea of who to recruit than you do. They may be more successful in convincing a potential member to serve on the CAB than you might be. Once the first few members have agreed to serve, the selection process becomes significantly easier.

Solicit help from the rest of your staff. Have them speak to potential members and have their circle of recruits continue to recruit. Again, your field of candidates increases, and you are continuing to involve the rest of the staff as well.

Rehabilitative community agencies, service organizations, church groups, other governmental agencies and universities are good places to explore for possible recruits. You might even place advertisements with the local radio stations and newspapers.

Later, after the board is well-established and more sophisticated, you may elect to take applications to replace retiring board members. You may also choose to set up a special committee to administer a thorough and precise recruiting procedure.

Though CABs have the potential for universal good, don't make your baliwick too large. Keep it small enough to insure program success.

The Outer Limits of the CAB

The size of your CAB area will serve is also an important consideration at this planning stage. You may wish to have the CAB serve the same area that your Probation and Parole office serves. You undoubtedly have one city or town that will be the CAB headquarters. It may be the largest town in your Probation and Parole service area or the town in which the Probation and Parole office is located. More CAB members will probably be chosen from that town or city. However, if your CAB serves a larger area than just that town, such as a multi-county district, then you should have CAB members from the outlying regions of your district to promote further input and representation.

It may take a few months, or a few years, to reach the perfect geographic size in which your CAB will function. Some very productive CAB's work well covering a large area. and some have needed to continually pare down their area. The West Plains, Missouri, Citizens Advisory Board, for example, provides valuable services to six counties, Howell, Oregon, Shannon, Ozark, Douglas and Texas. There are at least two members from each county, and once a month, some members travel as far as 100 miles to attend a CAB meeting. The Cape Girardeau Citizens Advisory Board was originally part of a regional board that covered 24 counties. After paring down twice, they finally settled on a three-county board.

There are many disadvantages of a board that covers too large an area. The distance to and from meeting

places is too long to make meetings convenient for many of the members. This is a severe concern in the times of high-priced or limited gasoline.

A large CAB territory also makes membership cumbersome. Even two members from each county of a 24-county board can constitute a mob when they all meet in one place.

Finally, with members representing such diverse areas, the CAB has a hard time developing a common identity and purpose. Members from a rural county on the west side of the territory may have a different perspective than members from an eastern city.

Missouri coordinators have discovered that CABs can be effective in a variety of sizes, but, at least at the initial stages, the smaller the CAB territory, the more manageable the CAB will be. A CAB that establishes programs in a centralized area will receive more frequent and focused attention than one that has programs scattered around a large area.

How to Cope with Potential Problems at this Stage

You will most likely encounter a problem with the time commitment that is necessary to start a CAB. Most Probation and Parole officers are already swamped with work. Missouri CAB coordinators admittedly gave up quite a bit of free time to establish their CAB. Then, after it was initially organized, they spent the same amount of free time, if not more, maintaining and guiding the board through the initial stages of growth.

At first, a CAB may seem more like a sacrifice than an investment. A sacrifice of your free time and hard work without any concrete results. But it is an investment, and it will eventually pay off. After the initial organization, a CAB starts developing its own course and programs. As the CAB members become more familiar with each other, they develop their common purpose and start creating their own programs and projects. At this time, it is likely that you will stop playing as large and vital a role in the CAB. Your duties will diminish as the board gains independence. Eventually, you will become more of a reference source than a worker. At these early stages, however, your efforts are vital and must remain constant. If your enthusiasm wanes, your members' will too.

Another problem at this stage is the lack of volunteer, staff and community interest in establishing a CAB. It is conceiveable that some towns are simply not ready for a CAB, or are unwilling to support a CAB. For a CAB to survive, it must be supported by the community.

If the community and key members in the community are educated to the benefits of a CAB, there should be little resistance. In fact, most communities will welcome a CAB. Many community members may not actually choose to take part in its formation, but will not do anything to impede it. Every community, no matter how small or apathetic, has people willing to donate their time, energy and even money to helping the community. If you take the proper steps to find these people and convince them of the idea's benefits, then you are on your way to establishing a CAB.

You are also dependent on your staff for the success of the CAB. If the Probation and Parole staff is hostile to the CAB idea, you have lost a primary source of contacts, potential assistance and have established a block that will most likely frustrate CAB members later.

Some staff members may believe that the CAB will pose a potential threat to their jobs. They may believe that volunteer programs will require some time involvement in their already-overloaded schedule. Since the CAB is technically another volunteer program, they may carry over this negative belief.

The best way to combat this negative feeling is for you to meet with all of the staff. In this meeting, you should explain the purpose of establishing a CAB, and that if they support the CAB consistently, it will eventually make their jobs easier. Their jobs are not threatened. The board will have no input into policy that might affect their jobs. The board can only enhance their jobs, for it will become another resource.

Communication is the best way to head off negative or incorrect beliefs. If you communicate and educate your fellow workers, you should be able to deter any hostility and produce support for your CAB.

Again, the problem of CAB service area size should be mentioned. Many attempts to develop CABs failed in Missouri because they tried to encompass too much territory. The optimum for a CAB to cover is three to five counties. If your Probation and Parole district is that size, then your district should be the geographic limits for your CAB. This is still a large territory to cover, especially for a new board. Problems arise the larger your area.

It is best to establish your CAB in a centrally-located city, or one where your Probation and Parole office is located, as CAB members usually fare better if they have a common meeting point. If this meeting point is not conveniently located, or the attendance of distant members begins to wane, you might vary the meeting place. This is especially advisable if you have many members from outlying regions, or if there is more than one metropolitan center in your district. Although a common meeting place is desirable, it is far more important to be accessible to all the members, so that consistent attendance can be maintained.

Plan the meetings around distant members' schedule as much as possible. Finding a mutually convenient time for all your members to meet will be difficult, if not impossible. Yet if you can pay extra attention to the demands of the out-of-town members, you may help alleviate the geographical problems. For example, let us assume your CAB has ten members and two of them live out of the city. After talking to those two members, you find that one comes in occasionally for business purposes on Thursdays. The other never comes to the city, except to shop with her family. After speaking with the other CAB members, you arrange to meet Thursday evenings after work. This way, the one member can come to the meeting after his business is taken care of, and the other can meet with her family after the meeting to go shopping, for the stores in your community are open late Thursday nights. Many rural-Missouri CABs meet for dinner, which makes the sometimes lengthy trip to the meeting more bearable. Metropolitan CABs have found that dinner meetings sometimes takes too much time out of members' hectic schedules. Arranging to have the meetings fit into everyone's schedules is difficult, but the more members you accommodate, the better your attendance will be.

In rural areas, there often surfaces a measure of jealousy between the larger towns. Many times, programs will be administered in one town, and the members of the other towns might wish to have a similar program established in their town. Sometimes jealousy can occur between rural and urban members, for the rural members wish that more was being done in their area. The best way to alleviate this problem is, again, to address it before it occurs. You should emphasize to the new members that the CAB is for the entire Probation and Parole service area and consideration will be given in serving the entire area. The largest city, however, by virtue of its superior population size, will undoubtedly have more offenders in need of help. Therefore, serving that area should receive primary consideration. If the problem persists, compromises could be reached by setting up programs in various parts of the district.

You could capitalize on community competition by using competition between other organizations. For example, one community's lion's club could attempt to surpass the funds raised for the CAB by a neighboring community's lion's club. The problem of jealousy is not common, especially not to the degree that it threatens the efficiency of the CAB. You should be aware of and prepare for the potential problem. your CAB. The most obvious solution to a meeting place problem is to hold the meetings at the Probation and Parole office. If the office is too small. inconveniently located, or the office does not offer a relaxed atmosphere, then you must meet elsewhere. Reserving a room at a restaurant and holding a dinner meeting (the CAB members divide the cost) has worked well for many Missouri CABs. Meetings can be held in private homes. Sometimes churches, libraries or schools will donate the use of a meeting room. If locating a place to meet is a problem, discuss it with your CAB members. They may know of a place that you had not thought of, or may be in a better position to secure a room for permanent use.

Although the problems we have just mentioned are the most-common. there may be additional problems that we have not encountered. The best and only advice for other problems that occur is to use your best judgment. Try to recognize a potential problem and correct it before it threatens your CAB continuity. Good communication is- the best problem-solver.

B

Part Two:
The CAB in Operation

The Working Citizens Advisory Board

You have brought together motivated, intelligent, concerned people who are interested in corrections and are willing to donate their time, services and skills in assisting the Probation and Parole agency in helping offenders. In your recruitment of these members, you have probably discussed the purpose of the board as you see it. Now you need to clarify your purpose of the board, and the purpose as it is seen by the rest of your staff.

For this mutual understanding to occur, your board needs to understand, and share, the ideals set by the Probation and Parole staff. The CAB members cannot assist the agency if they don't understand or agree with the agency's purpose. Therefore, you will need to have this purpose, or "mission statement," agreed upon by your staff, documented and distributed to the CAB members.

You will also need to explain that you wish the CAB to function eventually in an independent, assistant capacity to Probation and Parole. Although now you will initially lead the board, you hope someday to be relied on only for resource information and as a liason to the Probation and Parole office.

Distinguish and document for their benefit the important relationship between the Probation and Parole office and the CAB. Emphasize the need to share goals, ideals and ideas, but also the need for distance and indepdence. If a board becomes too involved with serving the needs of the Probation and Parole office, it no longer represents the community, and may lose credibility as a citizens board in the eyes of the community. If the board becomes too independent, they may stray from their original goals and purpose. They may begin developing programs and ideas that are intangible to the Probation and Parole office and the CAB's original purpose.

Priority-sharing Phase

Establish and discuss the objectives the CAB members have individually set. Without discussing what the members hope to accomplish, there can be no agreed purpose for the whole group. Once you have established a common purpose. then group dynamics can work. This learning and discussion process may take considerable time. It is time well-spent, however, for a statement of purpose that comprises the feelings of all of the board members is likely to endure far longer, and stands a better chance of being realized, than a statement of purpose that is designed by a few members or dictated by the Probation and Parole staff.

Having the members discuss their philosophies and beliefs with one another serves a variety of purposes. They gain a common identity: they know who they are and why they are. They know what they want to do and have gained motivation toward that goal. They have gained insight into each other. They have also gained insight into how to communicate effectively with each other.

Initially, devote meeting time entirely to establishing the philosophy and goals of the CAB. Planning actual programs comes a little later. Right now, it is essential that all members contribute to and share a crystal clear definition of the board. Having established that definition will alleviate any feelings of futility and senselessness for the CAB's existence. You need that solid foundation on which to build your concrete programs. These goals should be in harmony with the philosophy of your staff.

All of this will take time, and may make your more energetic, motivated members restless. The members should be aware that the discussion is important to keep things rolling later on and is a necessary, valuable exchange of ideas.

Training and Orientation

After a common philosophy is established the CAB members need to be oriented to the Probation and Parole system. The members need to know the procedures and organization of Probation and Parole in order to work effectively within the system. Some members may have an accurate understanding of this system; others may not. Everyone would benefit from an orientation course, whether it be a first look at the system, or a refresher course.

If your office already has a training course for volunteers, you might suggest they attend a session. You may choose to train the CAB members yourself, or use the training course to supplement your training. You may wish to include a visit to a state prison in their training. This first-hand experience would broaden their understanding of the penal system, and might offer insight into an offender's attitudes. Such a visit would also bring them closer to the atmosphere surrounding Proba-

tion and Parole. You might wish to set up meetings with law enforcement and Probation and Parole officials. You might have a veteran Probation and Parole volunteer speak to the group. Since you know your town, CAB members and resources best, you are the best judge as to what is available to train and prepare your CAB members.

Election of Officers

The next step towards practical implementation of the board is the election of officers. The officers will afford the CAB a sense of structure and will further CAB unity and sense of purpose.

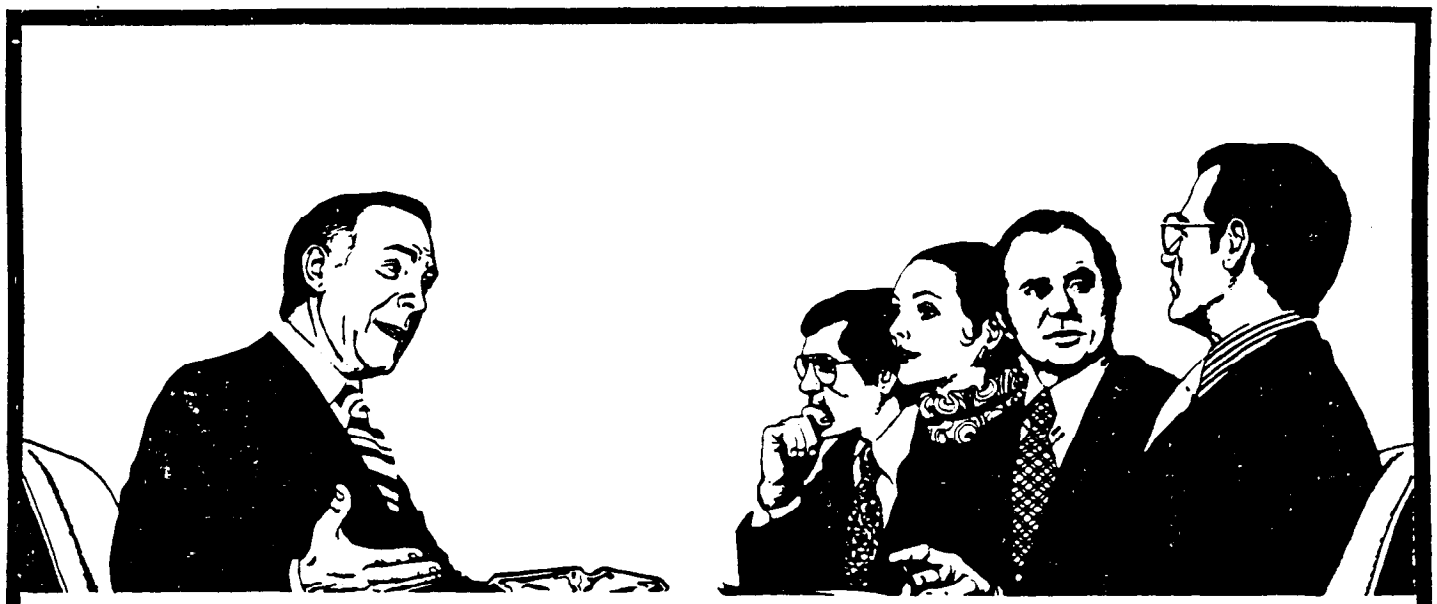
Most CABs elect the usual officers: president, vice president, secretary and treasurer. Later, when the CAB becomes more sophisticated, they may create new offices, such as chairmen for different committees and subcommittees related to the programs they implement.

During or before the meeting in which they elect officers, board members should agree on the role and term of each of the officers. One CAB coordinator wrote a brief biographical sketch of each of the CAB members and then sent this list to each of the members before the meeting. This gave the CAB members a chance to know more about the other members before they voted. As you or another staff member may unintentionally effect the outcome of many elections and decisions, voting should be restricted to CAB members only.

After the CAB has advanced and taken on a variety of functions, you may establish committees and select chairmen for them, such as a ways and means committee for budgeting purposes. Committees could also be established to be responsible for the administration of new programs. It has not been uncommon procedure for a CAB to fill a retiring member's vacancy on the board with a specific program in mind. For example, your CAB is thinking of implementing a program to aid drug-dependent clients. The CAB might consider filling the board vacancy with a person with experience in drug-related programs.

Attendance Requirements

Ideally, everyone on the CAB will be so excited and motivated about the CAB plans that no one would want to miss a meeting. However, the people on your board are busy people. Sometimes a board member is truly interested in the CAB cause, but has just too many demands on his or her time. When their dependability can be questioned, it is best to fill their position with someone who can make the meetings regularly. If the member is truly interested in helping the CAB, but just cannot cope with additional demands on his or her schedule, then perhaps they can serve in an honorary or advisory capacity. Perhaps they can return to active duty later. Whatever the causes for member turnover, there is a need to set attendance requirements. In order



One of the first things a new CAB should do is to talk about their purpose. Let all members air their views, express their hopes and concerns, and share their ideas, knowledge and objectives with other members.

for a CAB to be effective, the members must attend meetings regularly. You should also establish quorum, or the percentage or number of CAB members that need to be present to vote on issues.

When you and your CAB are establishing the attendance requirements, stress the importance of "being there" to the survival of the CAB. When the requirements are defined, determine how many meetings a member is allowed to miss annually. Also define how many meetings in succession a member is allowed to miss.

By-laws

The CAB will need to document the roles of officers, attendance requirements and other administrative details in your by-laws. You may need the help of an attorney, for well-written by-laws are essential item if you decide to incorporate. Besides being an essential component for incorporation, by-laws also afford your group an official flavor. Your by-laws are your guidelines, and are an excellent tool in orienting a new board member to your CAB's purpose and structure.

Here are some of the items that have been outlined in various Missouri CABs' by-laws:

1. The establishment of a proper and legal name.
2. The purpose of the Citizens Advisory Board.
3. Membership and attendance requirements, including the maximum number of members allowed, how many members are allowed from each area, membership qualifications (i.e. interest in Probation and Parole activities), appointment procedures, term limits for members, and a code of conduct.
4. The titles of officers, their terms and their duties.
5. Meeting procedures, such as a fixed meeting time, the manner in which the meetings will be conducted and the definition of quorum.
6. The establishment of standing committees and how special committees may be established.
7. Amendment procedures.

A copy of the Kansas City by-laws are included in appendix one.

Incorporation

You may decide to set up a fundraising program. If You choose to get involved in such fundraising as contribution or grant soliciting, then you will need to incorporate the CAB. It may not become necessary to incorporate for months, possibly years.

Once the CAB is incorporated, it is officially recognized as a non-profit institution. The non-profit status will make it easier to secure funds from corporations and the private sector. Once incorporated, your CAB will also be eligible to obtain federal tax exemption status, which will mean more money for programs and services.

The steps for incorporation are coated with red tape. They also vary from state to state. Again, an attorney can be invaluable for the incorporation process. If you wish to attempt it yourself, call your Secretary of State's office and they will tell you the proper procedures to follow for your state.

CAB Programs

After establishing a common philosophy, the best way to create a sense of purpose at the early organizational stages of your CAB is to have a purpose. Give your newly-organized CAB members a program to work on immediately. A program gives the group something to rally around, helps avoid a sense of futility and wards off impatience and boredom. A program affords the CAB a sense of urgency and usefullness. Their energy and resources are quickly tapped.

Before active involvement begins, however, the program, and alternatives, should be discussed. You want to get the board going, but not rush it into confusion. If you suggest a program or programs, and gently direct attention to the needs of your office, clients and community, the members should accept an idea without reservations. In fact, they should welcome a project, especially if they have a well-defined purpose and adequate training behind them.

As each community has its special needs, so will each CAB need to establish programs that are congruent to those needs. You may find some of the programs we have documented would suit your community. Or you may wish to tailor or create a program to suit your individual needs. Some of the larger and more sophisticated Missouri boards, like the St. Louis CAB, have several programs. Others, like the Cape Girardeau CAB, have focused their energies on the one major project. Many younger, smaller CABs develop new programs as they mature.

The programs we have recorded can be placed in three general categories. Programs that aid clients, or client. assistant programs; programs to improve the relation-

ship between the community and Probation and Parole, or public relations* programs; and finally, fundraising programs to make the first two groups possible.

CAB can also stand for Client Assistance Board

The largest category of programs deals directly with Probation and Parole clients. These services and programs are developed with the aid of the local Probation and Parole office. They are designed to be administered through a Probation and Parole officer for his client.

Establishing a ***Client Assistance Emergency Fund*** is a way to meet the unusual financial needs of Probation and Parole clients.

Money is kept in an emergency fund. When a client needs emergency cash, i.e. bus fare to get to his new job, or for food, he calls his situation to the attention of his parole/probation officer. The officer relays the request to the CAB through you. Usually the decision of whether the money should be provided lies with you and the CAB treasurer, since you know the situation best, and since there is a definite time factor involved. Eventually, perhaps the lion's share of the responsibility for the administration of the fund could lie with the treasurer or another appointed CAB member. Sometimes the funds are granted outright to clients, sometimes they are loaned. Although efforts are made to collect monies loaned, there is no forced repayment.

Former offenders occasionally face financial emergencies. The client assistance emergency fund allows the probation/parole officer a chance to offer something other than moral support to a strapped client.

Bad check writers have been an increasing burden to overloaded court dockets and local businesses. Repeat offenders are not uncommon, and occasionally the crime occurred because of an error in math. ***The Financial Management Course*** is a program designed to teach bad-check writers how to manage their money instead of fining them or sending them to jail.

The course requires the cooperation of local judges and prosecuting attorneys, as it is an alternative to sentencing, and can only be effective when administered through the courts.

The Probation and Parole agency recognizes that many bad check writers do not willingly commit a crime. Offenders may be irresponsible in balancing their accounts, or simply forget how much money they have. Some may know that they have insufficient funds to cover the check, but plan on covering it before the check is processed.

Yet whether they write the checks out of negligence, procrastination, or intentionally, bad-check writers need to be taught how to manage their finances careful-

ly. The course teaches them how to be responsible with their money, and acquaints them with, banking procedures.

The program has been successful in many CABs in Missouri. The Probation office in Union, a small town near St. Louis, conceived the financial management course and has reported general success. CABs in other areas have started the course and are also having success with it.

As noted earlier, the financial management course requires the assistance of the courts. CAB members should contact judges and lawyers in their district and explain the need for such a program. Once they have secured cooperation, the CAB can work out the details of the agreement.

Usually the judge will sentence those people charged with writing bad checks to the financial management course rather than fine them directly or send them to jail. The judge imposes a fee of $25 on the client. The client attends the class, which in West Plains, for example, meet for 2 1/2 hours on Monday nights for three weeks. Upon completion of the course, he is free to return to his daily routine, equipped with a new understanding of his financial responsibilities.

Failure to complete the course brings the offender back to the courts, where he usually receives a more traditional punishment.

The $25 fee is used to pay for material and resource costs absorbed by the CAB. These include the cost of the workbooks, renting the classroom and paying the teacher. Some CABs have received use of the classroom and/or the teacher as a donation. Further profits secured from this fee, and there often are profits after the overhead, are used by the CAB for other programs.

The financial management course not only benefits the clients, courts and CAB, but also reaches into the community and helps local businesses. Many businessmen are hesitant to turn over bad checks for prosecution for a variety of reasons. If you and your CAB contact some of these businessmen and explain the program to them, you are more likely to secure their support and reinforce the program. This reinforcement will mean more merchants turning over bad checks, more community members supporting your program, more clients assigned to the course, and more money for your CAB to use for additional programs.

Another program with a similar focus but a different audience is the ***First Offender D.W.I. Course.*** Like the financial management course, it is administered through the courts and requires the assistance of judges and lawyers. It is also an alternative-to-sentencing program that provides a valuable service and can eventually provide funds for more programs.

The procedure for the DWI course is similar to the financial management course. People charged with first

offense DWI are sentenced to a class instead of being fined or imprisoned. A fee is also assigned, which will defray the costs of administrating the program. The course outlines the dangers involved in drinking and driving, the problems that a dependency on alcohol can lead to, and includes direction to counseling services for those who need it. A program congruent to the DWI course can be created for *Drug Abuse* education.

Other alternative-to-sentencing programs, such as assigning vandals and young offenders to community service instead of imprisonment have been met with enthusiasm. Similar programs are surfacing throughout the country, and all they need is a group, like a CAB, to administer them and give them a chance to work.

There are many ways that a client can be helped to adjust to a normal lifestyle. So far, we have addressed how CABs can help with those specific needs, such as money. Often, however, a probation/parole clients may just need a friend. With increasing caseloads, probation and parole officers are spending less time with each client, and are therefore not always able to be there when needed. As a volunteer organization, the CAB is well-prepared to establish and administer a volunteer program of concerned citizens who can meet this need.

Most Probation and Parole officers agree with the idea of a volunteer program, because it would save them time and frustration. The actual implementation of such a program, however, is not appealing, for recruiting and training volunteers takes time and causes frustration.

If the CAB takes the responsibility for recruiting, training and administering volunteers, however, the officers are spared the initial investment of time. The staff, of course, always remains involved in the program as they work with the volunteers, therefore the staff's input into the program must remain constant. CAB members tend to have more connections to potential volunteers, too. As volunteers themselves, they can deliver a much more effective sales pitch than the officers. After all, a CAB member is donating his time and has found Probation and Parole activities a worthy cause.

CAB members are also better prepared to administer the volunteer program. Besides being able to replace retiring volunteers, they can help cut down on the high turnover rate by providing "moral paychecks" and incentives to the volunteers that the Probation and Parole staff cannot. They can award certificates to "volunteers of the month" and honor the volunteers at an annual banquet, sponsored by the CAB for the volunteers and staff of Probation and Parole. They can send Christmas or birthday cards to the volunteers. They can publish a newsletter in which volunteers are profiled.

Along with heightening the morale of the volunteers, the CAB can streamline the program to reduce early dropouts. Many volunteers have complained that the time lapse between recruitment and training, and training and actual volunteer work is too long. To a Probation and Parole officer, training and preparing work for volunteers is a time-consuming process that is secondary to other responsibilities. Therefore the volunteers find themselves "shelved" until someone has the time to work with them. This isn't a very warm reception. The CAB, however, can move quicker in the training and assignment process. A CAB member can be trained to run the volunteer training classes, and a committee established to perform other volunteer-related administrative functions.

The CAB can also take the time to specialize the volunteer jobs. For example, a volunteer may wish to help Probation and Parole, but may be hesitant to work on a one-to-one basis with a client. There are many jobs that volunteers can do besides one-to-one counseling. Volunteers can perform clerical and secretarial duties around the office, or function as an administrative assistant to a particularly-taxed officer. If they have special skills to offer, they can hold volunteer workshops. For example, a volunteer in Kansas City didn't have enough time to devote to one-to-one volunteer work. As he is the head of the personnel department of a large corporation, the CAB asked him instead to give workshops on job placement. Some volunteers hold group counseling sessions. Volunteers can also be organized to run intake programs, violators group counseling programs, and post-intake counseling programs. Volunteers can run educational programs, i.e. a program that prepare clients for the Graduate Equivalency Diploma exam.

More articulate volunteers can speak to groups and perhaps serve on a Speakers Bureau. More experienced volunteers can help the CAB administer the volunteer program. The special skills of each volunteer can be put to use if the time is taken to recognize and utilize them.

A volunteer who feels appreciated and is satisfied with the work he is doing will undoubtedly relate his good feelings to the community. A satisfied volunteer is the best PR man you can have.

CAB PR: Much More Than Alphabet Soup

One of the biggest problems facing CABs, as well as Probation and Parole, is public relations. Press coverage is almost always critical of Probation and Parole. The community only hears and reads about the tip of the correctional iceberg. Such an attitude fosters indifference or hostility toward the correctional process. Therefore a vital function of the CAB is to improve the

relationship between the community and the Probation and Parole office. The CAB can improve relations by disseminating information to the community, educating them to the functions and philosophy of Probation and Parole. Expose the public to the rest of the iceberg.

Before the CAB can be effective, it has to establish a community identity. Without a favorable public image, the CAB will have difficulty realizing its goals. Fundraising projects will be hampered, because potential donors are unfamiliar with or suspicious of the CAB. Volunteer recruitment will be difficult, for fewer people will be aware of the CAB, or appreciate its goals enough to become involved. Individual programs will be hampered without community support.

Therefore, it is imperative that the CAB members ensure a favorable working environment. To achieve the optimum environment, the CAB must educate the community to its purpose and goals. This educational process is a gradual one, but picks up momentum as one successful program generates respect and enthusiasm for the next.

There are two ways of creating positive public relations for the CAB, through a mass medium, or the more traditional use of word-of-mouth.

As you have selected respected community members for your CAB, what these people say about their Probation and Parole activities is taken in by a wide and receptive audience. The news of an innovative program, coming from an enthusiastic CAB member, will undoubtedly be received with enthusiasm, which will then be transmitted to another community member, and so on. In smaller, rural towns, this method of advertising is the best available. Your CAB members should be made aware of their PR function, and be encouraged to use it whenever possible. They represent the community, and this exchange of ideas with other community members. is one of their duties.

This casual form of individual PR can be structured into a public relations program: *The Speakers Bureau.* A speakers bureau utilizes a personal approach for relaying the CAB message, yet has a more varied, captive, larger audience. The more locquacious members of the CAB, the volunteer program and the Probation and Parole staff comprise the bureau. They deliver speeches on their various functions and the current status of corrections in general. The groups that the members speak to can be service, educational, and community organizations, or other groups that express an interest. Most organizations are in need of speakers, and finding an audience is not difficult. Neither is finding willing speakers. Many people connected with Probation and Parole would relish the opportunity to correct some of the misconceptions concerning Probation and Parole. After securing speakers and audiences. all that remains are the scheduling details.

Speakers can be so effective in getting the CAB purpose across that audience members express an interest in getting involved. Often the educational process works both ways, and the speaker will receive a few ideas from audience members. Mainly, the speaker advertises the CAB and other Probation and Parole activities, securing a respected and positive image in the minds of the audience members.

A *newsletter*, which would be circulated to the volunteers to promote job satisfaction, can also indirectly promote the CAB and the volunteer program to the rest of the community.

The newsletter could be written under the CAB's direction, and would address various concerns of Parole and Probation volunteers in your community and elsewhere. It can also recognize outstanding volunteers with awards ("volunteer of the month") and personality profiles.

The newsletter is a tool to improve volunteer job satisfaction, and this satisfaction is communicated to the community by the volunteer. Through this individual contact, the information in the newsletter finds its way to uninvolved community members, and also furthers a positive image of Probation and Parole. When this happens, it becomes a good, tangible recruitment aid. It not only documents the spirit of the volunteers, but also demonstrates that Probation and Parole staff appreciate their volunteers enough to create a publication just for them. Therefore, you will have not only satisifed volunteers, but *more* satisfied volunteers.

Graduating from word-of-mouth advertising to media advertising to reach a larger audience is a big step. Formal advertising takes strategy or money, or both. The advantages to this type of advertising is tenfold, for you reach ten-fold the number of people.

There are two basic strategies to securing advertising. You can buy space or time, or you can attempt to get it for free.

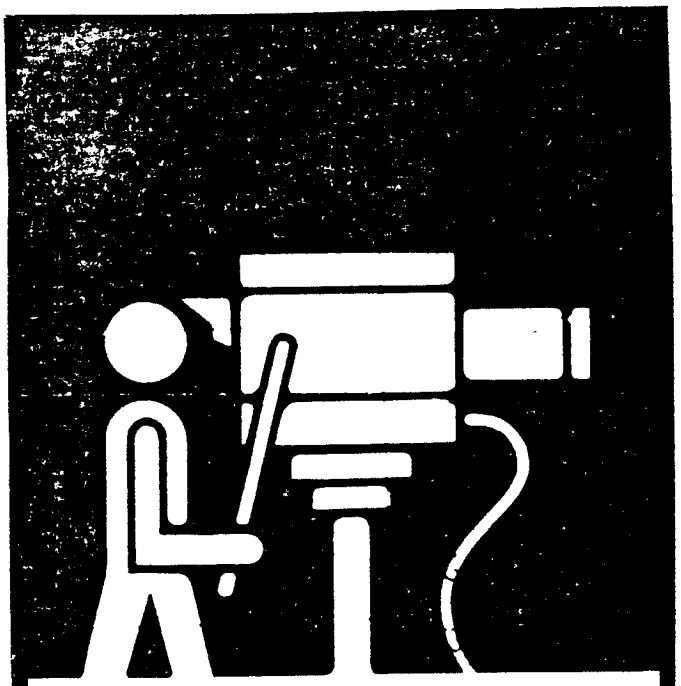
The amount of difficulty you will have getting free coverage is directly proportional to the population density of your CAB area. For example, a CAB program is newsworthy in Carthage, Mo. It may not be in St. Louis. There are certain strategies you can try to persuade a reluctant editor or newscaster. A good press release can bait an editor. Although the release itself may not end up in your local paper, the editor might assign a reporter to write a story about your new CAB or program. Inside connections also help. A CAB member who is involved in the media can suggest a story to an editor.

The FCC requires radio and television stations to broadcast a certain amount of public service announcements. As a non-profit organization, you can cash in on this requirement.

With a shrewd strategy, and the right connections, you should be able to obtain free advertising. The CAB and its programs are newsworthy and the media will recognize this too. If, however, the media are unresponsive, or their coverage is insufficient, you may decide to purchase air time or space.

You may choose to spend a few extra dollars to insure what air time you get for free is especially effective by improving the impact of your announcement. For example, instead of just having St. Louis radio announcers deliver their "volunteers in corrections" message, the CAB prepared recordings of the ad with the Governor and the Lieutenant Governor. Using political personalities improved the effectiveness of the ad. Clear and simple messages are the most effective and memorable.

It takes a significant amount of brainstorming and perhaps a minor amount of financial investment to obtain good advertising. But an incident that occurred in St. Louis demonstrates the effectiveness of well-planned advertising. A self-employed businessman was driving to a business appointment, when a "volunteers in corrections" spot came on the radio. It reminded him of his wish to use his sociology training in "meaty" volunteer work. He pulled over and called the Probation and Parole office from a telephone booth. That was seven years ago, and that same businessman has been a vital member of the volunteer program and the CAB ever since.



Knowledge of the media, and skillful use of it, can be a great boost to the success of a CAB.

Fundraising

Many programs require a financial investment. With today's economic situation, money is tight everywhere, and there are just too many worthy causes. But funds can be raised effectively with the right strategies. At the beginning, the St. Louis CAB members felt blessed to have $500 in the bank. Their 1980 receipts totaled over $38,000. They have forecasted over $59,000 for 1981. They received donations from approximately 40 corporations and 15 individuals. This didn't happen overnight. Establishing a reputation worthy of sizable donations takes time and persistence.

Money can come to the CAB in three forms: private donations, corporate donations and grants.

The most common, though less sizeable of the three is the private donation. The CAB solicits donations from individuals, particularly those with a history of community support. The more traditional fundraising procedures include mailings, telephone solicitations or door-to-door campaigns. Or you can incorporate the fundraising effort with the speakers bureau and solicit funds from groups that have just been introduced to the CAB and its efforts. You could incorporate your fundraising activities with similar activities of a local church or service group. In all of these activities, it is necessary to prepare an explanation of who the solicitor is, who they represent (the CAB) and what the CAB does.

Fundraising projects, such as bake sales, car washes and concession booths at fairs are other activities that provide cash to the CAB. The CAB can further the profits from such activities if they can get the goods or overhead items donated. These require more organization, but are more enjoyable for the CAB members. The St. Louis CAB, for example, hawks bagels and cream cheese at the Strassenfest annually. The bagels and cream cheese are donated. The Bagel Booth is manned by CAB members, Probation and Parole staff and volunteers. The bagel and cream cheese sale affords all three groups a chance to get to know each other, have fund, and in 1981, raise $3,500.

Briefly, individual donations and projects may not bring in large sums of money, but they have definite value, and in some areas, are the only dependable source of income.

Corporations can afford to be more generous than individuals, but are less approachable. They also require that an organization prove legitimacy and have a responsible fiscal track record before they receive a donation. Competiton among non-profit organizations for

the corporate dollar is keen, too. Therefore, you must hone your fundraising prowess, hopefully with the help of a banker or a knowledgeable businessman, and approach corporate heads carefully. A carefully prepared record of your past expenses, including any other corporate donations you have received, and a well-prepared statement of your CAB's purpose and programs is essential. An annual report makes an excellent fundraising tool. See appendix two for an example of an annual report, prepared by the St. Louis CAB. Education, communication and determination are the key factors required. Approach the need to improve the services Probation and Parole offers as you have with other community members, by detailing how implementing such services will benefit the community and the corporation. Less crime, less criminals, means less loss to corporations and businesses. And less tax dollars required to control and combat crime.

Rejection will be the rule initially, but persistence is the key to obtaining corporate funds. Each time you return with news of continued CAB success, the more likely you are to receive a donation. And the more likely you are to receive a larger donation from a past contributor.

Government and private grants are diffficult to obtain. Billions of dollars are given out in the form of grants annually, but it is difficult to locate the sources that you can tap. Attempt to secure a grant only if you have adequate experience and someone willing to donate the time necessary to obtain and administer it. If you have a program that you think is worthy of funding and people willing to do the work, there is no better way to receive large sums of money than a grant.

There is a considerable amount of paperwork involved in securing a grant. One first-time grant writer recommends the book *Getting Grants*, by Craig W. Smith and Eric W. Skjei, (Harper and Row Publisher, New York, N.Y. 1980). *Getting Grants* explains how the grant system works, how to make it work for you, how to write successful proposals and lists the government and private sources that offer grants. He also suggests that you inquire with various, corrections-related organizations about being placed on their mailing lists, thus allowing your CAB the chance to apply for a grant as soon as it becomes available. Some states have federal grant clearing houses or state correctional agencies that could be a source of help.

Grant proposal writing is definitely an art, and should not be attempted by amateurs. Try to locate someone who has written one before. A successful grant proposal is often used as a model of outlining and writing a new request. There is a large time investment involved. but again the monetary return is sizeable.

Relating

As your CAB matures, and programs flourish, it will become an increasingly independent group. Your role will diminish, but your input should not. Your input and that of other agency personnel and volunteers is important and necessary to keep a flow of innovative ideas circulating. Although the CAB should be able to function on its own, and you should eventually become replaceable, the CAB members must remember that they cannot survive without the constant input and ideas of the Probation and Parole staff. The CAB acts as a glove to the Probation and Parole hand. The volunteer program is also a glove to Probation and Parole, and is useless without the constant input and cooperation from the staff. The staff, in return, reaps the benefit of new ideas and enthusiasm that the volunteers and CAB members bring. The three groups, however, must never loose sight of the need to relate constantly between each other. This can be done by holding group meetings, including all three groups in fundraising projects, or planning social events that include all three groups. If mutual support and motivation are constant, everyone, including the clients and the community, benefits.

How to Cope with Potential Problems at this Stage

Without CAB members, there can be no CAB. Therefore, a problem with *meeting attendance* can frustrate the efforts of your CAB. Without constant group input, enthusiasm and dynamics, no purpose can be defined, no programs can be established, and the members that do attend feel frustrated and wasted. Lack of regular attendance could bring the downfall of your CAB if not corrected. It is therefore important that once you set attendance requirements, you adhere to them. Adhering to term requirements also helps attendance problems, as "retiring" a member with attendance problems is much more amicable than asking him to quit. In St. Louis, a member can only return to the CAB after his term has expired if he is nominated by the board for another term.

As with any group, sometimes conflicts arise between members. Recurring conflicts between individuals can frustrate the members involved, and those who are just spectators. Make it clear at the beginning that the CAB members are supposed to exchange ideas and concerns,

but in a courteous and reverent fashion. By sorting out opinions and forming a group statement at your initial meetings, you should have all philosophical differences aired and remedied before they become a recurring concern.

Sometimes the conflict stems not from philosophical differences, but rather is a result of personality conflicts. Again, if this occurs, you need to stress the need for varying viewpoints and personalities. These differences further the accurate representation of the community you serve. But members need to remember that all members carry equal weight, and all have a right to speak their minds.

If a conflict between two or more members does become a recurring theme at your meetings, meet with the concerned parties. Discuss the problem with them and point out that debating concepts and ideas is helpful, arguing is not. Work out the problem once and for all, so the issue will not become ingrained in the CAB's fibre, or a discussion that is always sidestepped.

If members are apathetic or frustrated not because the meetings are too active, but too inactive, problems can also arise. CABs don't just jump into action, and without your direction and careful plans to keep them active, your board can become dormant and your members impatient.

Have an agenda for each meeting and stick to it. At the beginning, it will be essential that you explain why each discussion or activity is important. Once you have set down a statement of purpose and your bylaws, your board will probably be highly motivated and enthusiastic. Cash in on this peak of motivation and set them to work on a project right away. If you let that enthusiasm wane, you'll have a difficult time reestablishing it.

Conversely, starting a program without an agreed-upon, established set of goals and guidelines, or starting a program without explaining and agreeing upon its value and necessity, can also frustrate and confuse your members. Steady and constant explanation and communication is the key to a productive and satisfied CAB.

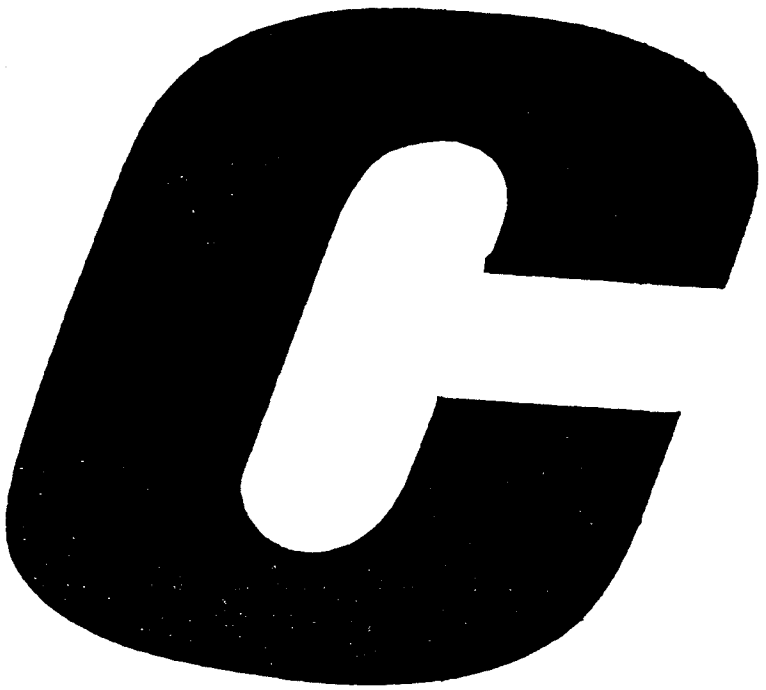
Finally, we need to address the potential conflicts which might arise between the board, agency staff and volunteers. We have stressed the importance of education and communication. Communication and clarification need to be constant between the three groups that now serve Probation and Parole clients. Ideas for improving the services can come from all three groups, and should be treated with equal deference. If one CAB member assumes all of the responsibility and power, the CAB would take on his viewpoints and opinions. Also, if one group assumes all of the authority, all of the groups will then reflect that group's purpose. Naturally, the two volunteer organizations are there to serve Probation and Parole, and the staff should be allowed the last word. Communication, respect and courtesy will keep the interaction among the three healthy.

Summary

As Probation and Parole offices vary from region to region, so do CABs. It is impossible for us to tell you "how" to start a CAB. Although we hope we have given you an idea of how several Missouri CABs started and thrived, the details of their procedures and programs have been excluded, for the procedures they followed may not have worked elsewhere. There are no guarantees that a program that worked for a Missouri CAB will work for yours. Demographic difference play a major factor in CAB differences, but these differences are also what make them work so well, for they are representative of the community they serve. The only definite advice we can offer is to trust your judgement and that of your staff and community members. Programs may fail, but others will thrive.

Just as we are unable to foresee what programs we have outlined will not work for you, we are not able to tell you all of the programs that might work. As many Missouri CAB discovered, the only limit to what a CAB can do is the limits set in the imagination. The older CABs are constantly finding new ways to help Probation and Parole staff and clients.

As new programs are implemented and succeed, more enthusiasm is generated by the CAB members and volunteers, and that enthusiasm is soon shared by the staff as well. Starting a CAB is indeed an investment of time and work, but as the Missouri CAB coordinators are also discovering, the rewards surpass those they imagined.



Part Three:

Histories and Appendix

The Saint Louis CAB

Just when the idea for the first CAB was conceived is a subject open to dabate. The favored story is that the idea was conceived on an airplane by a few Missouri agency people eight years ago. One of them, a St. Louis volunteer coordinator, had seen the benefits of involving community members in volunteer probation and parole programs after a 1972 attorney volunteer program he had been involved with. "A community body gets things done and is unencumbered, unlike state sytems," he says. "They are able to meet immediate, emergency client needs." He saw the purpose of this community board to be four-fold. To develop resources to serve clients that the agency couldn't. To administer programs, such as the volunteer program. To educate the community to the concerns of the agency. And to develop their own objectives and inertia. So he started following through with the air-born ideas and began picking CAB members. He sought out people that were "not just community leaders, but people with leadership qualities."

The original CAB statement of purpose was the same as the agency mission statement. One member remembered the early days as rigorous. "Survival was all that counted at first. We had to get acquainted with each other. We had to work very closely and constantly with the staff and not stray. Most of all, we had to keep meeting," he said.

Their initial purpose was to administrate the volunteer program, and the coordinator found that the volunteer program and the CAB began evolving together. CAB members who were originally involved with the volunteer program knew where its faults lay and worked hard to correct them. One of the problems was the time lag between recruitment and assignment to a job. One member remembers that he trained Saturday morning with 20 other people. Enthusiasm was high and they were ready to get involved. Ninety days later they sought him out. "They make you wait and then they seek the initiative in the volunteer."

The volunteer didn't have the time to devote to one-to-one counseling, so he did clerical work on his lunch hour. But he thought he could be better utilized as a PR man. "I like to talk. I can raise money," he says. As a speaker for the CAB, that member says he spoke for Probation and Parole to "hundreds and hundreds" of people.

Besides speeding up and diversifying the volunteer program. The St. Louis CAB also began fundraising. The first treasurer dealth with a budget of $280. The group felt blessed to have $500 in the bank. And their first large donation, from Monsanto, was cause for celebration.

After about three years, though, the lean years ended, and the CAB "took off." The board recruited new board members with specific roles in mind, and donations became more accessible and new programs came into existence. Rooms were rented on an annual basis for clients who needed a place to sleep. A urinalysis program was designed to help locate those clients with drug problems. Funds have been provided for loans, vocational tuition, transportation, clothing and medical costs.

And their fundraising efforts have flourished. Their 1980 budget was $38,000, and their forecasted 1981 budget is over $59,000. They also received five federally-funded employee contracts, as well as federal grants. They have received donations from approximately 40 corporations and 15 individuals.

They have many successful annual fundraising projects. One such project is the Strassenfest bagel and cream cheese sale. A board member, who is a state representative in his spare time, was the initial organizer of the sale at the Strassenfest, the St. Louis beer festival. The bagels and cream cheese that are sold are donated and the booth is manned by CAB members, volunteers and agency staff. The sale gives all three groups a chance to get to know each other and exchange ideas. In 1980, the Strassenfest receipts totaled over $3,500.

The growth in size and dollars meant growing pains for the CAB, however. Early on, incorporation, and all of the paperwork that goes with it, became a must. The treasurer had to be bonded. The CAB had to decide just how much money was to be allocated for each administrative and client service. A committee structure had to be established, as the CAB became bogged down with responsibilities.

But the CAB always overcame the difficulties, and with the benefit of a good progression of leaders, has grown to an efficient, professional aide to the agency, that has been the model for the other boards across the state. What started as a lofty idea spawned in a lofty place has evolved into a functioning body that achieved and surpassed its four-fold intentions.

The Kansas City CAB

It wasn't manifest destiny that brought a CAB to the western part of the state. The initial Kansas City CAB coordinator credits the St. Louis CAB with giving him the impetus to start a CAB of his own. "I saw the potential of the community," he says.

Their first organizational meeting was held in 1976.

Just like the St. Louis Board, it took three years for the board to really move on its own, for the coordinator didn't feel the CAB was independently operational until 1979. "I had to carry the CAB at first. It's like an infant, you have to hold its hand. Needless to say, you have to put in lots of extra time," he says. Choosing the initial members was tough, as he sought out influential people who had the time to devote to the CAB. He found the most trying and time-consuming activity involved with establishing the CAB was the paperwork. He had to do all of the legal work, including writing the by-laws and incorporation papers, setting down the officers' roles and meeting dates, and even securing a federal ID number for employment forms. All of these also had to be reviewed by an attorney.

There were many other frustrations that had to be encountered before the Kansas City CAB was actively participating in community affairs. Attendance problems plagued the CAB and frustrated their efforts. The coordinator found that people with "big names" don't attend regularly, and he came to expect only 60% active participation from his members. There were many managements problems, also. He had to learn to be a businessman. He also found himself and his CAB entangled in a web of government bureaucracy. For example, when a billboard company offered to donate billboards for CAB use, it took three months to get clearance from the state. "It's an ironic situation, because you are dealing with the efficient, private sector on one side, but having to cope with the reality of a state agency."

Initially, the CAB was set to work to advertise, aid and recruit for the volunteer program. In their first two years, their major financial effort was a banquet to honor the volunteers. All other services the CAB provided were exchanges that didn't involve capital.

After cementing the volunteer program, they began a client assistance fund and fundraising. They benefited not just from cash donations, but also secured donations of services, room and board and educational facilities.

The fifteen-member board has overcome its growing pains, and has designed a few innovative projects of its own. They now serve 25 counties in northwest Missouri, with efforts concentrated in Jackson, Platte, Clay and Cass counties. They have sponsored several interesting fundraising projects, such as an exposition of prison art, along with the usual garage sales, etc. They, too, have found the benefit of organizing into committees and recruiting new members to fill specific job roles. They have a publicity committee which turns out press releases and includes a group of speakers. They also have financial, banquet, research and executive committees.

The volunteer program is still their number one priority. Besides the annual banquet, the volunteers in Kansas City receive a newsletter and are reimburs through the CAB for expenses they incur. Volunte can also advance to become senior volunteers with sp cial recognition and some administrative responsib ties. The volunteer program is even the subject of a U versity of Missouri at Kansas City research study ce tered around volunteer satisfaction and turnover. T results of the study will hopefully enable the CAB further volunteer satisfaction and further enrich t program. The Kansas City CAB also won a local gra to enable them to hire an additional part-time regior volunteer coordinator. This has allowed them to expa and improve recruitment and training of volunteers.

The efforts made on behalf of the volunteer progra have benefited the Kansas City agency. The origir coordinator is no longer the liason to the CAB, but he glad to see that the potential he saw in the community being realized and utilized. "With caseloads up a money down, we have to get help from out there (t community). With the help of the community, we a saving money in the long run."

The West Plains CAB

The West Plains CAB is the oldest of the ru boards, although it is only one year old. Twel members comprise the board, two members each fro the six counties it represents. Those six counties are s of the largest counties geographically in Missouri. Son members must drive up to 60 miles to and from t monthly meeting. So why does this board continue prosper when the demands on the members are so larg They enjoy each other's company.

Once a month, the CAB meets at the Bonanza resta rant in West Plains to discuss the CAB programs, an as one member puts it, "to shoot the breeze and ra each other." Because of the satisfaction and enjoyme they get out of what they are doing, the West Plai boasts the lowest CAB turnover rate. Only thr members have ever quit the CAB.

The credit for the comraderie and success of the CA belongs to the unassuming CAB coordinator. He ar his staff have selected all of the members. He look f people who were somewhat familiar with the crimin justice system, but his main criteria for CAB selectic was an interest in helping people and a track record community involvement. Of course, as the populatic in the West Plains area is relatively sparse, he kne many of the CAB members he wanted. For example, a old friend from the Kiwanis Club was a governme worker of 27 years. The coordinator believed he woul make an excellent member, even though his frien

vowed he would not get involved in any more volunteer work. The CAB coordinator talked him into CAB service and his help has proved invaluable.

Although the West Plains CAB has fun at their meetings, they are making significant advances in the community. The West Plains financial management course has proven so successful and cost-efficient, that they are starting another financial management course in Houston, Mo., and are planning to start a DWI First Offender course. The space for the first financial management course was donated by a local school.

They have also utilized their PR abilities. Their press releases have resulted in newspaper features in the local papers. Because of the small size of the population, however, they find that they are much more effective by promoting the CAB and its programs individually, as "ambassadors of good will," at the post office and other local meeting places.

It hasn't been all downhill for the West Plains CAB, though. At first, for example, the coordinator found that his board members were bored. They approached him with their concern about meeting for no obvious purpose, and he set them to work on the financial management course. He is an avid believer in the idea of giving your CAB a program or poject to work on right away. He believes that the education and brainstorming of the members must be continual, and stresses the need to orientate the members to Probation and Parole work as soon as possible.

He admits that his CAB is still in the formative stage, but is optimistic about future programs, and what ideas will come up at the next meeting.

Women have been invaluable in the success of CABs. Be sure your CAB is composed of a wide variety of individuals.

BYLAWS OF NORTHWEST MISSOURI CITIZENS ADVISORY BOARD

OFFICES

1. The principal office shall be located in Kansas City, Jackson County, Missouri. The corporation may also have offices at such other places as the Board of Directors may from time to time appoint or the business may require.

SEAL

2. The corporate seal of this Company shall be a circular impression seal reciting the name of the corporation and "Missouri" between which are the words "Corporate Seal." Such seal, as impressed on the margin hereof, is adopted as the corporate seal of the corporation.

DIRECTORS

3. The property and business of this corporation shall be managed by its Board of Directors. They shall be elected at the first meeting of the incorporators and each Director shall be elected to serve until his successor shall be elected and qualify. The number of Directors may be increased by the vote of a majority of the Directors and any change in the number of Directors shall be reported to the Secretary of State of the State of Missouri within thirty (30) calendar days of such change.

4. Directors, as such, shall not receive any stated salary for their services, but by resolution of the Board, a fixed sum and expenses of attendance, if any, may be allowed for attendance at such regular or special meeting of the Board; provided that nothing herein contained shall be construed to preclude any Director from serving the

corporation in any other capacity and receiving compensation therefor.

MEETING OF THE BOARD

5. The annual meeting of the Board of Directors and all other meetings of the Board of Directors shall be held each year at 12:00 p.m. on the third Thursday in January for the purpose of organization or otherwise, and no notice of such meeting shall be necessary to the newly elected Directors in order to legally constitute the meeting, provided a majority of the whole Board shall be present; or they may meet at such place and time as shall be fixed by the consent in writing or orally of a majority of all the Directors.

6. In addition to the principal office in the State, the corporation may maintain an office or place of business in any other place within the State or without the State, and the Directors of the corporation may hold their meetings, whether regular or special meeting, at any place, whether within or without the State, as the Directors may find convenient.

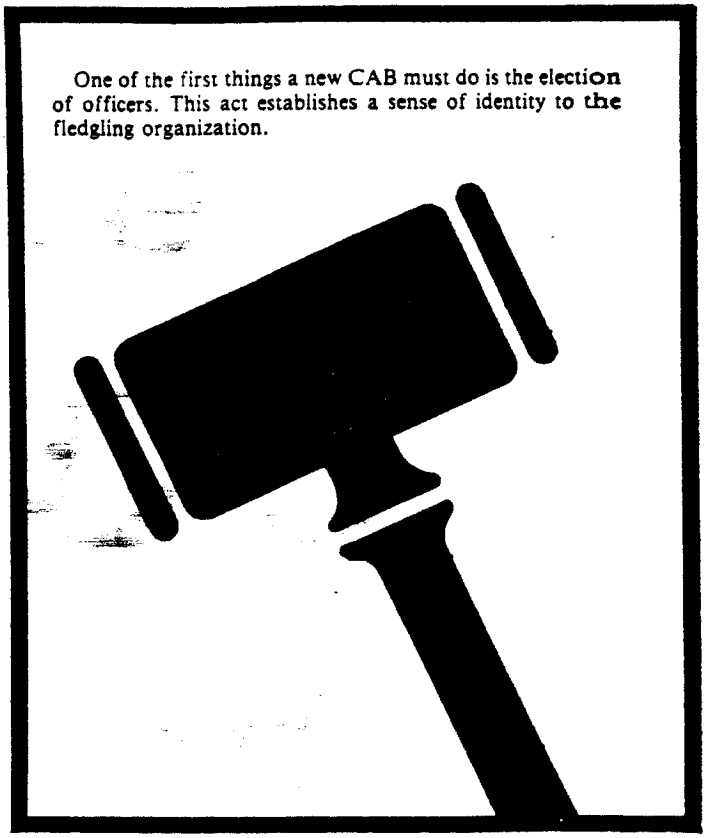
7. Regular meetings of the Board may be held without notice, and special meetings may be called by the Chairman of the Board, if there be one, or the President, on one day's notice to each Director, or by the Secretary at the request of a majority of all Directors on two day's notice to each Director.

8. At all meetings of the Board a majority of the Directors shall be necessary and sufficient to constitute a quorum for the transaction of business, and the act of a majority of the Directors present at any meeting at which there is a quorum, shall be the act of the Board of Directors, except as may be otherwise specifically provided by statute or by the Articles of Incorporation or by these Bylaws.

EXECUTIVE COMMITTEE

9. An Executive Committee of two (2) or more Directors may be appointed by resolution passed by a majority of the whole Board. Any such committee shall have and exercise all the powers of the Board of Directors, except as specially limited by the Board of Directors, while the Board of Directors is not in session. Any committee so appointed shall, during the intervals between meetings of the Board of Directors, advise with and aid the officers of the corporation in all matters concerning its interests and the management of its business and shall report to the Board of Directors at its next meeting.

One of the first things a new CAB must do is the election of officers. This act establishes a sense of identity to the fledgling organization.



OFFICERS

10. The officers of the corporation shall be a President, one or more Vice President, a Secretary and a Treasurer; and, at the election of the Board of Directors, a Chairman of the Board and such other officers, managers or superintendents as the Directors from time to time shall deem it necessary to appoint. Any two (2) of the aforesaid officers may be held by the same person, except the offices of President and Vice President. All officers and agents shall be subject to removal at any time by the affirmative vote of a majority of the Board of Directors.

11. The officers shall be elected by the Board of Directors and a majority of the votes cast shall be necessary to elect.

12. The salaries of all officers and agents of the corporation shall be fixed by the Board of Directors.

13. The officers of the corporation shall hold office for one (1) year and until their successors are chosen and qualify in their stead. Any officer elected or appointed by the Board of Directors may be removed at any time by their affirmative vote of the majority of the whole Board of Directors.

14. Any of the offices of any one or more additional Vice Presidents, Secretary and Treasurer and of the Chairman of the Board, General Manager and Superintendent, if any be appointed by the Board of Directors, may be held by a person not a Director of the corporation.

CHAIRMAN OF THE BOARD OF DIRECTORS

15. The Chairman of the Board of Directors, if one be elected, shall preside at all meetings of the Board of Directors and perform such additional duties as the Board may prescribe.

PRESIDENT

16. The President shall be the chief executive officer of the corporation, have general active management of the business of the corporation, see that all orders and resolutions of the Board are carried into effect, execute bonds, mortgages and other contracts requiring a seal, under the seal of the corporation, and have the general executive powers and duties of supervision and direction usually vested in the office of President of the corporation.

VICE PRESIDENT

17. The Vice Presidents, in the order of their rank, as determined by the order of their election, or as determined from time to time by other action of the Board of Directors, in the absence, refusal or incapacity of the President, shall be vested with all the powers and perform all the duties of the President, and also shall perform such other duties as may be prescribed or assigned to them from time to time by the Board of Directors or the President.

SECRETARY

18. The Secretary shall attend all sessions of the Board and act as clerk thereof, and record all votes and the minutes of all proceedings in a book to be kept for the purpose. He shall give or cause to be given notice of all meetings of the Board of Directors. He shall have custody of the corporate seal and affix the same when authorized by the Directors or President, to all proper instruments, attesting same, and shall perform such other duties as may be prescribed by the Board of Directors or President, and under whose supervision he shall be. He shall be sworn to the faithful discharge of his duty.

TREASURER

19. The Treasurer shall keep full and accurate account of receipts and disbursements in books belonging to the corporation, and shall deposit all monies and other valuable effects in the name and to the credit of the corporation, in such depositories as may be designated by the Board of Directors. He shall disburse the funds of the corporation as may be ordered by the Board, taking proper vouchers for such disbursements, and shall render to the President and Board of Directors at the regular meetings of the Board, or whenever they may require it, an account of all his transactions as Treasurer and of the financial condition of the corporation. All the duties and powers of the Treasurer are subject to the control of the Directors, who shall have authority to make such orders and regulations concerning the corporation's finances as they may deem fit.

VACANCIES

20. If the office of any Director or officer becomes vacant by reason of death, resignation, retirement, disqualification, removal from office or otherwise, the Directors then in office may choose a successor or successors, who shall hold office for the unexpired term of such predecessor.

DUTIES OF OFFICER MAY BE DELEGATED

21. In case of the absence of any officer of the corporation, for any reason that the Board may deem sufficient, the Board may delegate the powers and duties of such officer for the time being, provided a majority of the entire Board concur therein.

CHECKS

22. All checks or demands for money and notes of the corporation shall be signed by such officer or officers as the Board of Directors from time to time may designate.

NOTICES

23. Whenever under the provisions of these Bylaws, notice is required to be given to any Director or officer, it shall not be construed to mean personal notice, but such notice may be given in writing by depositing the same in the post office or letter box, in a postage paid, sealed envelope, addressed to such officer or Director at such address as appears on the books of the corporation. Any Director of officer may waive any notice required to be given by statute or under these Bylaws.

AMENDMENTS

24. The Board of Directors by the affirmative vote of a majority of the Board, may alter or amend these Bylaws at any regular or special meeting.

NOTICE OF NONDISCRIMINATORY POLICY

25. No applicant, client, worker or employee of Northwest Missouri Advisory Board is excluded from participation in, denied the benefits of, or subjected to discrimination on the ground of race, color, national origin, age, religion, physical disability, or political affiliation under any program or activity generally offered at the corporation.

Northwest Missouri Advisory Board admits applicants, workers, employees of any race, color, national and ethnic origin, age, religion and political affiliation to all programs, activities, rights and privileges generally accorded or made available to applicants, workers and employees of the Northwest Missouri Advisory Board. Northwest Missouri Advisory Board does not discriminate on the basis of race, color, national and ethnic origin, age religion, physical disability or political affiliation in the hiring and employment practice with respect to its workers as employees, in the administration of its programs and activities or in the admission of applicants and shall operate all of its programs and activities so as to implement and effectuate such non-discriminatory policy and to provide grievance procedures for review of complaints, if any, which may arise from such administration of the Northwest Missouri Advisory Board.

CABs can do more than provide programs for groups; it can also counsel individuals by establishing one-to-one programs.

St. Louis Regional Volunteers in Corrections Memorandum and Annual Report

MEMORANDUM

To The Citizens of Eastern Missouri:

This report summarizes the activities of the Citizens Advisory Board for 1980 and includes a report of 1980 receipts/expenditures and the proposed 1981 budget. It can easily be seen that the Board's support has been invaluable in providing otherwise unavailable resources for offenders and ex-offenders in the St. Louis area.

If these programs are to continue, more money is needed for fiscal 1981. The need is great; first because there are currently over 6,500 clients on probation and parole in the St. Louis Region; and secondly because the Board intends not just to maintain these programs, but to expand the delivery of needed services. As you can see from the value of the volunteer's contribution, this effort has been extremely cost effective. Furthermore, we are working to become increasingly cost effective, as demonstrated in the 1981 reduction of operating expenses.

I ask you to become a community partner by joining with us in this project. You may be sure that your assistance will be greatly appreciated, both by the Citizens Advisory Board members, and all citizens of Missouri who gain in tax dollars saved through this voluntary effort.

Ronald J. Scott, Ph.D.
President
Citizens Advisory Board

ANNUAL REPORT OF THE CITIZENS ADVISORY BOARD

The Citizens Advisory Board is an organization formed in 1973 to support the work of the Missouri Division of Probation and Parole. It is composed of a cross section of St. Louis citizens, representing the major professions in this community. The underlying philosophy of the Citizens Advisory Board is that the community must become aware and involved in the problems of offenders as they face reintegration in the community. To this end, the Citizens Advisory Board and its volunteer program is structured around five basic goals: 1) to involve the community in the correctional process; 2) to promote community understanding of the field of corrections; 3) to increase services to clients on probation or parole; 4) to encourage clients to develop responsible behavior; 5) to provide for satisfying and dignified interpersonal relationships between clients and the rest of the St. Louis community.

The CAB's central function is to give direct assistance to clients on probation and parole. This goal is approached through direct financial assistance and through volunteer involvement with clients. In 1980 over $5,600 was spent on client needs, such as housing, loans, vocational tuition, transportation, clothing, and medical costs.

During 1980 the Board secured grants totalling over $12,000, as well as five federally funded employee contracts. Booster Training, a federally funded skill improvement program administered by the CAB, helped 50 clients toward greater employability.

Another important Citizen Advisory Board function is to deliver direct counseling assistance to clients through its support for volunteer programs. Over 128 volunteers were recruited and trained in 1980 to work with clients on probation or parole. A total of 225 volunteers delivered approximately 12,000 hours of counseling time to clients. Based on a minimum wage of $3.35 per hour for their time, service of these volunteers was worth $134,670. In 1980 $3,700 was spent on the recruitment, training, and managing of this volunteer force.

The St. Louis annual report also includes an itemized list of receipts and expenditures for the year as well as a list of corporate and individual contributions.

Bibliography

Suggested Reading

Development Today: A Guide for Non-profit Organizations, by Jeffrey Lant Volunteer Readership, P.O. Box 1807, Boulder, CO 80306

Recruiting, Training and Motivating Volunteer Workers, by Arthur Pell, Volunteer Readership, P.O. Box 1807, Boulder, CO 80306

Effective Management of Volunteer Programs, by Marlene Wilson, Volunteer Readership, P.O. Box 1807, Boulder, CO 80306

A Manual of Practical Fundraising, VITA, 115 Gainsborough Street, Boston, MA 02115.

Breaking Even: Financial Management in Human Service Organizations by Roger Lohman, Volunteer Readership, P.O. Box 1807, Boulder, CO 80306

A Guide for Funding Resource Development, ACTION, 806 Connecticut Ave., N.W., Washington, D.C. 20252

A Fund Raising Primer, Together, Inc., Human Resources Consultants, P.O. Box 52528, Tulsa, OK 74152.

A Layman's Guide to Public Relations and Publicity Techniques, David Rammacitti, DNR Publications, Box 1231 Rock Island, IL 61201

Communications Manual for Nonprofit Organizations, by Lucille Maddalena, Volunteer Readership, P.O. Box 1807, Boulder, CO 80306

We Interrupt This Program...A Citizen's Guide to Using the Media for Social Change, by Robbie Gordon, Volunteer Readership, P.O. Box 1807, Boulder, CO 80306