

**VOLUNTEER
AND
PROFESSIONAL STAFF
1962 MODELS**

**A SERIES OF PAPERS
PRESENTED AT THE
89th ANNUAL FORUM
NATIONAL CONFERENCE ON
SOCIAL WELFARE**

May 31, 1962

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A HISTORY

The materials in these pages were presented at a Combined Associate Group meeting during the 89th Annual Forum of the National Conference on Social Welfare. The meeting was sponsored by the American National Red Cross, together with the following co-sponsoring groups:

National Council of Jewish Women

National Travelers Aid Association

National Association for Mental Health

National Social Welfare Assembly

Big Brothers of America

Family Service Association of America

United Community Funds and Councils of America

Association of Junior Leagues of America

Because of the excellence of the two papers presented and the comments of the reacting panelists, many requests were received for the materials to be reproduced and made available to the co-sponsoring agencies and interested individuals.

The material contained in this document includes the two main papers presented, and the comments by three of the four reacting panelists. Unfortunately the comments of the other panelist were not available for reproduction. We hope the material will be helpful to those concerned with the important matter of effective utilization of voluntary effort in the field of social welfare.

PROGRAM

VOLUNTEER AND PROFESSIONAL STAFF -- 1962 MODELS

Thursday May 31, 1962

Presiding: Mary Helen Merrill, Assistant National Director, Disaster Services, American National Red Cross, Washington, D.C.

What's New?

Speaker: Barbara Johnson, Baltimore; President, Association of the Junior Leagues of America

What It Takes:

Speaker: Melvin A. Glasser, Dean of University Resources, Brandeis University, Waltham, Massachusetts

Reacting Panel

Mrs. Roberta V. Filipiak, Volunteer Supervisor, Special ADC Project, County of Cuyahoga Welfare Department, Cleveland, Ohio

Victor Gelb, Member, Board of Directors, Big Brothers of America, Cleveland, Ohio

Mrs. Leon Marantz, Chairman, National Community Services Committee, National Council of Jewish Women

Mrs. Georgine Willis, Caseworker in Charge, Travelers Aid Society of New York

VOLUNTEER AND PROFESSIONAL STAFF -- 1962 MODELS

"WHAT'S NEW"

by Miss Barbara G. Johnson
President
Association of Junior Leagues of America Inc.

VOLUNTEER AND PROFESSIONAL STAFF -- 1962 MODELS

"WHAT'S NEW"

INTRODUCTION

It is a distinct pleasure to share with you this morning some very exciting new opportunities for volunteer service. Agencies which have been kind enough to co-sponsor this session entitled Volunteer-Professional Staff 1962 Models -- and to contribute substantially to the material contained in this paper are:

American Red Cross
Big Brothers of America
National Social Welfare Assembly
United Community Funds and Councils of America
Family Service Association of America
National Travelers Aid Association
National Council of Jewish Women
National Association of Mental Health
Association of Junior Leagues of America

Illustrations of new ways in which volunteers are being used in community service were sent to me in April -- and mine has been the felicitous task of weaving these materials, on a selective basis, into a fabric which is hopefully representative of the many excellent submissions received.

It seemed to me that new developments in volunteerism are directly related to certain discernible changes in our society -- changes which, in the post World War II period, have caused new tensions and concerns for our communities.

First of all, there is mobility of population. It is common knowledge that 20% of our population in the United States is on the move every year. Part of this figure is reflected in the migration to the major urban centers of families from rural areas who can no longer make a living on the farms or in the mines and who seek job opportunities in the cities. Frequently, adjustment to city living is difficult for them -- and instead of serving as a new and welcome human resource, they are for a time a burden to the city -- both in terms of the cost of services they require and in terms of the small contribution they make initially to the city's tax base.

Another segment of the 20% annual mobility figure is reflected in the emigration from the central city of a substantial number of individuals lured -- often mistakenly they find -- by the evanescent enchantments of suburban living. Representing generally the middle-class element so vital to the stability of a city -- their flight often results in a considerable financial loss -- not to mention the social loss of a body of citizens whose involvement in civic affairs is so essential.

Another source of the 20% annual mobility figure are the members of the armed forces and their families -- who reflect the need in a time of cold war to maintain a peacetime army of individuals ready for instant mobilization.

A second broad change in our society, which has occasioned new needs to be met by both volunteer and professional alike, is the changing age composition of our population. Modern scientific advances have resulted in the prolonging of the

life of our senior citizens as well as preserving the life of our junior citizens, who previously died either in infancy or in early childhood. Proper utilization of the resources of this body of younger and older members of our society -- at a time when local, national and world tensions are at an all-time high -- presents a stirring challenge. When the challenge is not met successfully, juvenile delinquency, mental illness, and many other serious social disorders result.

It is a tribute to our democratic way of life that our citizens -- be they volunteers or professionals -- have not temporized -- but have tackled these difficult problems with energy, imagination, and skill.

I. COMMUNITY SURVEYS

The first new volunteer opportunity I call to your attention is one related to the problem of mobility of population and urban sprawl. A section of The National Council of Jewish Women has attempted to bring order out of metropolitan chaos through a community survey which is currently underway. Here in their own words is a statement of the problem, their proposed solution, and the relationship of volunteer to professional in answering the need:

"Long Island has been the scene of the rapid growth of suburban communities within the past decade and a half. Boundaries of school districts, fire control districts, and others are spread illogically over parts of towns. There is not the usual homogeneity attributed to the suburbs. Consequently, these areas often have the problems of the suburbs along with the kinds found in cities.

"Last July together with the Five Towns Community Council, the PENINSULA N.Y. Section of the National Council of Jewish Women launched the "Five Towns Community Survey" which they expect will be a year in the doing. They have supplied the salary for the Survey's project Director who will be acting in the dual capacity of Project Director and faculty member of the School of Social Work at Adelphi College, under whose direction the survey was designed. The Survey Director's office is at the Five Towns Community Council whose facilities are being used for the survey. She has trained Council volunteers and others to be used to interview community leaders, agencies and organizations, and she guides the thirty-one Adelphi College M.S. candidates who are interviewing approximately 800 families. This sampling of families represents 5% of the population. Different types of questionnaires have been developed for different groups in the communities, individuals, families, youth.

"At this point approximately half way in this carefully structured survey, patterns are emerging:

- One town among the five sends only about 67½% of their young people to college while the others send over 90% of their youth to college. This town will have special needs.
- New alignments of agencies will probably be necessary to adjust to overlappings.
- Unmet needs are emerging.
- Finding a way to make people aware of services accessible to them is a must.

- Community awareness of the nature of its own structure and its social problems has grown to the extent that this alone would justify the survey.

A similar survey was recently undertaken by two members of the Baltimore Section of the National Council of Jewish Women, although this time the problems of rural Southern migrants to a metropolitan area was the subject of the study. While the material submitted did not spell out the precise roles of the volunteer and professional involved, I would assume that instruction in interviewing techniques, development of the plan of interviewing, as well as editing of the report, involved staff direction.

The problem is vividly stated in the following passage from the published report entitled "The Unaccepted Baltimoreans."

"A family of seven, five children under six years of age and their parents, called home a two-room basement apartment, which had been converted from a furnace room. The air was foul and stifling, making breathing difficult. Sharing the apartment were rodents, flying insects, and countless bugs.

"The mother, who was pregnant, failed to recognize the need for prenatal care -- hers was an attitude of fatalism. Her reward, she believed, will come to her in salvation.

"These are the rural Southerners -- from West Virginia, Maryland, Kentucky, Tennessee -- whom coal mine shutdowns and mechanized farming have in recent years forced off the land and into the cities. Many are mountaineers, once proud and independent, bearers of strange folkways and speakers of an English not far removed from Chaucer's.

"Geographically and culturally isolated for generations, they are individualistic, non-conformist and become resentful and defiant towards authority. They are resistant to change for they believe that their way is just as good as anyone else's. They are unfamiliar with city laws and ordinances, which don't make sense to them.

"Most are also unfamiliar with city health and welfare benefits, which they need desperately. Never having accepted the city as home, they, in turn, have never been accepted by the city. They are talked about, misunderstood, rejected and 'unaccepted'."

Selected for the purpose of study was "one cultural island" of southern migrants. Interviews were held with 40 migrant families and with the city officials serving them: housing and educational officials, judges, probation and police officers, health and welfare workers, a landlord, lawyer, and bartender.

Among the conclusions were:

- 1) that the migrants hold poverty to be an evidence of religious virtue;
- 2) they accept illegitimate births as natural and not immoral;
- 3) they look on attendance at school as an unnecessary evil;

- 4) that the school children's emotional problems outweigh their health problems, because they see so much unpleasantness in their homes.

Recommended remedies included a federal program to prepare people for urban living before they reach the city; the establishment of a city housing project; expanded school counseling; and adult education courses in health, sanitation, and house-keeping skills.

There has been widespread interest in the report. Brandeis University is using it as resource material in a project on "Human Values in the American City", and the Baltimore Superintendent of Schools has asked the Ford Foundation to consider financial support for one of the report's proposals -- the establishment of a pre-school program for mountaineer children, to enrich their knowledge of the language and life of the city.

Volunteers in the preceding instances, carefully guided by professionals have employed skills of interviewing, questionnaire preparation, maintenance of records, and compilation of data -- for the purpose of diagnosing pressing community needs and recommending new solutions.

II. COURT RELATIVE PROGRAMS IN MENTAL HEALTH

Volunteers responsible for services of a more direct and individualized nature are widely hailed in mental health work. Lack of community understanding and consideration toward the mentally ill have long presented stumbling blocks to successful treatment. Recently, however, volunteers working with the relatives of the mentally ill provided a beacon in the darkness of ignorance and misunderstanding. Mental Health Associations from Dallas to Delaware testify to the efficacy of skilled volunteers in reaching out to relatives immediately after the commitment of a loved one. They have proven most valuable in helping families through the first anxious steps when the hospital is new and the procedures of the doctor and social worker unfamiliar.

Volunteers are trained by careful tours of both the hospital and the court. At the hospital, they are briefed on the admitting procedures, the role of the clerical personnel who have the first official contact with the relatives; the role of the professional staff; and various aspects of the institution's physical plant. Stress is placed on the importance of directing questions of a medical nature to the proper professional source, and they are instructed that they are not expected to know the answers to all questions that relatives ask, but to handle all situations sensitively and honestly.

At the court, volunteers witness a commitment session and receive a thorough explanation of procedures for the disposition of cases.

Once trained, a volunteer engaged in this program provides the following services: she appears on the appointed day at the court hearing and following disposition of a case, accompanies the relatives of the individual committed from the courtroom. She then conducts an informal orientation for the relatives, which is both informational and psychologically supportive. Many of the families react to commitment by being extremely upset, while others show their concern by being tense and irritable. Whatever the nature of the reaction, the volunteer acts as a sympathetic agent for the venting of feelings. In addition, she provides specific information, such as: where the hospital is located, directions for getting there, clothing needed by the patient, amount of money allowed, cost of hospitalization,

visiting restrictions, and procedures the patient will follow on arrival at the hospital.

This orientation meeting serves not only to answer many questions but also, and perhaps more importantly, to bolster the morale of families who moments before, felt they were completely alone with their own problem. As a result of this program, relatives leave the court knowing that their attitudes and actions toward the hospital and patient play a key role in the recovery of their loved one, and a more confident and positive attitude is assured.

According to one Mental Health Association report, relationships established in performing this and related services made information available that when maintained and organized for a year provided new insights into: 1) the volume of use of the state hospitals by the community; and 2) the number of people involved with the court and hospital because of mental illness, suspected or confirmed.

Performance of services, maintenance of records, and the collection and organization of material presented in the year-end report were accomplished by volunteers, employing a wide variety of individual knowledge and skills. Overall direction of the program, however, was provided by an experienced social worker, whose advice was at all times available to the volunteers.

III. FRIENDLY VISITING SERVICE TO THE AGING -- HOME-FINDING

The direct person-to-person program described above is paralleled in the friendly visiting service for the aging, instituted by the Family Service Association of America. Recognizing the increasing number of senior citizens in our population, the Family Service Association in at least one city has for the past 10 years carefully selected volunteers for its program. In addition to an orientation course, the volunteers work closely with the caseworker whose client they see. The caseworker in turn is available to clarify behavior that the volunteer may not understand, to deepen an understanding of the aged person, and to help with any problems that may arise in the relationship.

A specialized by-product of friendly-visiting has been the involvement of volunteers in home-finding -- again under the careful supervision of the caseworker. Systematically volunteers visit every dwelling that is offered as a foster home for an aged person; analyze the physical facilities; and carefully observe the homeowner so as to determine her motivation for making the offer and her suitability for sheltering a senior citizen. A detailed report is written subsequent to this interview by the volunteer for the staff. Preliminary screening by volunteers saves many hours of professional time, in addition to encouraging sharp powers of observation regarding both property and personal values on the part of the volunteer.

IV. ASSISTANCE TO TRAVELERS

For many years, the Travelers Aid Society has used volunteers in conjunction with professionals to provide information and friendly support to young and old alike away from home. This fine service has assisted many a confused senior citizen in need of a reassuring individual to keep him company while a caseworker talked with relatives to arrange a satisfactory completion of the journey. It has also been of help to young runaways requiring guidance above and beyond a routine deposit on the family doorstep.

Take, for example, this instance of specialized volunteer placement. The Traveler's Aid Society of Chicago recently asked a volunteer, with a college degree, to tutor a teen-age boy who had a long history of running away from home. Diagnostic study by a trained caseworker had revealed that the boy -- disturbed by persistent conflict with his parents at home -- had been failing in school for some time. Professional counselling to parents and child, it was realized, could be successful only if the boy was helped to master his schoolwork. Private tutoring was out of the question because of the straitened finances of the parents; special help at school was unavailable because of the institution's already overburdened schedule.

In this instance, the volunteer fulfilled a need that might otherwise have gone unanswered. In addition to teaching the three R's, he brought the unhappy teenager warmth and acceptance and personal proof that not all adults and teachers were critical and demanding. The professional caseworker's load was greatly eased by regular reports from the volunteer on the boy's personality traits and interaction with his family -- which in turn speeded the treatment process as a whole. Considerable volunteer satisfaction was doubtlessly derived from the application of educational skills to preservation of a family's unity and the prevention of juvenile delinquency.

V. PREPARATION OF JUVENILE DELINQUENTS FOR A RETURN TO THE COMMUNITY

The merit of a highly personal, one man to one boy relationship, under the supervision of a trained social worker has long been recognized by the Big Brothers of America. Selective recruitment of volunteers and the matching of volunteers with clients have always been paramount features of the program. But striving for perfection in a field in which they pioneered, they are constantly evaluating existing methods and searching for better ones.

In addition to individual interviews of prospective Big Brothers by professionals, some Big Brother Agencies are currently utilizing projective tests to determine the suitability of particular volunteers for this role. Others use screening committees composed of representatives of such disciplines as psychiatry, psychology, and law enforcement to aid in the development of criteria for volunteer-selection. As a result of current exploration, the Association is hopeful of making a significant contribution to the selection methods used by social agencies in the future. Needless to say, volunteers, professionals, and clients alike, are certain to gain by new insights in this area, in terms of improved service, performance, and personal satisfaction.

Tackling head-on the major problem of making constructive citizens of former juvenile delinquents, the Big Brothers have gone to reformatories and camps for teen-age offenders to act as a "bridge" for delinquent youngsters on their return to the community. Usually, the Big Brother meets his boy at least six months prior to the child's release and visits him regularly while he is in the institution. The tempo and depth of the relationship is increased upon the boy's return to society.

Satisfactions to the volunteer in this service include personal awareness of fulfilling a dire community need and the security of a sound program of selection, orientation, and supervision, within which he is free to exercise imagination and flexibility of action.

VI. HOME SERVICE FOR RELATIVES OF THE MILITARY

To ease the onus of military service, the Red Cross has developed a "Reaching Out" program for the families of servicemen. Following an individual's departure for military duty, a trained volunteer gets in touch with his family to interpret the facilities available to them through this private international organization.

Home visits, telephone calls, group meetings, and the like are employed to reach the dependents, who seem to welcome an opportunity to learn about the life of their family member in the Armed Forces. They are also grateful to learn how to call upon the Red Cross for assistance in time of emergency and listen with interest as volunteers explain the procedures to be followed regarding military leaves and extensions, medical care for dependents, transmission of birth and death messages, as well as notices of family illness and other problems.

In addition to this orientation function, volunteers -- carefully supervised by professionals -- perform other services for which they are qualified. Thus, a professional caseworker, receiving a request from a serviceman's mother for help in filling out her annual affidavit for quarters allotment, referred the request to a volunteer, whom she knew was trained to give this service. On the other hand, a volunteer receiving a request to assist a serviceman's wife in making an application for emergency leave for her husband, recognized immediately that the woman was overwhelmed with financial and emotional worries. After handling the specific application for emergency leave, the volunteer arranged for the woman to have a professional caseworker help her with her other problems.

In this activity, the volunteer would seem to derive immediate satisfaction from working closely with professionals and individuals seeking relief from the tensions and upheaval that frequently accompany military service. It seems likely that she also enjoys a less tangible satisfaction -- namely the realization of the part she plays in bolstering the morale of servicemen and their families.

VII. REMEDIAL READING FOR DISTURBED CHILDREN

Finally, let us examine a new volunteer opportunity which, at its inception, was viewed with some reservation by professionals and volunteers alike. It is a remedial reading program for disturbed boys, undertaken by the Junior League of Tarrytown at the Dobbs Ferry Children's Village not quite three years ago. The program is, in reality, a pilot study seeking to determine whether or not volunteers, properly trained and supervised, can provide a basic service in teaching remedial reading to children in residential treatment centers.

The study is designed to cover a three-year period, at the end of which time a complete evaluation will be made available. The budget for the project is \$6,000 a year or \$18,000 for the three-year demonstration period. It is provided by the Junior League.

The number of volunteers involved is small -- six to eight for teaching -- and two for clerical work. Selected by a professional member of the treatment center, these volunteers are carefully trained and supervised on a regular basis. During the school year, they spend three hours weekly on the job: one hour devoted to lecture and preparation, one hour to actual teaching, and one hour to seminar discussion. Periodic professional evaluation of the progress made by the volunteers with their students is an integral part of the program.

While it is too early to draw definitive conclusions, the following comments taken from the Junior League's report testify to the apparent worth of the project at this stage:

"In evaluating the first year, the Executive Director of Children's Village referred to the rapid progress of the volunteers in understanding the skills and techniques of remedial reading and in their readiness to work with the boys. He also commended them on their faithful attendance.

"The Research Director of this project spoke of his doubt at the start of the program, but how impressed he was subsequently with the sincerity, dependability, and contribution of the Junior League volunteers. This quality of service by volunteers was a new experience to him."

What do the volunteers -- in turn -- have to say? The following passage seems to confirm several current hypotheses regarding volunteer attitudes, motivation, and job satisfaction:

"One of the most interesting and rewarding facets of the Remedial Reading Project during its initial year was the change in the volunteer herself.

"Most volunteers were apprehensive at the start of this project because they lacked teacher training. By the end of their first year, they had developed confidence in their ability and had gained great personal satisfaction in the dramatic progress of their students, both in reading and adjustment. This progress was brought about by careful and gradual building of techniques by a skillful Project Director, by means of lectures, library research, demonstrations, and discussion. The volunteers learned resourcefulness, patience, understanding, and new skills in dealing with children. With firm kindness they motivated their students to a learning situation, while remaining alert and flexible should another approach be required.

"The experience has been a singularly rewarding one for all the volunteers. They have learned new values and gained new insights that have changed their attitudes about themselves and their own children. Certainly, the enthusiasm with which they have started on their second year is probably the greatest recommendation they can make for the project, and the surest sign of how much they have enjoyed it."

CONCLUSION

From the small random sample of new volunteer opportunities presented to you this morning, it is difficult, if not impossible, to draw conclusions that have universal validity. All the same, I will select a long limb and climb out upon it with this statement: from the material submitted, I gather that many volunteers are experiencing special satisfactions from service that:

- 1) utilizes their recognized talents and interests
- 2) opens wide new opportunities for education and participation
- 3) permits the development of a personal relationship with the individual served
4. identifies them positively and creatively with solutions to major community problems.

It is heartening to note that professionals are constantly seeking new and improved methods of selection, placement, training, and review of performance of volunteers. I believe that the case studies cited prove the wisdom of this effort.

Our future as a democracy depends on our understanding of the problems confronting us, and on our willingness to make the changes in existing procedures and programs that these problems dictate. This is the ultimate challenge posed for every civilization.

In his book The Two Cultures, C. P. Snow wrote:

"More often than I like, I am saddened by a historical myth....I can't help thinking of the Venetian Republic in their last half-century. Like us, they had once been fabulously lucky. They had become rich, as we did, by accident. They had acquired immense political skill, just as we have. A good many of them were tough-minded, realistic, patriotic men. They knew, just as clearly as we know, that the current of history had begun to flow against them. Many of them gave their minds to working out ways to keep going. It would have meant breaking the pattern into which they had crystallized. They were fond of the pattern, just as we are fond of ours. They never found the will to break it."

In the democratic society, the will to break the pattern must be a composite of many wills -- individual, institutional, organizational. I am sure that we have that will, and that new and evolving endeavors combining volunteers and professionals will help us meet the test successfully.

VOLUNTEER AND PROFESSIONAL STAFF -- 1962 MODELS

WHAT IT TAKES

by Melvin A. Glasser
Dean of University Resources
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WHAT IT TAKES *

"We consider that the voluntary spirit is the very life blood of democracy. We consider that the individual volunteer, the man who is proud to serve the community...is he whose personal sense of mission inspires and elevates the whole democratic process of official governmental effort....I want to make it plain, beyond any shadow of misunderstanding, that in the view of the government, democracy without voluntary exertion and voluntary idealism loses its soul".

This ringing statement in behalf of voluntarism was made, not by an American Red Cross, Traveler's Aid or Big Brother worker, but by Lord Pakenham, member of the British government in June 1949. This was the expression of a government which had just taken giant steps toward the creation of the British welfare state as we now know it.

When, therefore, I am asked to discuss what it takes to deal with 1962 models of volunteers, my first answer is, conviction. This is closely followed by the words challenge, climate and commitment. The four C's constitute the guideposts to my approach to volunteer programs.

I) CONVICTION

I believe in the essential importance of volunteer participation in health and welfare organizations because the agencies need this involvement for their own strength and flexibility, the volunteers require it for personal and social reasons, and most of all our kind of society demands it.

In an increasingly complex, urban society such as ours, volunteer participation in health and welfare agencies, public and private, is an important way of keeping our citizens personally involved, and our society viable. The individual citizen tends more and more to be distant from the sources of power. Voting is not enough. If he is to be part of the stream of life, if his voice is to be heard, if he is to develop meaningful conviction about democracy, the opportunity to join with others of like mind to work for a "cause, program or project" must be jealously guarded and extended

There were times in the past when I thought this democratic base to volunteering was best exemplified in voluntary agencies. In recent years my study of public welfare programs here and abroad convinces me that volunteer participation in these government enterprises is now equally essential in preserving our democratic process and values.

A recent conversation with a young social worker from Yugoslavia, reinforces this view. In 1947 when I was in Yugoslavia, the government had, to all intents and purposes, discontinued all voluntary health and welfare agencies, except for the Red Cross. The very notion of voluntarism, they thought, went counter to the Marxist notion of the state.

But now my Yugoslav friend tells me all kinds of voluntary social agencies have been started again -- to enable the people to participate in public activities, to allow persons with special interests in the blind, the physically handicapped, the

* Delivered at National Conference on Social Welfare, May 31, 1962, New York City

orphans, etc., to work for and with these groups, and to provide small informal associations which could experiment, fill in gaps in government programs and act as spokesman for special causes. Shades of Edward Lindemann -- this in a communist state!

A century ago in the last chapter of his "Principles of Political Economy", John Stuart Mill saw the importance of what we call "voluntary service" when he wrote: "The only security against political slavery is the check maintained over governors by the diffusion of intelligence, activity and public spirit among the governed."

Only two years ago the same idea was updated in the brilliant Rockefeller Brothers Fund Report, "The Power of the Democratic Idea", "A society with a thoroughly democratic social order will be a 'pluralistic society'. Such a society is the opposite of a totalitarian or monolithic society. It contains and protects many religions, many philosophies, many ethnic groups, many people trying different ideas in different ways. It is marked by wide dispersion of power throughout its various sections and by the existence of autonomous centers of decision making authority".

II) CHALLENGE

But the task of using the 1962 model volunteers properly is far from easy, though they may be more glamorous to look upon than their "do-good" predecessors of half a century ago.

Despite the fact that volunteering and voluntary agencies are more characteristic of this country than any other, the majority of our people still do not participate in voluntary associations, and an increasing number of agencies compete ever more fiercely for what appears to be a very restricted pool of potential volunteers. At the same time many agencies are afflicted with an annual infectious disease which causes volunteers to fall by the wayside like a kindergarten class before a case of the measles. The volunteer disease is called "mass apathy".

David Sills in his perceptive volume "The Volunteers" is inclined to feel this mass apathy disease is multi-causative in nature. Increasingly, large organizations seem to find fewer places for volunteers. There is so much to do, and so many levels on which it is done, that a chosen few become more and more active, and the larger number are permitted to die on the vine of inconsequential tasks.

Furthermore, as our agencies have become more complex, with many specialties, the volunteer, whose prime interest is usually in the general purposes of the agency, whether that be the care of dependent and neglected children, or elimination of mental illness, finds himself assigned a special task, separated from the whole, and apparently not clearly related to the agency's total objective, to which he was initially attracted.

The problems of agency bigness and complexity tend to make us lose sight of the need to relate to the volunteer as an individual with unique motives and drives that bring him to us in the first place. Furthermore, the most successful volunteer projects are those, which regardless of assignment, are able to give the person the feeling he is participating in a total program, whose aims and achievements belong to him, and whose problems are his.

One illustration -- how often have we provided opportunities for the volunteer driver, the Big Brother or the den mother to know that we were able to meet

expanding community needs on only a partial basis because funds weren't allocated to us by a central fund raising agency, or we could not obtain trained workers, or we just could not pay salaries adequate to hold professional staffs. This we discuss with our volunteer boards, or at our professional meetings, but not with those who might be most helpful in getting needed community action.

Sills also believes that the demands of job and family are such in this country that only a minority have thus far shown they have the time and interest to serve as volunteers. The most successful volunteer programs are those which are close to family and home objectives.

Viewed in this light the enormous growth of the PTA movement, the major advances of the Junior Leagues are understandable and constitute object lessons for new and modified agency volunteer programs.

The challenges of volunteer shortages must be looked at too in terms of our own deficiencies of imagination in utilizing the resources of our changing population.

The World War II babies, the largest infant crop in our history, are babies no longer. Greater numbers of them, and an increased percentage of them are pouring into our colleges. Within a few years they will be the richest source for volunteers we have ever had. Now is the time to get to them with information, inspiration and education about our agencies and our activities. Every dollar we invest this year in preparing young people for community service will repay us a thousand-fold in the decades ahead.

More interest has been expressed in recruiting our senior citizens for volunteer service. Any why not? There are more of them, in better health, with more time to give than ever before. We have asked and received millions of dollars from foundations to enable us to build better homes for the elderly, teach them how to live with handicaps, help them develop new recreational interests, and dozens of other projects. Why not now demonstrate our conviction about the need for cooperative planning for volunteering and ask for several hundred thousand dollars to enable a group of agencies to devise experimental patterns and develop demonstration programs of volunteer activities specifically designed to tap the reservoir of older people.

And before I am accused of favoring only the young and the old, I should point out the now well known, but to me still startling fact that the average American mother today has finished her child bearing at age 26. Here too we see an implied revolution in the role of the American woman. In her forties she's vigorous, healthy, accustomed to 14 hours a day of hard work, and idle!

Many of these women are returning to the labor market, others are taking up everything from painting to needlepoint and flower arranging. Why shouldn't we now plan concerted programs to mobilize these wonderful women into our family of volunteers? They're ready and waiting. But our half hearted measures, our stereotyped programs won't have the desired impact. Concerted effort, inter-agency planning and investment of staff time and money will.

III) CLIMATE

"There is a perpetually moving frontier for voluntary action", Lord Beveridge reported in his 1948 study in Great Britain.

Our United States experience bears out Lord Beveridge's statement, many times over. While increasing professionalization and sharper delimiting of function may have narrowed opportunities for volunteers in family service agencies and in some of the other traditional services, there are more significant opportunities for volunteer service than ever before in our history.

A review of such opportunities would call for a separate paper. But a brief listing would include:

- A) Follow-up service with the tens of thousands of mentally ill, now released from institutions as a result of the new drugs. These people are not cured. They desperately require attention, care, follow-up, professionally and on a social level. Such help is available in tragically few places.
- B) The discharged juvenile offender, and for that matter his adult brothers and sisters. It is generally believed that the alarming recidivist rate which sees from 70% to 90% of the juvenile offenders get into trouble again, could be significantly reduced if community follow-up were available. In most instances, there is none.
- C) The families displaced in urban renewal and those making new adjustments in the public housing complexes which dot the American urban scene. The friendly help of volunteers trained to assist in the adjustments required of those displaced by and those moving into urban renewal projects would do a great deal to minimize social tensions usually associated with these activities.
- D) Public health programs in recent years have begun to understand the opportunities to bridge the gaps between available knowledge and needed action through involvement of knowledgeable volunteers. Illustrating this is the accelerated activity in using volunteer leadership to promote use of polio vaccine. Recent crises in obtaining public acceptance of fluoridation of water supply have been another dramatic illustration of belated recognition of missed opportunities in building citizen participation in public health.
- E) Our huge public welfare activities, almost always precariously supported, and particularly dependent upon public understanding and good will still have a long way to go to capitalize upon the potential help they can receive from substantial citizen participation.

Pressures of day to day responsibilities, insecurity of the worker's own professional competence, and fear of a "strangers" possible interference with the "carrying out of the law" have tended to keep volunteers at an arm's length.

The American Public Welfare Association, alert to the potentialities of citizen volunteer participation, conducted a three day institute on the subject in October 1960. It was generally agreed that State Boards of Public Welfare, now operating in all but nine states, more often represent the form than the substance of volunteer participation. This group recognized the immense importance to public welfare of an alert dedicated group of citizen volunteers. They might have been speaking as the voice of prophecy for Newburgh, New York, which, incidentally, had no citizen board or participation prior to the attacks of the city manager.

Where the citizen could perform a real service on a finance committee, or as a member of a legislative committee, or as a public relations spokesman, or as a part of a study group to review problems of day care or rehabilitation of disabled and handicapped clients, his contribution is seldom demanded.

When an imaginative Public Welfare Commissioner like James Dumpson of New York City organizes volunteer committees to recruit temporary and adoptive foster homes, particularly for children in minority groups, he is hailed as an innovator, as indeed he is. He is, however, only pointing a guidepost to the future for public welfare. The use of citizen volunteers on an ever more extensive scale is bound to be one of public welfare's new frontiers in the sixties.

The organizational and social climate for volunteers in 1962 is, therefore, excellent. The internal climate of agencies must also be examined to assure that it is receptive to volunteer programs.

The greatest single problem in maintaining good climate can be summed up in the word "insecurity". Workers unsure about their professional status or skills, or about themselves as people, feel threatened by the prospect of volunteers working with them. Volunteers unsure of themselves or inadequately motivated can become patronizing, or unreliable in carrying out assignments. Friction results -- heat is produced, and the climate has been spoiled.

Other elements go into creating wholesome climate:

- A) A plan to define useful volunteer jobs and to aid the volunteer in selecting one appropriate to his needs, skills and interests.
- B) Specific job training related to orientation to the total agency program.
- C) Clear definition of volunteer assignments with limitations spelled out in advance.
- D) Adequate supervision.
- E) Credit and recognition to the volunteer for jobs well done, and to the paid worker for volunteer programs soundly developed.

And underlying these factors is sufficient agency commitment to budget staff time for volunteer programs. Without such time built into support of these activities, they become resented chores, when they should be welcome strengths.

When factors such as those cited are provided, a healthy climate exists. The volunteer feels a sense of importance; he knows he is making a useful personal contribution; he belongs. The volunteer becomes an ever stronger asset as he gains the satisfactions of service beyond self. To paraphrase Erich Fromm, the art of giving, which is a form of the art of loving, is the key to wholesome volunteer climate.

IV) COMMITMENT

The commitment of the agency and its professional staff is a compelling imperative in what it takes to make the 1962 volunteer program an effective dynamic activity. Reference has been made to many factors that affect agency decisions to take on volunteers or not to do so.

In this final section, I would suggest some 12 questions which the agency staff should raise and answer to their own satisfaction before a commitment is made to bring in volunteers.

- 1) Is there a readily observable need for volunteer services and can this be translated into clearly defined jobs for volunteers?
- 2) Are we clear enough as to our professional tasks so that we may understand our own roles in relation to the volunteers?
- 3) Can we budget the staff time which must be allocated to the effective implementation of volunteer programs?
- 4) Have paid staff members, at all levels, been involved in thinking through the proposal to use volunteers in agency programs, and will they give support to the activities?
- 5) What are our expectations of the level of volunteer performance? Are we prepared for unevenness of service, and turnover of workers almost always a part of such programs?
- 6) Will we be able to assign responsibility to one central staff person for supervision of volunteer activities?
- 7) Are we willing to make available supervision and training for the new recruits?
- 8) Are we ready to accept the volunteers as colleagues, and to give them appropriate recognition for their services?
- 9) Will we welcome volunteers from all social classes in the community so that our volunteer group will be truly representative of the total community which supports us?
- 10) Is there readiness to use volunteer participation at every appropriate level of agency service, up to and including policy making?
- 11) Are we prepared to modify agency program in the light of volunteer contributions and possible enrichment of program?
- 12) Will we help the volunteer see the implications for the whole community of the programs on which he is working? Will we be comfortable with and able to encourage the social action of volunteers which should come from enlightened participation in social welfare and health programs?

The dozen questions raised are difficult ones; they are meant to be. For if the agency is to gain the added dimension and stature which soundly conceived and executed volunteer programs can give, there must be true commitment, in depth, to those actions which will make the programs effective.

I have attempted to outline how it takes conviction, challenge, climate and commitment to develop truly effective volunteer -- professional activities. I have indicated my profound belief that these programs are important to the participants and to the kind of society in which we live.

The requirements for successful implementation of these programs are high -- some may say they are closer to ideals than requirements. Perhaps this is so. A perceptive American President, Woodrow Wilson once said, "Sometimes people call me an idealist; that is the way I know I am an American".

Volunteering is a particularly American phenomenon of the sixties.

VOLUNTEER AND PROFESSIONAL STAFF -- 1962 MODELS

REACTING PANEL COMMENTS

by Roberta V. Filipiak
Volunteer Supervisor
Special A.D.C. Project
Cuyahoga County Welfare Department
Cleveland, Ohio

Dr. Glasser's paper has challenged my convictions and created a desire to make use of the favorable climate for use of volunteers to press for further commitment. I would like to join Miss Johnson on the long limb on which she climbed when she presented her four conclusions.

As the only representative of a Public Welfare Agency, I want to add a fifth and a sixth C to the guide posts he mentions for his approach to a volunteer program. I propose that the two other ingredients necessary to planning and supervising a volunteer program are COURAGE and CREATIVENESS. Courage to venture into new fields and creativeness to make the venture worth-while.

The administrators of the Cuyahoga County Welfare Department, Cleveland, Ohio, had enough belief in all 6 C's in early 1960, to agree that a volunteer supervisor should be on the staff of a Special A.D.C. Project then getting underway.

I can hardly resist commenting on the 12 questions Dr. Glasser raises in his section on commitment, every one of which brings to mind enough material for a discussion session, but I know that you want from me some information as to how we have actually used volunteer services during the past two years.

We do not claim to have tried everything but we do think that we have explored enough to know that there are many and varied jobs which can be assigned to volunteers in a public assistance agency, and that volunteers from a cross section of society can be used to advantage.

The past two years in Cleveland have been years of crisis in the agency. Adequate financing has been a constant problem and the A.D.C. and General Relief budgets have been cut twice. There has been a great deal of publicity about A.D.C. as there has been throughout the nation and our newspapers have given us a great deal of space (frequently more than we desired.)

Much of my time has been devoted to answering the telephone on the days after stories appear. After one series of stories on A.D.C. by Bob Modic, who spoke here yesterday, 25 women telephoned to offer some kind of assistance. I think, Dr. Glasser, that the pool of potential volunteers is not restricted merely untapped. We are fortunate in Cleveland in having an excellent Central Volunteer Bureau from whom we draw most of our volunteers and frankly I am afraid we would be snowed under by offers if we allowed a newspaper story to be written in an attempt to recruit our own.

Time will allow only a listing of some of the various kinds of volunteer service used in the last two years and I'll save comments on the use of volunteer visitors with A.D.C. families to the very last.

- 1) Service groups -- usually want to "do something" concrete -- age groups vary from Cub and Brownie Scouts to Adult groups of all kinds. Sometimes a personal contact is arranged, but more frequently not. Each group has its own ideas, but frequently need suggestions and of course, a great deal of information and interpretation. A few examples --

A -- Scout groups -- kits of all kinds which they can make at meetings -- small money investment -- we have tried waiting room toy kits -- sewing kits -- kits for beginning kindergarten children and at this season of the year camp kits.

B -- Church circle groups -- collect, clean and pack clothing for an individual family. I know some of the social workers in the audience are raising their eyebrows over the "personal contact" mentioned above and implied in my last statement. It took courage to allow a volunteer client contact at first -- but we have found that we can protect confidentiality, satisfy the volunteer, and provide a morale boost for the client family if the caseworker, with the help of the volunteer supervisor, carefully selects and prepares the family for the volunteer's visit and donation.

C -- Junior Chamber of Commerce -- repaired and re-decorated a home owned by an A.D.C. mother.

D -- Women's clubs have made infant gowns and wrapping blankets to supplement the totally inadequate layettes the agency can provide. One very active club group is planning a "family of the month" project for next fall.

2) Junior League

A -- The Junior League provided the money to print an A.D.C. brochure which has been widely circulated throughout the community. Three members served on the committee which helped prepare it.

B -- The Professional Women's group provided a toy chest and toys and a small table for the children who sometimes wait hours in our waiting room with their parents.

3) Volunteers with special talents

A -- A retired former casework supervisor of our Family Service agency gave time for 2 months to read records on those families for whom we had provided vocational training through a special fund. Besides filling out the questionnaire we provided, she wrote several pages of comments on the problems as she saw them which seemed so valuable that it has been duplicated and distributed to the entire staff.

B -- A college home economics teacher has donated time to conduct group sessions with A.D.C. mothers on proper use of time, energy and money. She called these sessions "Small Business Conferences for Homemakers" and we consider them as having been highly successful.

4) Money Gifts

We have two special funds which we constantly interpret to groups who want to help. One is called the Vocational Opportunity Fund which pays tuition for courses for both parents and children in various vocational fields. The other fund we call the Foolish Fund -- but I hasten to add that it is foolish only in the eyes of the tax paying public -- we use this for graduation gowns, prom dresses, taxi fare, grass seed, new pieces for an erector set for a disabled man and so on.

5) Volunteer Visitors

The use of Volunteer Visitors in A.D.C. families is the most experimental

facet of our program. Friendly Visitors have long been used to advantage with the aged and disabled. A.D.C. mothers do not have the same needs as the aged and disabled and sometimes resent what might appear to be interference with or checking up on their normal way of living. The client as well as the worker must understand the role of the volunteer and the volunteer must have a clearly defined and limited assignment, even though her interest is bound to grow as she becomes acquainted with the family members. We have used Volunteer Visitors from all social classes -- we cannot count them in large numbers both because our case workers have had much to learn about the kinds of things a volunteer can do and because we have wanted to proceed slowly and carefully. To date we have used 16 different Volunteer Visitors in 20 different families. Assignments have varied from friendly calling on a mother who needed a sounding board for her endless chatter, to actually teaching a mother to make clothing for her children. A former A.D.C. mother who offered her services has been our sewing teacher -- her help has gone beyond the teaching of sewing and it was her client to whom we gave the money for grass seed from the "Foolish Fund."

We hope that with a fuller study of and understanding of the 6 C's we can go ahead to provide jobs for volunteers that will, as Miss Johnson suggests

- 1) Utilize their recognized talents and interest.
- 2) Open wide new opportunities for education and participation.
- 3) Permit the development of personal relationship with the individual served.

We know that we in the Public Agencies who have not had the opportunity to work with Boards and Advisory Committees still have to learn more about Miss Johnson's 4th point -- "to identify our volunteers creatively and positively with solutions to major community problems."

VOLUNTEER AND PROFESSIONAL STAFF -- 1962 MODELS

by Mrs. Leon Marantz, Chairman
National Community Services Committee
National Council on Jewish Women

REACTING PANEL COMMENTS

The two exciting papers which have just been read provide a real challenge to both the professional social worker and the volunteer -- if we are serious about translating the thoughts expressed into appropriate action -- and I am sure that we are.

Both Mrs. Johnson and Mr. Glasser defined newer areas for the volunteer in maintaining our democratic structure. It seems to me that these are primarily in two directions which, at first glance, may seem to be poles apart and even contradictory.

One trend seems to be the increased participation of the volunteer in total community planning in order to meet present day problems on a broad basis. The volunteer has moved out to a knowledge of issues and an understanding of basic social problems as a prerequisite to action.

The second trend seems to be an increase in direct person-to-person volunteer programs where, previously, a professional relationship had been considered necessary. Volunteers are using direct relationships in a creative way that would not have been thought possible ten years ago.

It would be my hope -- and I think it was implied in Mr. Glasser's paper -- that these two trends would nourish each other. The volunteer who helps in remedial reading, for example, should and can be helped to see his role in relation to the larger social issues of education, urban renewal, etc., and of course, it could work in reverse.

However, I think this poses many questions in terms of training and selection of volunteers. Should there be well-defined, basic standards for all volunteers? Should there be minimum criteria for the training of volunteers? Should there be some overall qualifications in order to perform a job of this magnitude?

I was impressed -- I guess because I agree so whole-heartedly -- with Mr. Glasser's commitment to the need for volunteers. He mentioned, particularly, the vast field of public welfare where volunteers are only beginning to be used, and he further suggested that the complex large agencies of today needed to work through a variety of problems in order to make satisfactory use of the volunteer.

And this leads me to my final question. If we want to give more than lip service to the idea that a strong volunteer movement is essential to our democracy, shouldn't this concept become part of all levels of our educational system? When we decide that we need math teachers, every effort is made to encourage and train qualified individuals to become math teachers. Where, in our school system, do we encourage students to recognize the importance of a volunteer movement? Do schools of social work provide courses -- for professionals -- in techniques for maintaining a good volunteer program? Do our adult education classes or extension courses reflect a concern for the role of the volunteer? It seems to me that these questions must be answered constructively before volunteer participation in welfare can reach the maximum contribution which is essential for social progress in the Sixties.

VOLUNTEER AND PROFESSIONAL STAFF -- 1962 MODELS

by Mrs. Georgine Willis
Worker-In-Charge
Grand Central Terminal Travelers Aid Society

REACTING PANEL COMMENTS

As a caseworker and supervisor of casework assistants and volunteers in the Grand Central unit of the Travelers Aid Society of New York, I find these two papers most interesting. Miss Johnson tells us of new kinds of opportunities and new developments for volunteer services in other agencies as well as Travelers Aid, which I find not only enlightening but exciting. Travelers Aid has a long history of using volunteers and is convinced of the value of its volunteer program. Indeed, there is no question but even greater use will be made of volunteers in the future. The nature and extent of this program varies with the changing circumstances of the agency and the needs of the distinctive Travelers Aid client group.

During World War II, it served the military under travel orders and on leave and their visiting families and friends through a greatly expanded volunteer program. Volunteers administered and served round the clock in the Servicemen's Lounges set up in the two stations. After the war, volunteers were invaluable in helping to meet the large numbers of repatriates being resettled under a special presidential program. Next came the displaced persons and Travelers Aid's part in assisting on arrival all the individually sponsored D.P.s. Today members of the New York Travelers Aid Board -- and Board members are volunteers, too -- have been meeting with city officials and executives of Travelers Aid and other private agencies to plan essential services for the negroes being sent north by the White Citizens Councils -- the new Freedom Riders North.

Thus Travelers Aid expresses concern for the moving person and seeks to help him cope with both the social and emotional difficulties created by his move. The problems of mobile people will be of even greater concern to all of us in the future as travel and tourism increase and as an already mobile nation continues to grow and its economy expands. Travelers Aid has moved into the airports. This is in addition to our traditional services at piers, bus and train terminals. With the increase in travel by automobile, these travelers are of present concern and the subject of much discussion and planning. A number of experiments are now underway to find out how service can best be given to this group. In all of this volunteers are needed to help with surveys and find the best way to structure our Travelers Aid service in order to meet the needs of mobile people regardless of how they travel -- no small task in so rapidly changing a world.

In evaluating any volunteer program, Mr. Glasser's Four C's -- Conviction, Challenge, Climate and Commitment -- are indeed useful guideposts. Limitation of time prevents detailed comment on each of these. My remarks will be mostly to Challenge and Climate.

Mr. Glasser speaks of apathy among volunteers. My experience has taught me that apathy may develop with both new and experienced volunteers. This creates a challenge for the professional worker in a teamwork situation to see that morale is kept at a high level. The fresh interest of new volunteers contributes much to the team as a whole and often proves an antidote for flagging enthusiasm. But the responsibility for seeing that all volunteers have the kind of experiences out of

which come a sense of participation and belonging rests with the professional staff. It is only thus that a sound base for the individual's identification with the agency program is laid. Professional workers must guard against relying too much upon experienced volunteers to the neglect of new ones, for this can lower the morale of the latter and curtail their development. With experienced volunteers, apathy can arise if assignments are routine. A good way to avoid this is to increase their responsibilities. Just as the experienced worker is given increased responsibilities, so it should be with the experienced volunteer. In a Travelers Aid setting, for instance, the experienced volunteer has accumulated a wealth of information and knowledge and can be used to teach this to a new volunteer. As volunteers gain in experience, they should be given increasing scope to make decisions and to make mistakes, an inevitable part of learning. Good volunteers come to know when to consult their supervisor and when to proceed on their own.

Dr. Glasser stresses orientation as a way of avoiding apathy. I should like to add that even experienced volunteers need to be kept abreast of changes occurring in the agency's program. This helps maintain their feeling of identification with the agency and enables them to serve as interpreters of an agency's program in the community. This is an important function of the volunteer, especially when the group served may be the center of community controversy, as the newcomer so often is.

I wholeheartedly agree with Mr. Glasser's appreciation of a wholesome internal environment for a successful volunteer program. In order to have such an environment, the professional worker must learn to be resourceful in assigning meaningful tasks to volunteers. This is especially needed in those slack periods, which are common to all agencies, when volunteers may become bored and perhaps lost to the agency. The worker should enable them to see that even the smallest housekeeping tasks -- checking supplies, sharpening pencils -- are necessary and important to carry out the smooth running of an agency and hence to getting good service to clients.

I have found some professional workers reluctant about using to the full the services of volunteers. Is this because the volunteer donates his services? Whatever the reason, this reluctance should be overcome for good volunteers want to contribute all they possibly can. Supervisory help should be available to the professional worker. He needs to accept individual differences among volunteers. The resourceful worker learns to balance the individual volunteer's strengths and weaknesses in such a way as to bring out his full potential. The results of thus using the full capacity of a volunteer will be rewarding to both the professional and the volunteer, and the purposes for which the agency exists will then be well served.

In conclusion, I would reaffirm my own conviction and that of my agency in the invaluable contribution that volunteers have made and are now making to the work of the Travelers Aid Societies throughout the country. The Junior League has been one of the main sources from which Travelers Aid has recruited volunteers. We look to the Junior League to supply us with even more volunteers in the future. Only as we continue to attract persons of vision and courage can we hope to keep our program flexible and creative in meeting the needs of a moving and growing America.