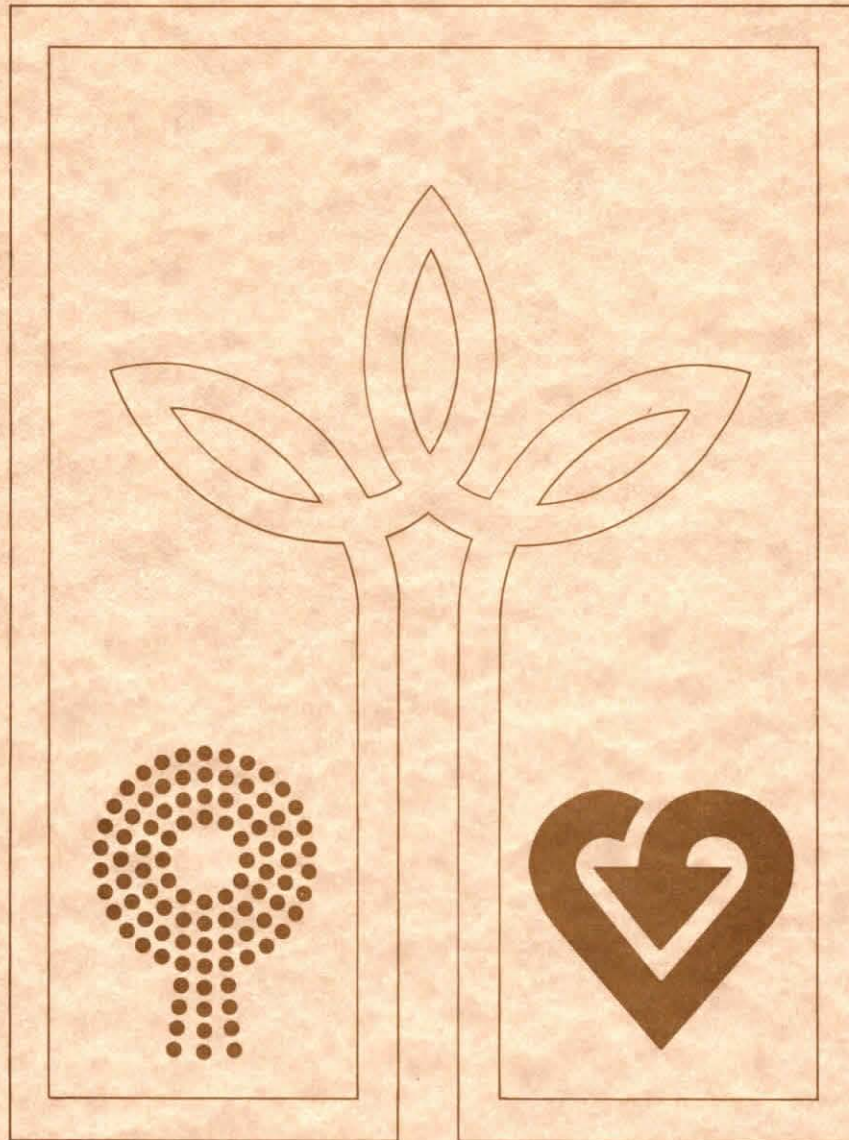


# National Forum on Volunteerism



## Special Report To

Ivan Scheier

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## Part One: Introduction

### Background on the forum

The National Forum on Volunteerism is an attempt to establish probable alternative futures for volunteering in the 1980s and, on that basis, to plan systematically to enrich these futures. The forum is co-sponsored by Aid Association for Lutherans (AAL) and by VOLUNTEER: The National Center for Citizen Involvement.

Harleigh Trecker and Gordon Manser launched forum deliberations with independent papers describing and justifying a set of crucial environmental factors expected to influence volunteering in the coming decade.

In July, 1979, a meeting at AAL established criteria for combining and rank-ordering 23 crucial environmental factors proposed by Trecker and by Manser, plus several other factors suggested at the meeting.

### Factor Selection Criteria

- There is a relatively high probability that the environmental factor will be and will remain dominant in the 1980s.
- The factor will have national scope, impact, and concern.
- The factor selected will be of continuing consequence and impact on the validity, continuity, and force of the volunteer impulse.
- The factor is understood to make a practical difference in enabling volunteers and in the quality of the volunteer's experience.
- The factor impacts on the range and accessibility of opportunities to volunteer.

Application of these criteria produced a rank-ordered list of crucial environmental factors expected to impact volunteering in the 1980s.

- |        |    |   |
|--------|----|---|
| Factor | 1: | Inflation.  |
| Factor | 2: | Feelings, attitudes, values, changing expectation, motivations of volunteers.           |
| Factor | 3: | Government, changing roles, responsibility, impact.                                     |
| Factor | 4: | Energy shortages.   |
| Factor | 5: | Empowerment, minority needs, equal opportunities, women's movement, reaching the young. |
| Factor | 6: | Mechanization, automation, work, earning a living.                                      |
| Factor | 7: | Demographics, life styles.  |



- Factor 8: Stance of the helping establishment.
- Factor 9: Corporate involvement.
- Factor 10: Litigious society.
- Factor 11: The nature of American society.

Part Two of this paper has a chapter for each of the first ten factors. Some cross-reference between chapters highlights related themes and avoids duplication of detailed discussions.

Part Three considers some salient characteristics of the factors as a set, and a discussion of factor 11 fits well with this.

The factors differ in nature. Some relate to institutions in our society (government, corporations) and others relate more closely to economic conditions (inflation, the energy shortage). Another grouping involves characteristics of people (motivations, values, lifestyles). Three factors suggest important social processes or issues in society (empowerment, a litigious society, and degree of democratic pluralism). Other factors are a mix of the above.

Professor Jon Van Til and the present writer were assigned responsibility for the second stage of the process. Working independently of each other, our task was to examine the preceding list of crucial environmental factors with two purposes in mind:

1. To confirm, and elaborate as necessary, reasons for believing these factors, individually or in combination, will be of continuous consequence for volunteering in the 1980s.
2. For each factor and for combinations of factors, to suggest specific causal implications and effects on volunteering for the next decade. This readily tempts comment on what should be done to deal with these effects. However, the opportunity for such commentary is reserved for later stages in the forum process.

The writer will focus on causal implications for volunteering rather than on continuous consequence of factors. There are several reasons for this. First, the able foundation papers by Manser<sup>1</sup> and by Trecker<sup>1</sup> provided considerable documentation of continuous consequence. Intensive discussions at the July AAL meeting further substantiated their findings. Finally, Van Til, the writer's colleague in the second set of papers, is far more expert in this area than the present writer. Forum conveners agreed his concentration would be continuous consequence, while the present paper dealt mainly with specific impacts on volunteering.

Nevertheless, one valuable reference on continuous consequence of factors was discovered and is cited frequently in this paper. The document is crucial enough to warrant some discussion here. The title is Alternative Scenarios of the American Future: 1980-2000 by Robert Glover, edited by Beatrice Gross, 45 pages plus appendices, March, 1979. This publication



reports results of a Societal Trends Survey conducted by Future Directions for a Learning Society, The College Board, 888 Seventh Avenue, New York City, NY, 10019. The document describes background as follows:

"This report is a summary of the findings of the Societal Trends Survey completed in the first round of the National Forum on Learning and the American Future.

The forum is designed to answer three basic questions about the future of adult learning:

1. What contemporary and future societal trends will have the most impact on life in America from 1980 to 2000?
2. What societal, institutional, and personal needs should be given a high priority as goals for the future of adult learning from 1980 to 2000?
3. What changes, if any, are needed to alter the future directions of adult learning over the next twenty years, and what societal or institutional groups should initiate those changes?

Participating in the forum are 1,556 policy decision makers, educators, and scholars who, by virtue of their organizational roles, expertise, and reputations, are in a position to influence the future directions of adult learning in the United States."

Average predictions for the first 1,074 returns were reported in the Societal Trends Survey in a forecast which considers many of the factors involved in the present study. For example, demographic trends, energy, government, and the profit sector were cited.

The document is not in general circulation and the writer is grateful to the sponsoring organization for special permission to use it in the present paper. Henceforth, it will be cited as The Societal Trends Survey.

The Forum culminates in mid-April, 1980. At that time a panel of distinguished Americans will consider the results of all preceding forum deliberations as background for giving direction to enriched volunteerism for the 1980s. Finally, AAL and VOLUNTEER will distribute the panel's conclusions to the leadership of our nation, including leaders in the volunteer community.

#### Organization of this Paper

#### Definitions of Basic Terms

Volunteering: Definition of basic terms was itself affected by perceptions of basic trends today. This is particularly true of the main result studied here: volunteering. We live in an era of expanding concepts of who a volunteer can be, what she or he can do, and the style in which she or he can do it.<sup>2,3</sup> A broad definition was therefore adopted. Volunteering is any relatively uncoerced work intended to help and done without primary or immediate thought of financial gain.



This definition is elaborated and justified elsewhere<sup>3</sup> and where a more traditional core definition of volunteering is intended, this will be indicated.

Volunteerism: This is the relatively organized body of effort, thought and spirit, devoted to the support and encouragement of volunteering.

Factors: In the writer's interpretation, the important feature of factors is their continuing causal impact on volunteering, along with their assumed impact on other aspects of society. This holds true regardless of the varied nature of factors, such as institutions, economic influences and characteristics of people. Secondly, the writer has not assumed that the continuous consequence of a factor, even one as pervasive as the energy shortage, necessarily means it will be equally powerful in exactly the same way until 1989. Usually, it is considered enough to assume a factor will powerfully impact in a similar way, well into the next decade, with lag in volunteerism's response carrying us through much of the decade.

#### Reflections on the Hazards of Prediction

The aspiring futurist is necessarily subject to fits of realistic anxiety about probabilities of predictions. A specific nightmare is the prospect of surviving to read one's own predictions in late 1989. A reasonable hedge is sometimes to suggest alternative sets of consequences. Apparently, this is also respectable behavior, for as Wayne Boucher<sup>4</sup> notes, "The very essence of futures research, however, lies in emphasis on the use of its social psychological data, forecasts, and special syntheses of forecasts to open the realm of choice by generating alternative futures."

Even so, we must sometimes expect the unexpected, the breakthrough, the reversal of trend, or what Theodore Gordon<sup>5</sup> somewhat ominously calls "Mutant Unforeseen Developments," meaning that the "future will not only evolve along smooth paths, but will also be subject to unexpected departures from expected trends."

This situation suggests that any continuation of the forum beyond 1980 should consider periodic monitoring and readjustment of predictions and recommendations. Such monitoring systems do exist more in other subject areas.<sup>6</sup> These uncertainties also indicate the desirability of involving professional futurists at some point in the process. In addition to refining predictions, this might also arouse their interest in volunteerism as a legitimate subject for futures research. The writer sees no strong present evidence of such interest. Indeed, it is difficult to find even an adequate coherent data base for predictions, and various suggestions by Harriet Naylor<sup>7</sup> and others are well worth pondering in this regard.

Much of the existing relevant thinking and evidence is unavailable in ordinary published channels. Fortunately, the archival library at VOLUNTEER is a rich resource for such material and Steve Hansen, the library's information specialist, has proven highly skilled in retrieving relevant documents for this study. To facilitate location of such fugitive documents, some citations in this paper include the VOLUNTEER library classification number; for example, (Lib. A40).



Nevertheless, when all caveats are considered, there is precedent for good prospects in predicting the future of volunteerism. Two less ambitious exercises in predicting the 1970s were fairly impressive. A solid proportion of the trends predicted by Cynthia Nathan in 1970<sup>8</sup> did come true in the following decade, among them the increasing volunteer involvement of the elderly, youth, clients, and men; the rise of the stipended volunteer; the perseverance of vexatious problems such as agency and staff resistance to volunteers. Don Eberly's article in the same journal<sup>9</sup> was as much exhortation as prediction, but many of the things he urged are in the process of coming to pass.

At least equally impressive forecasts exist at shorter range; for example, the work of Lippitt and Schindler-Rainman in 1975, forecasting societal trends and their implications for volunteering in 1980, specifically for the YMCA.<sup>10</sup>

Very probably, the predications of these four people were enhanced by their role in 1970 as influential pattern setters in the world of volunteering. (Three of them still are.) This brings to mind what is either caution or aspiration, or both. Hope easily becomes prediction, and prediction, fact, when one is in a position to help the process along. The National Forum on Volunteerism has as one motto, "If you do not think about the future you cannot have one."--John Galsworthy, Swan Song, 1928. Presumably, none of us involved in this enterprise will be content to be merely passive spectators of a fixed future. Instead, we will want to use current predictions as a basis for better futures in volunteerism and our society. Truly, the only future we deserve is the one we make for ourselves.

# Footnotes

1. These unpublished papers are in the possession of forum conveners and will be cited by name only from hereon. Even where Manser and Trecker are not cited, the reader may assume that this paper leans heavily on their work.
2. Susan Ellis and Katherine Noyes, *By the People: A History of Americans as Volunteers*, 1978, available from *Volunteer Readership*, Boulder, Colorado, 308 pp.
3. Ivan Scheier, *Exploring Volunteer Space: The Recruiting of a Nation*, available in Jan.-Feb. 1980 from *Volunteer Readership*, Boulder, Colorado, approx. 300 pp.
4. *The Study of the Future: An Agenda for Research*, Wayne I. Boucher, ed., July 1977, U.S. Government Printing Office 1977, 0-236-511, NSF/RA-770036, stock No. 038-000-00327-5, Supt. of Documents, U.S. Government, Printing Office, Washington, D.C. 20402. Prepared with the support of the National Science Foundation, Research applied to National Needs, Division of Intergovernmental Science and Public Technology, Grant No. GI 37178, 316 pp., p. 7.
5. *Ibid*, chapter 4, p. 40.
6. *Op. cit.*, Boucher and Willson, "Monitoring the Future," chapter 15.
7. Harriet Naylor, *Leadership for Volunteering*, Dryden Associates, New York, 1976, chapter 28.
8. Cynthia Nathan, "The Volunteer of the Seventies," *Volunteer Administration*, Vol. IV, No. 1, Spring 1970, pp. 3-5 (Lib. A40).
9. Donald Eberly, "Voluntary Action for the 1970s," *Volunteer Administration*, Vol. IV, No. 1, Spring 1970. pp. 6-11 (Lib. A40).
10. Ronald O. Lippitt and Eva Schindler-Rainman, *Images of 1980: Societal Trends and Organizational Potentials*, chapter 5, pp. 18-20, (Lib. A40).



## Part Two: A Look at Each Factor

### Factor 1: Inflation

#### Introduction

##### Concept, Application

Inflation hardly needs defining for Americans. It is a continuing rise in prices which erodes buying power and standard of living because earning power can't keep up.

Inflation impacts all of us but the pain is especially severe for people with marginal and/or fixed incomes. (F5)<sup>1</sup>

##### Continuing Consequence

Auguries are grim. No serious consensus source predicts elimination or decisive reduction of inflation in the next few years. Forum deliberations foresee a range of alternatives, from a possible slight decrease in the inflation rate to a significant further increase. In the Societal Trends Survey, 74 percent of conservatives and 52 percent of liberals predicted an increased inflation rate for 1980-2000. Only 13 percent and 34 percent respectively ventured to predict a decrease in the inflation rate.

Inflation needs no help from other environmental factors; yet it is getting some, notably from the energy shortage. (F4)

Events occurring as this is written--notably a soaring prime interest rate--indicate that efforts to control inflation might lead to recession or depression, factors not selected for Forum consideration. But the writer believes that at least for the near future of an election year, the federal administration must make serious efforts to avoid the mutation of inflation into recession. ✓

The forecast here is for inflation to continue as a serious influence on society and volunteerism at least to mid-decade and probably throughout the 1980s.

Moreover, in the minds of Americans, inflation will increasingly join death and taxes as a sad inevitability. Fewer and fewer people will truly believe we can ever "solve" the problem.

#### Impacts on Volunteering

Scenario A:     There will be a closer relation between volunteering and paid employment.

##### Conditions:

1. Fixed incomes will be seriously eroded by inflation. Adverse effects will be particularly pronounced for the elderly, but many others will also be affected.



2. People will continue to prefer going into debt to acquire real goods and services now, rather than waiting for prices to escalate tomorrow. To keep the economy rolling, the profit sector will encourage the "buy now, pay later" lifestyle. Government may be more ambivalent about the debtor economy, but will be reluctant to deter it decisively for fear of depression. Therefore, consumer debt will stay high and probably continue to rise. Most of us will be locked into meeting the payments, more than ever before and with interest rates higher than ever.
3. Pay raises won't always keep pace with inflation or the threat of it. More families will need a second income, and more people will moonlight second jobs. In sum, more people will be working for money more of their waking time. Thus, the Societal Trends Survey forecasts that inflation will force seniors to keep working longer or at least to seek part-time work.

The inflation of the 1980s will make free time, unlinked to money, increasingly uncomfortable for Americans, if not impossible.

The only alternatives to this are that people willingly lower their material standard of living, accept more charity (even if it were available), or adopt a more self-sufficient lifestyle. The first two of these are not in the main characteristic of Americans; the third is indeed part of our tradition and will be examined in scenario B.

#### Main effects on volunteering:

1. We will more frequently see money crossing the palms of people who are still called volunteers.

In past times, the average regularly-serving program volunteer actually spent \$50-75 a year out of her/his own pocket, to defray expenses incident to volunteer work, such as gas, babysitting, etc. The \$50-75 figure came from a 1971 study;<sup>2</sup> it must be much higher today. The 1980s person will be less willing and able to pay for the privilege of volunteering. Therefore, we will see much more reimbursement of work-related expenses (enabling funds), especially by organizations seeking to attract lower-income and fixed-income volunteers.

Stipended volunteering (such as VISTA) will also be increasingly seen. So will models intermediate between stipended volunteering and fully paid employment, for people of marginal or fixed income and/or people who heretofore have had difficulty penetrating the labor market, such as youth and seniors. ACTIONS's foster grandparent program (minimum wage) and CETA may presage a wider future here.

Organizations unwilling or unable to underwrite work-related expenses and accept the reimbursed person as part of their volunteer family will tend to lose volunteers, and organized volunteering will once again become more the province of the affluent.



Currently, most career leaders of volunteers accept expense-reimbursed people as volunteers. Many careerists also stretch to accept stipended people as volunteers, though public employees are usually outside the pale.

Raising money for enabling funds will be a far more serious matter than raising our consciousness, in an era of inflation-produced budget crunches. Where reimbursement funds are not found, the only alternative to exodus of volunteers from organized volunteer programs is finding ways to reduce expenses for volunteers, such as more work organized around their home or neighborhood.

2. The style and staging of organized volunteering will further emphasize a current trend to offer volunteering as a bridge to paid employment or more satisfying paid employment, in career exploration and preparation, or mid-career change. This will be significant in attracting youth, women and, increasingly, seniors.

Trecker notes that, "While little is known of a hard factual nature there is some evidence that volunteer service can and does help an individual secure paid employment."

The paid employment transition incentives built into volunteering will include:

- a. The building of work-positive habits and attitudes, especially for youth or anyone not previously employed.
- b. Opportunities for career testing and exploration.
- c. Accumulation of employment-related training and skills similar to apprenticeships or internships.
- d. The building of credibility and credit to be used in the paid employment application process, for example, work references, the acceptance of volunteer experience on resumes and employment applications, and academic credit awarded for some types of volunteer work. Manser notes that "...the United States Civil Service System now gives credit for volunteer experience and...in the last Congress a measure was introduced which calls on government, the private, and the nonprofit sectors to take volunteer experience into account in the hiring process. This resolution was supported by the U.S. Conference of Mayors, the National Governors Conference, and The National Association of Counties."
- e. There may also be increased pressure for preferential hiring of volunteers when openings occur in the organization for which they volunteer.

These features will probably attract more people than they deter, but they will definitely turn off some people who don't want their volunteering to look so much like paid employment.

3. Volunteerism will increasingly move from "nice but ignorable" to "real but deplorable" in the perceptions of some mainline institutions of society.



Trend VII in Lippitt and Schindler-Rainman's 1975 forecast<sup>3</sup> predicts "more confrontation of volunteerism by many sectors of society, more polarization between individuals and groups, and more efforts at skillful negotiation." The authors specifically noted more potential for visible explicit conflict between volunteerism and unions, the women's movement, and minorities.

The increasing resemblance of volunteering to apprenticeship for paid work augurs conflict and the need to negotiate with:

- a. Organized labor and professional associations because they have a proprietary interest in the apprenticeship and internship functions, and generally because money in exchange for volunteer work begins to look threatening to their paid employment turf. There is considerable potentially anticipatory precedent for this kind of conflict in England, where volunteerism is as strong as in the U.S., and organized labor even stronger.<sup>4</sup>
- b. Education, especially vocationally-oriented, lifelong learning or adult education, because of an overlap of functions, in this case career preparation and awarding of credit.
- c. Possibly, civil rights groups, at least in the scenario of preferential hiring. Only recently have a very few volunteer programs begun to consider the possibility of affirmative action policies or plans within their volunteer programs. It is unlikely that such policies or plans will be widely adopted by volunteer programs, at least in the next few years. Therefore--as in one case the writer knows of--an organization with an affirmative action policy or plan has some grounds for preferentially refusing to hire people from its own volunteer program, if that volunteer program lacks an affirmative action plan. Moreover, a non-volunteer who for whatever reasons lost out to a volunteer for a job in such a situation, might have grounds for suit.

Scenario B:     Another thrust in volunteering will be towards self-sufficiency, by-passing the use of money in exchange for goods and services.

Conditions:

1. Real goods and services in direct exchange for effort will come to be valued more highly than shrinking dollars in exchange for effort. The same will be true in preserving goods one has, rather than buying new ones. The Societal Trends Survey asked its experts to consider the "time people spend growing, making and repairing what they need, rather than purchasing goods and services in the marketplace." Only 19 percent of respondents forecast decrease in this trend; 56 percent predicted increase; the remainder saw no change. At the same time, the survey indicated that inflation will make "it hard to devote either time or money to altruistic causes," because people will have less time and money. Taken together, the two



statements suggest a flow of volunteers to the kind of mutual support self-reliant activities described below and throughout this paper.

While altruism will continue to be the principal motive for volunteering, some component of self-interest will continue to gain acceptance and respect (F2). This is particularly so where both kinds of motives blend and integrate, as in a self-help group where one helps other members of the group as one helps oneself. Indeed, we may have here, a turn of volunteering toward the old American virtues of self-reliance, and away from the patronizing image.<sup>5</sup>

Main effects on volunteering:

1. There will be a steady trend toward awareness and cultivation of volunteer or volunteer-like activity as group self-help, designed directly to produce needed goods and services or to reduce their cost. Examples include volunteers in food or other co-ops, eco-cycle networks, community gardens, service barter networks and in other mutual aid or benefit associations. For many, this will be not so much a lowering of the quality of life as a redefinition of it.

While the above trend is expected to increase, there may also be counteracting influences. Career leadership of volunteers may choose not to assist self-reliant activities because they appear too contaminated by self-interest to deserve the honorific volunteer. Second, as self-reliant volunteer activities become more visible, the Internal Revenue Service may take a keen interest in the proceedings, attempting to tax self-produced goods and services. Other government regulatory bodies may also get into the act. Finally, as self-reliant volunteer activities produce more non-consumers, the profit sector may be prompted to protest.

2. Altruistic volunteering will place less emphasis on one-way delivery of services and more emphasis on helping people help themselves. The volunteer program of the future is more likely to be on call at the initiative of self-reliant groups to provide the back-up services they cannot provide for themselves. Current precursors of such programs include the Master Gardener Volunteers of New York State, Volunteers in Technical Assistance, and The Society of Retired Executives, with volunteers on call to help you do it, but not do it for you. Such volunteering tends to be occasional and time-limited. Therefore, the current Mott Foundation project at VOLUNTEER, to develop improved models for skillsbank volunteering, is on the cutting edge of the future.

Scenario C:     More volunteers will involve themselves with efforts or organizations which directly address inflation as a social problem.



Conditions: As described in this chapter's introduction.

Main effects on volunteering:

1. There will be a flow of volunteers to:
  - a. Consumer vigilance efforts, designed to keep prices as low as possible, consistent with quality of goods and services. Participation will include volunteers in research, planning, monitoring, and advocacy activities.
  - b. Public education efforts designed to deter buying which is inflationary in effect. For example, as of now, faltering Californians can dial-a-volunteer who will try to talk them out of buying a tempting but un-needed product.
  - c. Energy-conserving volunteer programs (F4) because soaring energy costs are a primary cause of inflation.
2. The above kinds of efforts will probably remain relatively piecemeal and duplicative. A truly integrated national anti-inflation volunteer program would probably have emerged by now, if anyone seriously had wanted to try it.

Scenario D: Inflation will reduce private and public funding available to local volunteer programs and the resource structure which provides services to these programs. Even if total funding does not shrink, it will not grow as rapidly as the number of volunteer organizations competing for slices of the pie.

Conditions:

1. Inflation will adversely affect both public and private funding for human services. (Trecker, Manser)
2. Cuts will fall at least proportionately on the organized volunteer program component in public or private agencies or organizations. Directors of volunteers will be among the "last hired, first fired" even when total agency budget cuts would seem to make volunteers more crucial.

Main effects on volunteering:

1. Impacts on career leadership:

By careerists, is meant the growing profession of Director/Coordinator/Administrator of volunteers. Projections from 1974-75 survey data, confirmed by field impressions, identify careerists today as numbering about 80,000, and as highly educated, poorly paid, and rather impressively skilled people.<sup>6,7</sup>

The career will continue to be financially unattractive for most, and upward mobility will continue to be marginal, in financial and other terms. Therefore, the career will continue to be occupied in the long term mainly by those who are for other reasons in acceptable



or comfortable financial circumstances, under-representing low-income and minority people.<sup>7</sup>

Many will "visit" the career for a short time, and some of these will self-consciously use the position as a steppingstone to higher levels of management. Career turnover will therefore stay high in the first few years in the occupation<sup>7</sup> with consequent need for continuous replacement of vacancies and retraining.

Nevertheless, the dedication of careerists will remain high in this positive occupation, and skill levels will continue to increase.

It is even possible for the career to expand and gain status in one alternative scenario. Here, careerists would deliberately enlarge their prospects by enriching their range of competencies within the general scope of volunteer leadership. (Management would then accept the expanded role.) Examples are expertise in client volunteer involvement as part of an overall treatment plan; in assisting client self-help groups (volunteer); in networking and collaboration perceived as volunteer-like enterprises; and in board training and development. If the profession accepts this wider role concept, the 1980s director of volunteer services may also operate under new names such as "community involver" or "human resource developer."

2. Main effects on individual local volunteer programs:

Scenario A predicted that more and more people will insist on work-related reimbursement in support of their volunteer work. Other rising costs for organized volunteer programs will probably include purchase of insurance protection for volunteers (F10). But, just as costs increase, inflation will squeeze money from them, and affected agencies will be in danger of losing volunteers or their entire volunteer programs.

- a. One factor which might intervene would be a successful search for lower-cost models of volunteer involvement. Analyses conducted in 1968-70,<sup>8</sup> and again in 1974,<sup>9</sup> corrected for inflation, suggest that the cost of putting a volunteer in the field today is about \$1.25-\$1.50 an hour in organized, supervised agency-related programs.<sup>10</sup>

Should this matter to anyone? The human value of volunteer service is beyond price; the dollar or market value is not \$1.50 an hour but closer to five or six dollars,<sup>11</sup> as of 1979. Apparently it does matter to some. Nancy Moore's 1977 paper<sup>12</sup> referred to a recent survey by the Missouri State Volunteer Office. In this study, state agency administrators, both with and without volunteer programs in their agencies, were asked whether agency budget was an obstacle in sustaining a volunteer program in their agencies. Slightly over a third of the agency administrators thought budget was an important obstacle in sustaining a volunteer program in their agency and almost three-quarters felt it was either an important or somewhat important obstacle. Moore concludes that these results "tend



to support the view that lack of resources may be the inhibiting factor in the expansion of existing programs and the development of new ones." In other words, agency administrators tend to see volunteer programs as absorbing dollars more than saving them, hence as a lower priority in inflationary times.

The writer's prediction is that, in our era of depleted social treasury, volunteer programs will be less likely to be seen as viable alternatives for maintaining budget-cut services, if the cost of volunteer programs continues to inflate as fast as the cost of other services.

Cost-reduction pressures may drive volunteerism further towards less expensive, informal, neighborhood-based efforts, and to more use of volunteers, released time people, interns and public employees as "free help" in the supervision and coordination of volunteers.

But the cost containment issue will probably intensify in the next few years and it will be extraordinarily controversial among careerists, who already feel distinctly unprivileged in the matter of funding--and justifiably so. Yet we were the people who began by saying we could do more for less; now we seem to be saying give us more to do the same thing.

- b. Along with cost containment, and related to it, organized local volunteer programs will be increasingly concerned with cost effectiveness and cost benefit analysis. Though this will be less controversial than cost containment, it remains a stupendous irony that leaders of people who work for free will have to be so concerned with money, to the verge of obsession. This irony may come to a head as an issue in the next few years, in the kind of value-base dialogue which has become increasingly frequent in the volunteer field.
- c. There is some danger the human values in volunteering will dim in the concern for dollars. At the very least we must heed Harriet Naylor's warning,<sup>13</sup> "In our culture today which is dominated by economists and people who think in terms of cost benefit, all of the intangible values that volunteers bring need to be described and interpreted to the general public..."

3. Main effects on the generic resource structure supporting volunteerism:

By "generic resource structure" is meant those organizations which offer technical assistance and training to all forms of volunteer efforts, though usually concentrating more on traditional volunteer programs. These organizations include local voluntary action centers and bureaus, state offices of volunteerism, national membership and resource organizations and consultants at regional and national levels.

- a. The resource structure will tend to re-orient its technical assistance activities to assist local programs in adjusting to the effects of inflation. It will place continuing and increasing



emphasis on cost containment and cost benefit analysis, on self-help volunteering and its linkages to other-oriented volunteering, and in the development of volunteer programs which deal with inflation directly. Assistance in fund-raising techniques will also be much in demand by local volunteer efforts, as will advocacy in development of funding sources.

- b. Like local volunteer efforts, the resource structure will generally function in a financial austerity mode. In response, it may attempt to lower its costs through more use of volunteers, interns, released time people, and interns in its own operations. It will also attempt further to diversify its funding sources, and discover new ones. And it will probably more intensively pursue self-sufficiency, as with fees for services, contracts and membership fees, where money is earned from clients served, rather than granted "from above" by government or philanthropy. The self-sufficiency model, pioneered at the national level during the 1970s,<sup>14</sup> will probably be extended more to state and local levels of the resource structure during the 1980s, and to some operating local volunteer efforts as well.

The self-sufficiency model will be another way in which volunteerism in the 1980s will more closely resemble the profit sector. Should the IRS come to notice and restrict this for non-profit organizations, we may see some resource operations orient themselves toward a profit-making form of organization.

Scenario E:     The bankruptcy of the wage-price spiral may focus more attention on quality of work rather than wages for work.

Conditions and main effects on volunteering:

Voluntary wage controls currently promise some effectiveness in slowing the wage-price spiral. In any case, if voluntary wage controls fail, controls are more likely to become mandatory. At the same time, unions and professional associations justify their existence in terms of what they do for their membership. Insofar as this advocacy is prevented from addressing direct quantity of dollars in return for work, it will advocate more ~~funds~~ for other things. Thus, in the recent bargaining between the Chrysler Corporation and the United Auto Workers, conditions prevented the union from targeting on the full wage increase it desired. One presumably alternative objective achieved in the bargaining, was a place on the Chrysler Board of Directors for a UAW Executive.

Another conceivable alternative for labor would be advocacy for increased quality of work and working conditions.

Quality of work is a unique area of expertise for leadership of volunteers: making work attractive predominantly in terms of desire, rather than dollars. Conceivably, then, career leadership of volunteers may be consulted more on labor-management issues regarding quality of work, its definition and enhancement. But this will occur only if labor, manage-



ment, and career leadership agree in a greater awareness that careerists are indeed experts in the "volunteerizing" of all work. Such an awareness, is unlikely for at least several more years, if ever.



# Footnotes

1. Here and throughout this paper, F=Factor in internal cross-references.
2. Ivan Scheier, *et al.*, *Guidelines and Standards for the Use of Volunteers in Correctional Programs*, 1972, U.S. Gov't. Printing Office 514-414/198 1-3, 296 pp.
3. Cited in Part One.
4. Ian Bruce, Director, British Volunteer Centre, "Volunteers and Labour Unions," speech to the Frontiers Conference of the National Information Center on Volunteerism, Estes Park, Colorado, May 1978.
5. *Op. cit.*, Scheier, *Exploring Volunteer Space*, chapter 14.
6. Ann C. Gowdey, *1975 Census of the Profession of Volunteer Leadership*, NICOV, 1976, 11 pp., (Lib. BT/20).
7. Ann C. Gowdey, *et al.*, *Report on an Educational Needs Survey for the Leadership of Volunteers*, NICOV, 1976, 21 pp., (Lib. D).
8. *Op. cit.*, I.H. Scheier, *Guidelines And Standards*.
9. *The Costs and Benefits of a Volunteer Program: An Agency Self Study*, Jewish Family Service of Los Angeles, 1976, 55 pp.
10. Here and elsewhere, details showing how a certain conclusion was reached by the writer, are omitted to save space. Such details are available upon request.
11. Harold Wolozin, *The Value of Volunteer Services in the United States*, 1976, The Action Agency, U.S. Government Printing Office stock no. 056-000-00015-1.
12. Nancy Moore, *Cost-Benefit Analysis to Volunteer Programs*, 1977, Missouri Volunteer Office, Box 363, Jefferson City, Missouri, 18 pp., (Lib. BL 30).
13. Harriet Naylor, *Leadership for Volunteering*, Dryden Associates, New York, 1976, p. 154.
14. The Volunteer Library has material on the rather complex pros and cons of the self-sufficiency model for volunteerism, (Lib BK 41).



## Factor 2:

### Motivations, Expectations, Feelings, Attitudes

#### and Values of People

#### Introduction

#### Concept, Application

Buser's research<sup>1</sup> suggests that personal factors are at least as important as program and situational factors in predicting whether or not volunteers will stay with a volunteer program or leave it. Helplessness, distrust and self-interest are the three major personal characteristics collected in the present factor. Both Trecker and Manser have suggested they will impact broadly and importantly on volunteering in the next decade. The characteristics themselves sound unpromising as a basis for volunteering, but their effects are by no means all negative, as we shall see.

Individuals vary widely on these personal characteristics but as Trecker notes: "The events of the 1960s and the 1970s widely experienced, or at least documented by the media and modern means of communication, have helped to create a prevailing general attitude.

1. Helplessness. Individuals will tend to have continuing feelings of powerlessness, frustration, and anxiety in dealing with chronic social problems such as inflation (F1), the energy shortage (F4), the boring nature of most work (F6) and issues surrounding empowerment (F5). A less probable alternative is that substantial success in dealing with some of these problems may alleviate feelings of helplessness and frustration by the mid-1980s.
2. Distrust. People will continue to distrust large social institutions as a responsive and effective means of solving chronic social problems. This distrust will almost certainly apply to government (F3), especially non-local government, and parts of the corporate sector such as the oil and automobile industries, which are seen as responsible for energy shortage problems (F4). Organized labor may also become a target of distrust for its perceived role in fueling inflation through pressure for wage increases (F1). People will also continue seriously to doubt the effectiveness and relevance of education and the human service delivery system. Only a few major institutions will escape with their current credibility intact. Among these may be religion and the arts.

Organized volunteerism, insofar as it is visible in the common consciousness, will come in for its full share of scathing because its destiny these past twenty years has been too solidly linked to large institutions such as the human service delivery system. Douglas Cater has a valedictory on the latter:<sup>2</sup> "There's been a massive loss of faith in the non-profit do-good industry in America. And yet there is not compensatory faith in any other way to do good."



3. The increasing respectability of self-interest in volunteering.

The three references cited here 3, 4, 5 are either fresh studies of motivation for volunteering, reviews of other such studies, or both--some five major sources in all. The overall conclusion is that generally altruistic reasons for volunteering are about twice as frequently given as other kinds of reasons. Moreover, Manser believes that in general, privatism may have run its course and altruism, having more or less hibernated during the 1970s, may make a comeback in the early or mid-1980s. But Manser also notes that volunteer motivation "will fall somewhere along a continuum between altruism and self-interest." Generally, today, legitimate self-interest is increasingly recognized as a solid second to altruism as an acceptable reason for volunteering.

It is impossible to determine whether the self-interested set of volunteer motivations have become more powerful or simply more recognized and respectable since tracking of volunteer motives began in the 1950s. Probably both, but the list is clear enough and includes reasons for volunteering such as self-fulfillment, personal development, increased knowledge, meeting people, the promise of a bridge to paid employment and having one's child in the program.

A recent study by Gidron<sup>6</sup> legitimizes and articulates the importance of reasonable self-interest as a motive, attitude and value for prompting people to volunteer. Gidron<sup>6</sup> first cites authority in five previous studies extending from 1957 to 1973 to show that "contrary to common beliefs which relate volunteer work solely to altruistic motives, people have both other and self-oriented motives for volunteering." Gidron's own substantial new research further confirmed that "volunteer work is not a purely altruistic activity," and volunteers expect "various rewards from their work and the receipt of these rewards is important to their decision to remain in their volunteer jobs over long periods of time."

Finally, an article in the Oct. 12, 1979 Denver Post goes even further. Headlined "Altruism is Out 'Me' is 'in' for Volunteers," the article by Nancy Burkhardt goes on to report.

"A recent study of about 60 organizations has shown that altruism no longer is the primary motivation for volunteerism."

"The study, conducted by the Sperry and Hutchinson Co. of New York City, is called 'A Report on the State of Clubs, Voluntary Associations and Membership Organizations.' The organizations polled were both national and local and were located in various parts of the country."

"The primary motivation for volunteerism, according to the study, was determined to be 'seeking opportunities for self-fulfillment and career advancement.' It also was found that organizations are having to restructure and change their programming due to attitudinal changes in their members."



In any case, altruistic helping and self-interested helping are virtually inseparable in practice. A member of a self-help group inevitably helps other members of the group while personally receiving help. And even the purest altruist gets something out of helping--satisfaction, if nothing else. Thus, Manser speaks of a "symbiotic balance between altruism and self-interest," illustrating the concept with a quote from Emerson: "It is one of the most beautiful compensations in life that no man can sincerely try to help another without helping himself."

#### Continuing Consequence

Predispositions to helplessness, distrust and self-interest may be carried by any combination of values, attitudes, expectations, motivations or feelings. As such, can they be expected to persevere in the next decade? Our answer is "yes."

Attitudes, motivations, and values are by definition relatively stable characteristics of people. Feelings and expectations change more rapidly but the ones discussed here will have direct ongoing situational reinforcement by environmental factors which will be strong in the 1980s; for example, inflation, the energy shortage, and the impact of government (F1, F3, F4).



## Impacts on Volunteering

### Conditions:

1. Powerlessness, distrust and self-interest are relatively permanent commonalities for many people in our society. They apply not just to volunteers or potential volunteers. But in the expanded view of volunteering adopted in this paper (see introduction) every person is potentially a volunteer and most persons probably have been one at some point in their lives.
2. The last decade saw flesh put on this wider notion of volunteering. There has been a steadily increasing range of recognized visible and cultivated options for volunteer involvement within service volunteering and in other forms of involvement.

The trend to expansion of service options has been evident in greater awareness and development in such "new" areas as volunteers in churches and synagogues, public radio, corporations (F9) and international student exchanges. The expansion of "volunteer space" beyond service has included advocacy, policy-making, monitoring, decision-making input (public participation), need assessment, networking, and self-reliant groups. This expansion will continue and probably accelerate during the next decade.

3. For the past several years, recruiting volunteers has been a major problem for organizations. Since the number and percentage of people volunteering appears to be increasing,<sup>7</sup> a primary reason for this must be that the number of groups competing for volunteers is increasing faster than the supply of available, interested people. This competitive market for volunteers will continue and probably become even more pronounced in the 1980s.
4. Because of this "volunteer's market" and because the range of options for volunteer involvement is richer than ever, people will have more and more scope for choice in terms of the personal characteristics highlighted in this factor: desire for a feeling of personal effectiveness; distrust of larger impersonal institutions and programs; and inclination for satisfaction of self-interested goals. As Trecker puts it: "With the growing prevalence of stress, anxiety, and fear in our society, volunteerism can become a powerful aid to people who seek to find real meaning in their lives. To be sure, the volunteer experience itself must not be permitted to contribute to stress and will not if administrators of volunteer services use care in the selection, preparation, assignment, supervision, and recognition of volunteers."

### Main effects on volunteering:

Scenario A:     In the coming competition for volunteers, organizations which want to keep their volunteers will have to work harder to make the volunteer experience personally more empowering and more visibly impactful on problems addressed.



This scenario applies primarily to organized volunteer service programs, and secondarily to organized volunteer efforts of any type. Specifically, there will be increasing pressure on organizations competing for volunteers to provide:

1. Meaningful, responsible volunteer jobs showing clear and immediate connection between work done and positive results achieved, with prompt and regular feedback to volunteers on these results.
2. More dignified, meaningful treatment of volunteers by staff (F8).
3. More accommodation to the convenience of volunteers in matters such as lifestyle, transportation (F4), enabling funds and stipending (F1) and for any value that is in even "token money."
4. More self-directedness and self-determination for volunteers in choice and design of their work, and in acceptance of their ideas along with their service. Here volunteering will follow a trend for paid employees to have more decision-making input on working conditions.
5. More self-interested incentives built into volunteer work as described earlier in this chapter.

Organizations willing and able to do these things will retain and probably improve their volunteer-involvement position relative to organizations unwilling or unable to do so.

Scenario B:     There will be some flow of volunteers away from service volunteering to other forms of involvement.

1. The legitimizing of self-interested motivation means more self-help-oriented, mutual assistance volunteering (see also F1, F4, F5).
2. The impatience with distant others making decisions for you suggests more volunteering in small, personal groups, and more involvement which looks at the rules of the game rather than automatically serving within them; for example, the volunteer in monitoring, policy input and in both class and individual advocacy. Harriet Naylor talks about the newer "power-sensitized" volunteer. Gordon Manser puts it this way: "On a broader canvas there is abundant evidence that, for many volunteers, opportunities for direct service are not enough. They want to be where they believe the action is, they want to contribute to significant change within communities, they want to be advocates. They wish to feel a sense of excitement and common cause in what is being done."

Organized volunteer service programs may somewhat adjust to this trend in volunteer preference by providing ombudsman slots for volunteers. A possible bellweather trend is allowing volunteers to serve as patient representatives in a few hospitals.

None of this suggests in itself the radicalization of volunteerism. Indeed, the Societal Trends Survey forecasts a return to a more traditional American society with more cultural stability. Today's volunteer as a fully responsible advocate might well be part of this stability, pre-empting the role of more radical advocates.



Scenario C:     Whatever their type of volunteering--service, policy, advocacy, or self-help--volunteers will be powerfully attracted to settings and styles in which they feel more personal and direct control of events and purposes.

1.    There will be more awareness and cultivation of freelance, "gadfly" and other forms of volunteering not associated with or directed by organizations.
2.    Volunteers will tend to join and/or develop smaller more autonomous groups, which are all-volunteer or volunteer-dominated.
3.    Where volunteers do remain in local chapters or units of large national organizations, they will demand more local autonomy and a more democratic framework for decision-making within the national organization.



#### Footnotes

1. Mary Buser, *et al.*, *Factors Related to Volunteer Dropout in a Juvenile Corrections Program*, 1977, University of Manitoba, Winnipeg, 19 pp., (Lib. CQ30).
2. *Voluntarism and America's Future*, 1972, Center for a Voluntary Society, 80 pp., p. 8, (Lib. A40).
3. John Anderson and Larry F. Moore, *The Motivation to Volunteer*, Voluntary Action Resource Centre, Vancouver, B.C., Canada, 1975, Occasional Paper Series, 13 pp., (Lib. CQ21).
4. *Dimensions of Volunteer Motivation: Report of an Exploratory Study sponsored by Three Local Volunteer Programs*, Honolulu, Hawaii, 1976, 50 pp. plus appendices, (Lib. CQ30/21).
5. *Americans Volunteer-1974*, The Action Agency, Washington, D.C.
6. Benjamin Gidron, "Volunteer Work and Its Rewards," *Volunteer Administration*, volume XI, no. 3, 1977, pp. 18-32.
7. *Op. cit.*, *Americans Volunteer-1974*.



### Factor 3:

## The Role/Impact/Responsibilities of Government

### Introduction

#### Concept, Application

Government includes local, regional, state, and federal levels. Where the level makes a difference in the discussion, that level will be identified.

#### Continuing Consequence

Both Trecker and Manser forecast reduced levels of federal spending; yet neither denied the continuing strong propensity of government to intervene in attempted solutions to social problems, or its powerful leverage in so doing: dollars, legislation and regulation. At the same time, a lower level of government spending also constitutes an important impact.

In the Societal Trends Survey, only 6 percent of respondents believed there would be an increased willingness of taxpayers to support traditional government services. A subsidiary prediction was that the first to suffer would be the disadvantaged.

Therefore, government will continue to have an enormously powerful impact on society and on volunteering well into the 1980s and probably throughout the decade.

### Impacts on Volunteering

Scenario A: Federal, state, and local government will have substantial influence on organized agency-related volunteer programs.

Conditions and main effects:

Government sponsorship of volunteer programs:

A substantial number of volunteers literally work for government agencies or organizations, under the direct or indirect supervision and policy direction of government employees. Henceforth, these will be called government-operated volunteer programs. They include volunteers working for HEW; the ACTION agency; the Veterans Administration; at all levels of the criminal justice system; in public schools, libraries and museums; for parks and recreation; for the Minority Business Development Administration; for Army Community Services; for public health and mental health institutions.

An additional large number of volunteers work for organizations which, though private or partly private, have some substantial obligation to interact or negotiate with government. They are either quasi-public,



government-chartered, or substantially dependent upon regular government funding, or significantly subject to government regulation. Henceforth, these will be called government-associated volunteer programs. Examples include Women in Community Service; volunteers in public radio and television; 4-H volunteers; volunteer fire departments; the USO; volunteers working in public welfare. Some also would include American Red Cross volunteers in this category; it is obviously somewhat subjective around the edges.

The writer and the VOLUNTEER information system were unable to find systematic overall research or survey evidence on the number and percentage of volunteers in government-operated or government-associated programs.

Accordingly, the writer conducted two brief and approximate studies for the present paper, with the assistance of Steve Hansen, library coordinator of VOLUNTEER.

The first approach added to the estimated number of volunteers in government-operated or associated programs the writer knew of, a rough "finagle factor" for programs of this type he'd probably forgotten.

The second approach examined the organizational affiliations of a quasi-random sample of 225 leaders of volunteers. The sample was compiled of leaders attending a national conference and of those listed on every fifth page of the 1979 membership directory of the Association for Administration of Volunteer Services, the principal generic professional association for Career Leadership of Volunteers in organized service programs.

The writer categorized the total list of 225 names and titles into four classes.

1. Most probably or certainly government-operated, for example, public schools, prisons.
2. Most probably or certainly government-associated, for example, 4-H, public radio.
3. Uncertain, either because the person gave no professional title or because the title given did not clearly suggest a category.
4. Most probably or certainly private or predominantly private, for example, Voluntary Action Centers, private hospitals, religious volunteer programs.

The rough and subjective estimates are:

About 20 to 30 percent of all organized volunteer programs are government-operated; with approximately the same additional percent of programs being government-associated. The total estimate is that 40 to 60 percent of all volunteer programs are either government-operated or government-associated.



Estimates from the other data base indicate that 35 to 45 percent of all volunteers in organized programs work either for government-operated or associated programs.<sup>1</sup>

Serious interest in this topic would require a far more intensive, refined study, with several estimators working independently. The only confident point for now is: A substantial proportion of volunteer efforts in this country today are government-sponsored in some significant sense.

This does not necessarily mean that the volunteers or their leaders in these programs are tightly controlled by government. It indicates that some significant government influence is exercised on them, either directly or indirectly. On the other hand, if volunteerism is to act as a bastion of private initiative in helping, and even as a check and balance on government at all levels, it cannot fully do so in pre-dominantly government-sponsored programs.

Government funding of volunteer efforts:

Many private or quasi-private volunteer efforts depend partly or wholly on government-funding. So, of course, do government-operated or associated programs. Indeed, some government agencies await additional government funding, usually federal or state, before launching a volunteer program.

Firm data could not be found on the percentage of all volunteer programs which depend significantly, substantially or wholly on government funding from local, state or federal sources.<sup>2</sup> There is only the strong impression that the dependence is wide-spread.

Regulation, legislation:

Government will also continue its enormous leverage on organized local volunteer efforts, private and public, via regulation and legislation in such areas as philanthropic funding, insurance, liability and other litigation-related matters pertaining to volunteers--even child labor laws<sup>3</sup>(F10); in the matter of special tax incentives, tax credits, fuel allocations, or reimbursements for volunteers; and conceivably in further enactment of legislation or regulation which puts pressure on agencies to make a showing of significant citizen participation (or plans for same) as one condition for the award of funding. There is also the related possibility of wider adoption and enforcement of government guidelines for volunteer program operation, in government-operated or government-funded organizations.

For all the above reasons, Scenario A forecasts substantial impact by government on volunteerism in the 1980s, directly via government-operated programs, and indirectly on the entire organized volunteer movement via government-associated programs, regulations, legislation, and funding sponsorship.

Scenario B: Government will also continue to have substantial influence on the generic resource structure supporting local volunteer efforts.



As distinct from actual operation of volunteer programs, the generic resource structure is defined as organizations and people who provide technical assistance, training, information, model development, and other support services to local volunteer leadership. This apparatus is important because it exerts considerable leadership influence on local volunteer efforts, in a range steadily extending beyond organized volunteer service programs.

Defined enumeratively, the core of the generic resource structure includes:

At the local community county levels:

There are more than 300 Voluntary Action Centers (VACs) and Volunteer Bureaus (VBs) in the United States. Special local clearinghouses at colleges and universities, in corporations and churches, are also a part of the local resource structure, but are omitted in this analysis for purposes of simplification.

At the state levels:

- At least 100 volunteer offices in special service areas such as criminal justice, mental health, and education.
- Generic or umbrella offices for a wide range of types of volunteer involvement, in about 30 states.

At intermediate levels:

A number of resource organizations or individuals concentrate their services in a surrounding region while also operating nationally. Include here an increasing trend to university-based resource centers for volunteerism; for example, at Adelphi University, Elmira College, the University of Alabama and Virginia Polytechnical Institute.

At the national levels:

Classification depends to a large extent on interpretation. The writer's interpretation is that there are seven or eight national organizations and 15-20 individual resource people or smaller consulting firms who devote a principal part of their energy to technical and consultative support of volunteerism, nationally as well as regionally.

Once again, firm data could not be found on the proportion of organizations in the resource apparatus which are government-operated or associated. Therefore, the writer conducted a brief approximate study. More background on this study is available for review by forum participants if desired. However, if the forum panel considers the issue important, a far more intensive study is recommended.

The conclusions of the preliminary study are as follows.

Of some 450 organizations in the core resource structure, approximately 150 or one-third are government-operated. Government-operated resource organizations are particularly prominent at the state level, where



virtually all the resource organizations are government-operated (usually by state government) with many also substantially funded by the federal government.

Exclusive of the ACTION agency, the total annual budget/revenue of the core resource apparatus is estimated at approximately fifteen million dollars annually. Slightly over five million dollars or one-third is provided directly by government.

The conclusion for Scenario B is that government will continue to have enormous leverage on volunteering via its funding, operation and control of the core generic resource structure, as well as its proprietorship and control of local agency-related volunteer programs.

Clearly, the relation of volunteerism to government is seen as somewhat ominous here. Susan Greene, former executive director of the Alliance for Volunteerism, and past president of the Association of Junior Leagues, expressed the theme well, in a recently published interview.<sup>4</sup> "The current relationship between government and volunteerism appears to be a master-servant one, with the nonprofit world constantly in a state of reaction. To work toward a partnership that respects citizen participation and shared decision-making is an essential task of voluntarism."

But there are several other sides to this story and we need to consider some alternative scenarios in which government is not perceived as a threat to volunteerism.

Scenario C: Leaders of volunteers will not perceive government as a threat and the situation will continue to drift or evolve as now.

There is evidence that for many people, government is a rather welcome wolf at the door. A 1976 survey of almost three thousand people in the volunteer field<sup>5</sup> found about two-thirds favoring government money to support local volunteer bureaus. Slightly over a half thought it was all right for voluntary organizations to receive government money to assist them in developing volunteer programs. Finally, about two-thirds appeared to favor expansion of government-sponsored programs such as VISTA and foster grandparents.

There may be a number of reasons for these favoring attitudes. In the first place, a case can be made that government has been at least as creative as the private sector and comparably compassionate in developing volunteer programs. Consider the Retired Senior Volunteer Programs, the Peace Corps, the Master Gardeners of the U.S. Department of Agriculture, and volunteer-assisted weatherization programs for low income people.

Secondly, as much as some people distrust government, they may distrust other sponsors even more, such as corporations or denominational groups. These people see government as more broadly responsive and impartial than other sectors.

Third, volunteerism may simply need government money too badly to worry about the strings attached.



Finally, the possibility of conflict between public and private sectors in determining the course of volunteerism, is dimmed by the difficulty of identifying the protagonists. Thus, the purely private enterprise in helping that is neither government operated, funded, or regulated, is getting hard to find these days. But that may only be a restatement of the private volunteer sector's need for a new declaration of independence, before it is too late.

Scenario D:     Recognizing dependence on government as a concern, volunteerism may deliberately try to reduce this dependence.

Conditions:

Government funding leverage as described in previous scenarios, plus precedent for volunteerism's concern about it, notably the gallant and successful effort of the National Center for Voluntary Action to become less dependent on federal funding in the 1970s.

Main effects on volunteering:

1. Volunteerism will substantially succeed in cost containment efforts (F1). This is considered relatively unlikely for organized volunteer programs.
2. Volunteerism will materially increase its independently-earned, self-sufficiency revenue (F1). This is considered fairly probable.
3. Volunteerism will further diversify its funding base to and within the private sector. This is likely, but it also will probably reach an early practical limit because of inflationary and other squeezes on private sector giving.

The overall prediction is that volunteerism may slightly reduce its dollar dependence on government during the next decade, but not substantially unless bold and innovative steps, never before tried, are attempted and succeed.

Scenario E:     Volunteerism will increase its advocacy influence relative to government, thereby re-balancing a currently perceived "master-servant" relationship.

Conditions: As described in previous scenarios.

Main effects on volunteering:

1. Continuing efforts at collaboration and merger within volunteerism's private sector will enable it to speak with a stronger more unified voice face to face with government.

The 1970s have certainly seen intensive attention paid to collaboration within volunteerism's private sector, with results ranging from disappointing to promising. But, in the writer's view, further collaborative achievements in the early 1980s are not very probable. This is predicted because of the essentially pluralistic, though



not necessarily unhealthy, thrust within private sector volunteerism. Moreover, the very financial anemia which often prompts collaboration also produces hungry and competitive responses which thwart cooperation. The relative powerlessness of many volunteer programs and resource organizations also tends to deter the easy sharing of power. Therefore, the somber prediction is that private sector volunteerisms will remain splintered well into the 1980s, unless as indicated, it begins to place more emphasis on a win-win networking process rather than a power-sharing model for bringing about urgently needed cooperation.

2. A second major unifying possibility is that the volunteer resource structure, at least at the national level, will become more unified as a hybrid or synthesis of public and private enterprise, for example, along the lines of a quasi-public corporation such as the National Science Foundation and the Corporation for Public Broadcasting. Such hybrids provide reasonable assurance of continued adequate funding, largely governmental in origin, while at the same time assuring substantial private sector participation and direction. Similar arrangements appear to have worked reasonably well for the British Volunteer Centre and the National Society of Voluntary Promoters in Mexico.

An additional advantage would be the avoidance of duplication and potential conflict between public and private portions of the resource structure, for example, the ACTION Agency and VOLUNTEER.

A single private-public sector voice would speak more powerfully for volunteerism and for its essentially private nature, provided private sector input and control were adequately assured.

At first glance, the preceding sub-scenario seems far-fetched. After all, private sector volunteerism itself has had trouble getting its act together. On the other hand, if government develops more concern with cost-cutting and a pullback in federal authority and responsibility, it might make serious overtures to the private sector.

3. Finally, if citizen volunteers succeed in exercising more influence on their government, they will control rather than be controlled by its actions. The prospects are not entirely clear here. In the Societal Trends Survey about two-thirds of liberal or moderate respondents expected an increase in citizen participation and influence on government policies and programs; only 8 percent expected a decrease. But conservative respondents split about equally on this question.

The positive outlook is that volunteering will take more of a citizen participation turn, as distinct from service. Examples are the recent Citizen Involvement Committees of North Carolina and the Town Meetings in Mississippi<sup>6</sup>--both assisted by state offices of volunteerism.



A second and somewhat more fanciful sequence would have advocacy volunteers, whatever the purpose of their advocacy, become increasingly aware of their common identity as volunteers and on this basis, lobby government for more positive and less directive support of the volunteer community. A pointed sub-scenario here, for which there is some evidence, would be the rising sense of identity and volunteer rights, of people who work without pay for political parties. Politicians, unelectable without volunteers, would be inclined to listen, and the volunteer movement might, therefore, in the future become especially interested in cultivating the volunteer-awareness of this constituency in both major political parties.

For reasons such as this, it is possible that future volunteering as citizen participation can solve its government problem by influencing more the government which may now influence volunteerism too much.

The major reason why this might not occur is government co-optation of public participation; for example, structuring major decisions unilaterally at first, then asking the citizen subsidiary questions such as: "Would you prefer the super-highway to go through your backyard or your living room?"

Scenario F:     The government, especially at the federal level will inadvertently or insensitively compete with community volunteering through its increased operation of public employment or national service programs for youth, seniors, and other unemployment-vulnerable people.

Conditions:

Previous scenarios probed relatively direct effects of government on volunteerism. This scenario considers what impact government may have because of programs which, superficially at least, do not closely resemble volunteerism.

The prediction is that the 1980s will see the intensification of public employment and national service programs, and their extension from youth, low-income, and marginally employable people, to seniors, and possibly women, or to anyone vulnerable to inflation's impact on fixed incomes.

Trecker establishes the ripeness of the situation for National Youth Service programs, and the need for impact from volunteers in planning such programs. The warning is well taken. Many of the jobs in public employment or national service programs, in seeking to avoid competition with paid employment, may overlap substantially with the kinds of things community volunteers have done and are doing. Where jobs overlap in this way, particularly in the same organization or community location, the rule is that money will drive out volunteering.

That is, a person ordinarily will not continue to do volunteer work side by side with a person known to be paid for the same or similar work. Government will probably remain generally insensitive to this dislocating



effect on community volunteering, in its planning and operation of public employment and national service programs. Even where government is sensitive to such problems, political and economic priorities will be far higher on providing paid jobs than on preservation of organized community volunteer programs. Therefore, little help will be given to volunteering in necessary adjustments, and public employment programs, as they grow, will have an increasingly dislocating effect on organized community volunteering.

The irony in all this is that many of the models for public employment or national service programs will have evolved out of volunteer programs, or stipended volunteer programs, such as the Retired Senior Volunteer Program, VISTA, etc.

Main effects on volunteering:

1. Many volunteers will move out of "overlap" positions:
  - To engage in less job-like "underground" forms of informal, self-help volunteering.
  - To assume advocacy roles, since it will be harder for public employees to occupy such roles.
  - To drop out of volunteering altogether.
  - To seek public employment, especially in things similar to what they have been doing as volunteers.
2. Agencies will tend to convert some previously volunteer functions to public employment (F8).

Once again, the principal pressures will be on organized agency-related volunteer service programs. This pressure includes the positive possibility of encouraging a return to volunteering as more a pioneer address to newly discovered needs the government "hasn't gotten around to yet."



#### Footnotes

1. The figures suggest relatively fewer volunteers per program in government-sponsored programs, but this is likely to be an artifact of estimate.
2. The writer has a modicum of indirect evidence on this point from the criminal justice volunteer area.
3. Volunteer: The National Center for Citizen Involvement, tracks these areas for informational and advocacy purposes. The scope of potential impact is indicated by the following reference: Liane Kee, "The Application of Child Labor Laws to Volunteer Workers," in *Volunteering*, Vol. 1, No. 7, The National Center for Voluntary Action, Washington, D.C.
4. "Volunteers, a Priceless Resource," in *Foundation News*, July/August 1979.
5. James L. Luck, et al., *Proceedings: National Congress On Volunteerism and Citizenship*, 1976, 74 pp, 1977, Library of Congress catalog card no. 77-71721.
6. *A Report on the Town Meeting Mississippi 200 Program*, November 1979-June 1979, Governor's Office of Citizen Participation, Jackson, Mississippi, 16 pp.



## Factor 4:

### The Energy Shortage

#### Introduction

##### Concept, Application

Mainly, the energy shortfall is in oil. This shortage must be seen in the context of possibilities for replacing oil by other energy sources such as coal, synfuel, natural gas, nuclear, and renewable energy (solar, wind, tidal, biomass).

##### Continuing Consequence

No serious consensus source suggests that the energy shortage will be solved in the next few years. The writer forecasts that the energy shortage will continue powerfully to affect the nation and volunteering throughout the next decade.

Two alternative scenarios are nevertheless possible though far less likely.

1. There will be a decisive "breakthrough" in providing reasonably cheap, feasible, and plentiful sources of energy alternative to oil and in retooling the engines of society for their use. However, virtually no authorities are willing to suggest substantial substitutive relief of this type for ten-to-thirty years. For example, in regard to renewable energy the Societal Trends Survey estimates that "Realistically we can expect only 10 to 20 percent of our energy requirements to be satisfied by renewable and essentially inexhaustible sources of energy by the year 2000 (solar, wind, and water)."
2. The United States, and perhaps other oil-consuming nations, will establish a military presence or clear threat of same in some oil-producing countries (Middle East) and thereby exercise enough control of oil accessibility and pricing to suffice for oil needs through the 1980s. This was reported as being suggested by the outgoing secretary of energy in summer, 1979, but such gunboat diplomacy is virtually unthinkable in the post-Vietnam area. That is, it was until the Iranian crisis in November, 1979. Even before then, a September, 1979, United Press International story reported an exchange in which President Carter was asked if he would go so far as to go to war in the Mideast if necessary to obtain oil supplies. The story quotes the president's response as in part: "I would take whatever action that would be necessary for the security of this country." On the other hand, this same president, as of November, 1979, has shown impressive restraint in handling the American hostage crisis in Iran.



## Impacts on Volunteering

Scenario A:     Organized volunteer programs will have to respond to mobility problems caused by the energy shortage, if the host organizations wish to retain many of their volunteers.

### Conditions:

Volunteers in agency-related volunteer programs must almost always travel beyond walking distance to their volunteer work. Because of the increasing expense and unavailability of private transportation, the energy shortage will make such travel less attractive and feasible for most volunteers and impossible for others, especially for lower income people.

Greater use of public transportation is an alternative for some volunteers, but this, too, is likely to become more expensive and/or inconvenient. What happens when an agency-related volunteer program is not conveniently accessible to public transportation? We may see increasing dialogue on this point between volunteer leadership and public transportation systems.

For these reasons, transportation is one of the principal problems reflected in surveys of career leadership today. As Manser notes, we have already experienced an all too realistic preview of how critically a gasoline crunch can impact volunteering.

"The experience of agencies using volunteers during the temporary 1974 gasoline shortage is instructive. The ability of volunteers to carry out their responsibilities was so seriously reduced then that the chairmen of the boards of the National Center for Voluntary Action, The American National Red Cross, and the United Way of America jointly went to the Secretary of the Treasury to ask for special consideration for volunteers performing essential tasks."

### Main effects on volunteering:

Some agencies with volunteer programs will attempt to respond to the transportation challenge in some or all of the following ways:

1. Making transportation to and from volunteer work easier for volunteers:
  - By providing or increasing work-related travel reimbursement for volunteers, such as gas mileage. National advocacy might be significantly involved here.
  - By assisting volunteers or volunteers-plus-staff in car pooling, and where necessary, rearranging volunteer work schedules to suit.
  - By providing portal-to-portal transportation for volunteers. As Trecker notes: "It is clear that simply getting to the place where volunteer work is needed is going to be a