

# National Social Welfare Assembly

345 EAST 46 STREET, NEW YORK 17, N. Y.

THE SIGNIFICANCE OF THE VOLUNTEER ON THE AMERICAN SCENE

Summary Report and Appraisal

Workshop

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## FOREWORD

"It is difficult to imagine what American life minus its volunteers would be like . . . . . They are to Democracy what circulation of the blood is to the organism. They keep Democracy alive. They epitomize freedom and are to our society what the Bill of Rights is to the Constitution which governs us. The health of a democratic society may be measured in terms of the quality of service rendered by citizens who act in 'obedience to the unenforceable'."

Eduard C. Lindeman's statement in 1952 was reaffirmed in New York on April 17, 1962, by the magnificent response of national health and welfare agencies to an invitational meeting on The Significance of the Volunteer on The American Scene. This all day Workshop sponsored by the National Social Welfare Assembly and United Community Funds and Councils of America, was attended by 117 volunteers and professional staff of 46 voluntary and governmental health and welfare agencies.

The value of the Workshop is revealed by the high quality of the discussion. Commendation is due the committee members who planned it: Mrs. Richard J. Bernhard, Child Welfare League of America; Suzanne D. Cope, Council on Volunteers, Health and Welfare Council, Philadelphia; Mrs. Hulda Hubbell, Volunteer Services, Health and Welfare Council, National Capital Area; Mrs. Norma Klein, National Council of Jewish Women; Mrs. Mary Sawtelle, Volunteer Service Bureau, Dayton, Ohio; Mrs. Frances H. Smith, Family Service Association of America; Phoebe Steffey, American National Red Cross; Dorothy E. Swinburne, Association of the Junior Leagues of America; Mary Jane Willett, National Board of the YWCA; Eugene Shenefield, Ex Officio, United Community Funds and Councils of America; Mrs. Louise N. Mumm, Consultant, National Social Welfare Assembly; to Mrs. Leonard H. Bernheim and the program participants (see page 44 for a copy of the program); and to Marjorie A. Collins, doctoral candidate at Columbia University School of Social Work, and Louise N. Mumm of The Assembly for preparing this report from the recorders' notes. Miss Collins' trenchant appraisal will be especially helpful to all of us as we endeavor to develop greater potential for volunteer opportunities in all phases of community activity.

One heartening result of the Workshop is the action of the Executive Committee of the National Social Welfare Assembly to establish a Committee on Volunteer Services.

Mary Ripley  
(Mrs. Alexander B. Ripley)  
Chairman of Planning Committee

March 1, 1963

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## THE SIGNIFICANCE OF THE VOLUNTEER ON THE AMERICAN SCENE

Speaker: Dr. Charles Frankel

We have always heard a great deal about the significance of volunteer activities in the United States. Volunteers have regularly worked with immigrant groups, with new arrivals in our cities, with our young people, and with aging people who have been pushed out of normal occupations and the normal status they once had. Much of our volunteer activity in the United States has been a consequence of our open-ended culture, which is constantly taking in new people in, constantly changing people's habitats and habits, constantly trying to teach them new ways of behaving and to introduce them to new circles of ideas and people.

This is a problem which has not existed to quite the same extent in other societies. Our society's history is largely the history of successive waves of immigrants. From this point of view, the Daughters of the American Revolution are farther from the American tradition than recent immigrants who have gone through the American Revolution in their own time and who have learned something about what it means in emotion and in upset, and in the learning of a new way of life. To a very considerable extent our volunteers in social work and in other social activities have been the people who have helped make this transition a little bit easier.

### Symbol of Democracy

Why is it that volunteers have been so important in the United States? Why is it, indeed, that the volunteer is a major symbol of what we choose to think of as democracy in this country? There are two principal reasons, in addition to the specific peculiarities of American history: first, the decline under contemporary industrial conditions of the old extended family, and second, the decline of the old fixed and intimate community. Let me say something about each of these.

Before the industrial revolution, and in many parts of the world today where the industrial revolution hasn't yet hit its full stride, the most important form of social insurance has been the family. It was through the extended family, through the sisters, the cousins, the aunts, the uncles and all those to whom he could turn for help, that the ordinary individual had some sense of being secure against the slings and arrows of outrageous fortune. For a variety of reasons, this old extended family no longer has the power it once did. Our families today are more and more nuclear families, consisting of a single generation - man and wife and a relatively small number of children. Frequently, when children grow up, they go far away to school, or when they go to work, they go to distant parts of the country. Accordingly, in making such a society work, it has become increasingly necessary to individuals to step forward voluntarily to perform the services which were once performed as a normal part of one's family obligations.

The same story is largely the case for the communities that exist across the nation. I remember talking some years ago with a French business man about the French economy. He remarked that one of the greatest obstacles to economic growth and prosperity in France was the habit of mind of French workers. They didn't leave their own towns to go to new jobs opening up fifty miles away.

Fifty miles away was another country. They stayed where they were. And if times were bad where they were, then times were bad for them. If times were good, then they were lucky. But invariably they leaned on their local community; they leaned on their family and old friends, and they felt sheltered in that kind of environment. You will recall that when Mr. Wilson was Secretary of Defense, he caused a certain uproar in the United States by saying that he liked workers who were bird-dogs, who picked up and searched for jobs and went where the jobs are. I'm sure Mr. Wilson didn't realize that he was pleading for an unsettled family and community life when he spoke in this way. But in any case he was speaking for an aspect of American society which is responsible to a very great extent for our prosperity. That is our habit of moving around. Tocqueville, one hundred and forty years ago remarked on this strange feature of our country. When you stand on a hill and look down, he observed, you don't see any American standing still, everybody seems to be going someplace. And in fact one-third of our population does move every year.

Now when people pull away from their roots, when they go to a new community, that community has to be prepared to accept them, and be prepared to see to it that they can find the new avenues to achieving what they legitimately want to achieve. Unless the new community is able to do that, we are going to have, and we often do have, considerable social commotion and upset. The volunteer is a response to this need which is generated by the fact of industrial mobility.

### An American Tradition

Fortunately there is also a very ancient moral attitude on the American scene which has stressed voluntarism, and which has made of volunteer service for human welfare a supreme value. I speak of the Puritans and their outlook. It should be pointed out that the special Puritan value of which I speak has also been adopted by members of the Catholic Church, by members of Jewish groups, and to a very considerable extent by secular free-thinkers in the United States. The Puritans believed that it was a contradiction in terms to force men to do good, that virtue was not virtue if it was coerced. The essence of a good act was that it was a free act, a free offering. Accordingly they wished to have a society in which individuals had a maximum opportunity for freedom of choice, a maximum opportunity freely to decide to do good. On the American scene, the voluntary service, the freely given service, performed by individuals for others who need their help, has been regarded as a supreme virtue.

The other side of our individualism is the voluntary association, just the kind of private association which all of you here in this room represent or serve. American individualism, Tocqueville remarked, is a very lonely condition. American individualism rips people free from their class, from an inherited status, from an old family name. It says to each man, "You are on your own and you can go as far as your abilities permit. If you fail you have no one to blame but yourself." And what Toqueville, who came from an aristocratic society, saw was that this emancipating promise could also be felt as a burden, that it could leave the individual feeling alone and helpless in an impersonal world. But Tocqueville also explained how the system worked. The system worked because for all their individualism Americans were incorrigible joiners. And he saw a need for this. It is in the voluntary associations rather than the fixed, hereditary associations that Americans find their way back to one another and find their way back to mutual aid.

### One Function - To Educate the Profession

Let us look at our present situation and ask ourselves, again this background, "What is the significance of the volunteer, here in 1962, on the American scene?" There are two principal functions which the volunteer serves. The first function of the volunteer is the education of the professional social worker and the education of the government welfare activity. The professionalization of philanthropy, the professionalization of social work, is at once inevitable and highly desirable. Doing good is too important to be done amateurishly. As in the case of most other professions, there seems to be a certain amount of gobbledygook in the language of some professional social workers. Nevertheless, the professionals are not only with us to stay, they are clearly necessary and highly desirable. Similarly, the great extension of government welfare activity seems to me to be a reasonable consequence of the fact that our society is now so intricately organized, that central direction and organization and the setting of basic standards by government, are required.

Moreover, the entrance of government into the welfare field has another highly desirable function. It changes the moral situation of the recipient of aid. It has been traditionally believed that it is more blessed to give than to receive. This is a doctrine with which I can wholeheartedly agree; it certainly is more agreeable to the ego to give than to receive. To be in a receiving position is not very pleasant. It is doubly unpleasant when the person who is giving aid to you is doing so just as a free act, and not because you have any say in the matter. The other side of the Puritan belief, you see, is that it proposes a society organized to benefit the benefactors more than the recipients of help. One simple advantage of organized government welfare programs is that all citizens receive certain minimal guarantees as a matter of right. This seems to me to change the moral relationship of society to these individuals. To my mind the change is for the better.

I remember saying this once in a public speech in Brooklyn. During the discussion period, a very irate lady stood up, most incensed at what I had said, and said "I'm going to ask you a point blank question and I don't want a philosophical answer, I want an answer, yes or no. Do you think it's right for people to receive money for which they haven't worked?" I said that I agreed with her entirely, it was wrong. I proposed that we go down to Washington together, she to lobby against the welfare laws, and I to lobby against the laws protecting inheritance. It is important to remember that the Welfare State has simply extended certain guarantees which our laws of property have extended to the more fortunate for centuries. We still talk about the deserving poor and distinguish them from the undeserving poor. We do not yet look with the same hard eye on the undeserving rich, nor do we make the distinction with respect to the rich that we make with respect to the poor.

In speaking in favor of the volunteer, then, I do not mean to deny the importance of government welfare programs. Yet, government welfare programs have to be drawn up, as it were, in large rough strokes. Government officials certainly can be as humane and intelligent and personal in their dealings as the private individual. Nevertheless, it is worth doing what one can to make this as likely as possible. One of the great functions of the volunteer, a function even more important than it used to be now that we have so much government welfare activity, is to be a second party to the transaction. The volunteer is a man who says that we are doing this job differently, that we are trying something else. He stands as an alternative, protecting the individual from complete dependence on just one agency, the State.

The heart of what we mean by freedom is that the individual has some choices, that he doesn't depend simply and entirely on one encompassing institution. The volunteer, from this point of view, is a tremendous educational influence in our society. He reminds the professional that his worth is not with a technical subject matter but with human beings. He reminds the government that no matter how well-laid its plans, the irreducible facts of human diversity are always present. He shows everyone that this human diversity requires diverse experiments and adventurous free programs for dealing with it.

#### A Second Function - To Educate The Public

There is still another major function of the volunteer, to educate the members of the community who are not recipients of help, who are past the stage where they need to be introduced into their society and protected by their society. It is to educate them about the condition of their fellowmen and their responsibility for and toward their condition. The volunteer and only the volunteer can do this job. The professional can guide, but he is, after all, a professional. He has a vested interest in welfare. Only the person who comes from outside the field of social welfare who is, for example, a business man or housewife or lawyer, can carry back to other business men or housewives or lawyers some of the ugly facts of life on the American scene.

The volunteer, to my mind, is the great and indispensable communicator in American society. We talk a great deal today about the influence of the mass media on opinion. The careful studies that have been made of the influence of the mass media on opinion reveal, however, that they almost never have a direct impact. Their impact is always mediated. In every community there are certain individuals whose opinions count, individuals to whom others look up. And it is such people in the end that do most to form the opinions of their communities. These people are almost always leaders in volunteer activity.

The great danger of our society is the insularity that settles over each one of us, because we have our own work to do, and our own narrow framework of experience. The volunteer who willingly takes on a separate specialty is educating himself. Only such a person, who has looked outside his regular routine and has looked to other ways of life, can bring back to the community what it needs above all - imagination. We have a reasonable amount of heart in the United States, we have a reasonable amount of knowledge, and a reasonable amount of efficiency. What we lack, just because we're human, is the imagination, the power to feel another man's position.

You will recall in Shaw's "St. Joan", that the English chaplain keeps asking that Joan be sent to the stake. But when she finally is, and he goes out in triumph to see what he's done, he comes back screaming. He has seen what he really wanted, and is aghast. The power to see, to see what is not before your eyes, is very difficult in a society as large, impersonal and massive as ours. Yet this is what is needed. Americans need to see in imagination the condition of other Americans. More than this, they need to see in imagination the wretched condition of most people elsewhere in the world, for that condition will destroy most of what we prize unless we do something about it very quickly.

The volunteer is the imagination of his society. That is why he needs to be cherished and encouraged.

SUMMARY REPORTS OF WORK GROUPS

VOLUNTEER AND PROFESSIONAL RELATIONSHIPS

Chairman: Mrs. Sol Brody  
Speaker: Dr. Harleigh B. Trecker  
Recorder: Mrs. Irene Hurwitz

Dr. Trecker opened his presentation by saying that there is a common core of feelings, attitudes, and behavior in good human relationships between any grouping of people - family members, storekeeper and customers, volunteers and professionals. Respect, acceptance, warmth, fairness, security, to name a few qualities, must be taken for granted.

When volunteers and paid staff work together in community service agencies, other factors are also present:

Differences in experience, training, competence, skills required for a particular job or group of jobs.

Differences in life situations which give rise to different perspectives and perceptions, to different sets of reasons for seeking to meet different sets of needs through association with an agency or organization.

Differences in views on the source of legitimacy, or "right" to help give the agency services, differences in fixed legal responsibilities for services.

Differences in time given to the work leading to differences in degree of penetration and involvement in the particular services of a particular organization.

The relationship between the volunteer and paid professional develops within the framework of the agency or organization. Its purposes, programs, service goals, values and institutionalized and traditional ways of doing things provide a controlling context for the relationship. The primary shared goal of all is the best possible service. Thus, the way paid staff and volunteers work together is especially important because this influences the effectiveness of the service given.

Good working relationships develop and are maintained by what people do and how they do it. The major responsibility for the doing is on the paid professional staff. This is because agencies to-day tend to be larger, formally organized, rational, bureaucratic, with the responsibility for the effective carrying out of the program delegated to paid professional staff.

Thus the paid staff needs to

have and show conviction about the validity, importance and place of volunteers in the program;

spell out clearly the jobs to be done by volunteers and the qualifications needed for them;

use care in the recruitment, selection, orientation, placement and help on the job given to volunteers;

invest more effort in enabling volunteers to make their fullest contribution to the service goals;

use more knowledge of human behavior in relation to individual differences and potentialities and more imagination in assignments which will make the best use of the individual volunteer's distinctive contribution.

On the other hand a volunteer needs to recognize that although he is there "because he wants to be," in undertaking volunteer work he has assumed a responsibility: he needs therefore to

understand the agency through which his services are given - its policies, procedures, service goals, functions and distinctive ways of doing things;

understand "professionalism" and the roles of professional paid staff;

know his own volunteer job, its characteristics and requirements, and how it fits into and contributes to the agency's service;

behave responsibly in his own volunteer role.

The "partnership area" between volunteers and paid staff is focused on the job to be done - the relevance of the skills and competencies of each in relation to the task. This requires crisper clarification of who is to do what, clearer channels of communication so the parts of the task are related to the whole, and constructive supervision so that tasks are handled well and in a satisfying manner.

The major blocks to good paid staff volunteer relationships would seem to stem from errors in judgment in selection and placement, lack of clarity of roles and specificity of jobs, underplacement leading to frustration and overplacement leading to anxiety and inadequacy.

Highlights of Discussion

Leader: Harleigh B. Trecker

Methods used and found effective in creating and maintaining constructive working relations between volunteers and paid professionals

. . . The conditions of work set by the agency have a strong bearing on good relations, for example, place to work, equipment with which to work, access to privileges of the building.

. . . Goodwill and good manners on the part of the paid staff give recognition to volunteers both as people and as fellow workers toward a shared service goal. A note of caution was introduced - indiscriminate praise is unfair to the volunteer and can complicate the situation for the paid staff member who supervises him.

. . . Time and the opportunity should be made for volunteer and paid staff to talk together about mutual experiences and problems in relation to the job. The participation of volunteers and paid staff in joint learning experiences can be constructive and creative.

. . . Some agencies have found it helpful to start with very young volunteers to whom limited responsibility is given at first, with more responsibility given as they grow in maturity.

. . . Recognizing the potential of a volunteer, or group of volunteers, some agencies have channeled their service from a particular project to wider interests, such as board membership or to interest in the community as a whole.

. . . The importance of clarity of job description and the professionals' and volunteers' understanding of their respective roles were underscored.

Factors needing attention to strengthen and deepen the quality of relationships between volunteers and paid staff

. . . In recruiting volunteers, especially for direct service with clients, individuals from all economic strata should be considered. Frequently there is an unconscious selective factor operating in relation to the kinds of volunteers with whom the professional feels comfortable.

. . . More thought should be given to the selection of board members. Agencies of long standing may tend to become ingrown if they select for board membership only those who have been their service volunteers.

. . . Agencies need to give more attention to the clarification of the different roles a volunteer has if he is a board or committee member on a budgeting and policy level and at the same time a service volunteer. This duality of roles can be confusing to both the volunteer and the paid staff.

. . . Particularly in agencies which employ only one paid person, the executive line of responsibility between the board and staff needs to be

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defined at intervals. This is especially true when personnel, either board or paid staff, change.

. . . Assignment of responsibility in some agencies may not be made in relation to roles of volunteer and staff, but according to skills available at the particular moment and in relation to the agency's need.

. . . An agency's structure may change in relation to program changes and the board, paid staff and volunteers must be willing to adapt to different sets of circumstances in order to get the job done.

. . . Volunteers should be given more training about the total health and welfare services of the community.

. . . Especially when retired adults and teenagers are recruited for volunteer service, an agency must be alert to the possibility that such volunteers may not be able to afford the attendant costs of carfare, lunches, etc.

. . . More content on the role of the service volunteer as well as of the board member volunteer should be incorporated into the curriculum of the graduate schools of social work so that the professional social worker has built in a positive awareness of the potentialities of volunteers.

COMPETITION FOR AND CONSERVATION OF VOLUNTEERS

Chairman: Mrs. Robert W. Wilson  
Recorder: Mrs. Hulda Hubbard

Educating the Community to Multiple Needs for Volunteer Service in Agencies

Speaker: Paul Mendenhall

The AFL-CIO Community Service Activities program acquaints union members with the work of community health and welfare agencies. The AFL-CIO Constitution states: "The Committee on Community Services shall stimulate the active participation of members and affiliated unions in the affairs of their communities, and the development of sound relationships with social agencies in the community."

There are 6,000 trained union counselors who, knowing the community, act as referral agents to members needing services. These same counselors also can be a resource for securing volunteers and for educating members to the need for volunteers in community programs. While members are encouraged to support and participate in social service work, one survey revealed that only one percent of labor union members were agency board members, and 25 percent of labor union members were Boy Scout leaders.

Any organized group - a union, a church, a service club - can enlighten its membership about the needs of people in their community and can call to their attention the need to give help through volunteer work.

Highlights of Discussion

. . . The concept of the volunteer in the mind of the general public needs to be changed to reflect the broader base of participation today.

. . . A broad, effective public relations program to educate the entire country to the need for volunteer service and the opportunities available would be helpful in stimulating individuals and groups to seek local volunteer opportunities.

. . . Those responsible for recruitment must become more resourceful in approaching organized groups and must learn more about their organizational structure and membership characteristics.

. . . A single purpose group such as the League of Women Voters is rarely a source of service volunteers on a continuing basis, but may be approached in relation to special projects related to their own areas of interest.

. . . National organizations have a responsibility to help in the education of their local counterparts toward a more positive attitude regarding the responsibility of their members for civic participation beyond their own organizational purpose.

### Expansion of Volunteer Services

Speaker: Donald Brewer

The title implies that the agency has volunteer service. The term "service" implies a program operating as an integral part of the total agency structure, which in turn implies a body of procedure, standards and limitations. "Expansion" is predicated on an established program for volunteers, which indicates acceptance on the part of the administration implemented through policy and regulatory controls, defined volunteer functions (job descriptions), staff preparation and acceptance, training and recognition of the volunteer.

If these factors are reflected in the organizational structure of the agency there is a greater likelihood that services can be expanded. The volunteer's experience will be a satisfactory one, and the volunteer will act as an effective recruitment agent; staff acceptance of the services of volunteers will promote recruitment through staff effort; acceptance of volunteers on the part of the agency will result in better community and public relations and will attract and provide for a greater reservoir of qualified individuals.

In short, the best way to expand services is constantly to improve Services.

### Highlights of Discussion

. . . The agency should recognize the importance of its helping the volunteer to retain the feeling of service to others that prompted him to volunteer. Emphasis on satisfaction to the volunteer should not obscure his greatest satisfaction - a sense of service to others.

. . . Agencies need to find ways to interest and retain volunteers in the less glamorous jobs, such as home care. One way to do this is through inservice training and group meetings in which the volunteers can share experiences.

. . . All age groups should be involved in volunteer service, with placement made in relation to the special contribution the various age groupings can make, taking into account individual skills and differences.

. . . An agency has an opportunity to develop new services, and to expand and enrich existing services through the creative use of volunteers. An example is the foster home finding program developed by a public welfare agency in which specially selected, trained and supervised volunteers are the foster home finders.

. . . When volunteers come from organized groups such as labor unions or a club, a problem for the agency and for the organization is to find a way for the volunteers to feel that they are workers for the agency as well as volunteers from the organization.

## The Availability of Volunteers

Speaker: B. Pendleton Rogers

Competition for volunteers is increasing and much thought needs to be given to how to keep good volunteers once they are found.

Today volunteers are discriminating in how they choose to devote the budgeted hours they can spend each week in community service. They want to work in an agency where their time will count the most and where they will feel they are a part of the agency staff.

In the competition for the services of volunteers, health and welfare agencies must accommodate their plans for the use of volunteers to the time which volunteers have available from their other responsibilities.

There are vast untapped resources of individuals with time and skills, and even money, to contribute to the work of agencies. But before beginning to look for them, agencies need to look at themselves. There is a need to reexamine attitudes toward the various categories of volunteer jobs. Agencies also need to give more thought and time to developing clearcut written job descriptions with necessary qualifications for particular categories of jobs. Then they are ready to determine the best sources for recruiting volunteers with these particular qualifications. They need to examine whether they have a tendency to turn to only one segment of the community when recruiting board, committee and service volunteers.

For example, if an agency needs volunteers to serve as case aides it would seem logical to focus its recruitment efforts on such groups as teachers, personnel workers or perhaps retired social workers. Or, if it is looking for volunteers with certain manual skills, depending on qualifications, it might focus its efforts on unions or professional groups in a given industry or field.

This raises the question which needs considerably more thought - should volunteers be encouraged to spend their spare time carrying out the same, or similar responsibilities to those they have at home or in their paid work? Here the needs of the volunteer and the needs of the agency might differ.

As an illustration of how to involve volunteers in a rapidly changing neighborhood surrounding a settlement house, over 100 students from local public and private high schools and colleges were recruited for the group work program. These students' experience has been sufficiently satisfying that many have offered to give more time and many have continued after graduation. In addition, parents of children being served by the settlement house were brought into advisory groups together with new neighbors and local businessmen. From these groups volunteers have been recruited to work directly in the new program, and additional support has also come from them for much needed new programs and services.

The volunteer bureau in the Federation of Protestant Welfare Agencies in New York, seeks to use the mass media such as radio and television to inform the public about the need for volunteers in the Federation's member agencies, and about the Bureau's information and referral services. A question needing exploration is the extent to which volunteer recruitment should be carried out centrally and the extent to which volunteer bureaus

function in a consultative capacity in helping. In this instance, member agencies carry on their own recruitment.

When all is said and done, the most successful and important source of new volunteers is through the volunteers whose experience has been deeply meaningful and who encourage friends and acquaintances also to volunteer.

Highlights of Discussion

. . . A national survey on the imaginative use of volunteers needs to be carried out. We do not and cannot know the manpower which might be available until there is a complete survey.

. . . Local surveys should be made, with each agency being asked to examine its program to determine ways to capitalize on the time working men and women might have available for volunteer service.

. . . The following groups were indentified as possible new sources of volunteer workers: teenage groups, the handicapped, the retired. The AFL-CIO Community Service Activities was urged to direct information about the need for volunteer workers to the wives of their members. Reference was made to the practice of some large companies to pay retired executives a half time salary provided they work in a volunteer capacity for health and welfare agencies.

. . . Personnel directors in industry might be encouraged to develop a competition to encourage more employees to become active in volunteer work.

. . . Agencies need to carry on better public relations programs describing services performed by volunteers.

Preventing the Loss of Volunteers

Speaker: Leo Rackow, M. D.

From a mental health perspective, what is it people are seeking through volunteer work and to what extent are their needs, desires and expectations met?

Some of the mental health concepts which would seem to apply are: people seek love, security, worthwhile activity, achievement, accomplishment and acceptance; they seek to satisfy some of these needs through volunteer work. From this perspective, then it becomes clear why it is so important for an agency wanting volunteers to communicate this in meaningful ways to those who come to them seeking volunteer jobs. Volunteers also need to feel accepted, both as individuals and as persons who have some worth and something to give. They feel a part of an organization when there are clear assignments so that they can have security through knowing what is and what is not expected of them, and can, in turn, have a sense of achievement and accomplishment. Since people want to feel their activity is worthwhile, it follows that, to hold them, their time and talents should be fully engaged. Pleasant associations with the paid staff and other volunteers serve to reinforce feelings of acceptance. The opportunity to know what has been accomplished through their volunteer service makes it possible for them to see that continued effort is worthwhile.

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People often want to give a service which does not require the skills used in their regular paid jobs or in the jobs from which they have retired. Rather they may wish to make use of hobbies, special interests or simple human qualities which have a therapeutic effect in their lives. This may be especially true for older persons or for discharged mental patients doing volunteer work. Paid jobs often make use of only a small part of the total skills and abilities a person may possess. This is one of the problems of modern industrial society.

### Highlights of Discussion

. . . The quality of personal contact between paid staff and the newly recruited volunteer is important. Through these first contacts the attitude of the agency is communicated and the tone of the paid staff-volunteer relationships is set.

. . . Orientation and training are important in helping the volunteer become aware of the agency's total program and of the relation of his assignment to the totality. This also helps to reinforce a volunteer's commitment to share goals.

. . . Training and supervision of the volunteer are the responsibility of the paid staff.

. . . The kinds of assignments given volunteers are related to the use of total staff. Volunteers and paid professional staff may have the same or different skills to contribute to the agency program. These should be taken into account in making assignments to both volunteers and paid workers. Increasingly complex duties should be assigned volunteers as well as paid staff when the quality of performance warrants.

. . . Counseling when an assignment is made and discussion upon its completion help give the volunteer a sense of security and an understanding of how his work is a meaningful part of the total agency service.

. . . It is advisable not to stress or delve into the motivations of a volunteer. If he has the appropriate work assignment based on real or potential ability, benefits can accrue to both the agency and the volunteer.

. . . Day to day satisfactions on the job are more important than formal recognition ceremonies.

. . . Some questions which an agency might ask itself about its volunteer program are:

Are volunteer jobs created merely as an expediency?

Is volunteer service seen as a way to save money?

Are there assignments where a volunteer can make a distinctive contribution by virtue of being a volunteer; thus extending or improving the agency's service and contributing to better community understanding and support of the agency?

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. . . . In the last analysis the recruitment and retention of volunteers depend upon everyone in the agency; how wise they are in training, orienting and assigning volunteers and the degree to which they have and demonstrate a positive conviction about the value of the service of the volunteer.

Recruitment of Volunteers

The quality of personal contact between staff and the newly recruited volunteer is important. Through this first contact the attitude of the agency is communicated and the tone of the staff-volunteer relationship is set.

Orientation and training are important in helping the volunteer become aware of the agency's total program and of the relation of his assignment to the total program. This also helps to reinforce a volunteer's conviction in the service.

Training and supervision of the volunteer are the responsibility of the staff.

The limits of volunteer's assignments should be related to the age of the staff. Volunteering staff may have the same or different abilities and interests as the staff. There should be taken into account the volunteer's background, education and health condition. The volunteer should be assigned a position as well as a staff member who will be his primary contact.

Cooperation between the volunteer and the staff is essential upon the completion of the assignment. The volunteer should be encouraged to take an active part in the total program.

It is important to have a staff member who is the supervisor of a volunteer. The staff member should be trained and supervised in the potential ability, interest and background of the volunteer.

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VOLUNTEERS IN INDIVIDUALIZED SERVICES

Chairman: Mrs. Garret J. Garretson, II  
Recorder: Caroline Flanders

This session provided an opportunity to approach the matter of volunteers in individualized services from the grass roots point of view, and the opportunity to deal with specifics such as how to develop volunteer programs, how to deal with problems that we ordinarily "cope with in a lonely way." It was suggested that the group listen to the presentations of the speaker and the two reactors with these questions in mind: What is my agency's basic philosophy on the use of volunteers? What do I know about attitudes - the attitudes of professionals toward volunteers and the reverse? The attitudes of volunteers to clients and the reverse?

Highlights of Presentation

Speaker: Ruth Chaskel

There is a ground swell of interest in fostering maximum citizen participation in social welfare. We affirm the conviction that social welfare is everybody's business, though we sometimes forget that this has been so since time immemorial. However, as social work as a profession developed, the trained paid social worker displaced the volunteer, creating our own kind of technological unemployment. As a consequence, the citizen volunteer lost an enriching experience and social work, especially casework, tended to become isolated from the day to day knowledge of understanding and support by the community.

World War II gave a big push to broader citizen participation in direct services of agencies because on the one hand there were not enough professionally trained staff to man the increase in jobs, and on the other hand everyone was patriotic and willing to "do his bit" in the common effort.

The development and maintaining of a true lay-professional partnership need constant attention. This partnership begins with conviction by both board and staff of the importance of service volunteers in the program. It progresses to reviewing agency job functions in such a way that there can be clarity about which of these functions can be performed best by professional staff and which by volunteers. With a critical shortage of paid professional staff, too often this staff performs too many functions which do not require professional skills. More than saving time of the professional staff is the vast array of services which never would be given except as volunteers are involved imaginatively in service in casework agencies.

Whether a volunteer is engaged in helping an inexperienced elderly person onto a train, or bringing a recreational or cultural activity to a child of a broken home, or being the sympathetic friend in a settlement house to the family who finds it difficult to relate to a professional caseworker, the same criteria should be applied to all individualized service settings.

These are:

Volunteer services operate within a definite framework, as an integrated part of the agency's service, with the volunteer as one member of the team of services. Such a concept will give volunteers a sense of self worth and sense of belonging.

The personal prerequisites for volunteers wishing to work directly with clients include a basic liking for people, appreciation and respect for differences, understanding of the confidential nature of the work, physical and emotional stamina, and capacity for becoming a team member.

Sound agency administrative practices must be developed for all volunteers. These include the designation of responsibility for the volunteer to one person; clearly established hours, such as a minimum number of hours per week; prompt and regular attendance; a specified term of service, such as nine months per year, allowing for family responsibility and personal illness; manuals and written procedures essential for the effective operation of any staff; orientation tailor-made to the agency's program and the needs of the volunteer to fulfill his role in the agency; and introduction to specific work assignments by the supervisor in a way which will help the volunteer gain clarity as to his role and grow and develop on the job.

Usually in individualized service agencies volunteers do not carry full responsibility for a case, but rather some selected aspect which is assigned by the caseworker. The caseworker as supervisor is responsible for acquainting the volunteer with the overall case situation and with his clearly delineated treatment assignment.

It follows, therefore, that the volunteer needs to keep his own service statistics and record his work so that the totality of service to any case can be seen and evaluated as a part of the treatment plan. As is true for the caseworker, such records also are the basis for evaluation of performance and for mutual stocktaking between the volunteer and his supervisor.

Increasingly as agencies become larger and have more volunteers giving service a special director of volunteers is employed.

Among the values of volunteer service are:

Volunteers can be a bridge between social work and the broader community. Firsthand knowledge of the processes of social work singularly equips and motivates them to tell the story of the community. In addition the training given volunteers prepares them better for board membership and broader leadership roles in social welfare.

There is also a plus value which professionals alone cannot duplicate - volunteers are the expression of society's caring for those who momentarily cannot make their own way alone.

Volunteers and professionals complement one another in a firm team effort. This relationship is a delicate relationship, one which is constantly growing and which demands continuous adjustment and readjustment. Thus there is need for the pioneering spirit as a constant part of the venture, need for experimental freedom within the flexible framework of standards growing out of experience. Such standard setting is a responsibility of the national organizations participating in this workshop.

Highlights of Reactors' Comments

Reactor: Mrs. Claude H. Wiley

The relationship between the Westchester Children's Association and the Westchester Department of Public Welfare, dates from 1914. The Association has helped with special needs and services to children in care of the County Welfare Department, at the request of the Welfare Department. Over the years these services have changed with changing needs, from paying for the first professional workers, through providing spending allowances for children - both of which eventually were taken over and paid for by tax funds - to the current direct service by volunteers as motor aides, friendly visitors or case aides.

Mrs. Wiley's experience as a motor aide bore out principles Miss Chaskel had enunciated. For example, the channel for recruiting volunteer motor aides to strengthen and deepen the service for a child is from the Welfare Department's Supervisor of Volunteer Services to the Westchester Children's Association's Chairman of Volunteers. Thus a volunteer is recruited for a particular case and works with the supervisor and caseworker in a coordinated overall case plan for the client.

As a motor aide, Mrs. Wiley's responsibility is to render the specific services of driving one child from his foster home to visit his family and taking another emotionally disturbed child for psychotherapy. This concrete service also provides a meaningful relationship for these two children with another accepting adult. Through casual conversations during friendly automobile drives the volunteer is also able to furnish the caseworker with additional information and observations which may have significance in the treatment plan.

A most telling part of the presentation was the narration of what volunteering means personally. Mrs. Wiley is needed to give a special something the clients of the agency would not get except for volunteers. Thus the help is to the client, not relieving the caseworker. To be a good service volunteer one must work for love, not for prestige or social status, not for a uniform or to be a "lady bountiful." She must want to do a job assigned and feel that she is bringing something special to the people she sees.

And finally, Mrs. Wiley pointed out that today a volunteer is not necessarily a wealthy woman with full time help at home, doing work for charity. More often she is a person who must plan carefully and organize her time so that she can fill her volunteer commitments and do the best possible job in taking care of her own family.

Reactor: Marion Brennan

In the courts there is belief in the work of volunteers and acceptance of the principles enunciated in Miss Chaskel's paper. However, sometimes these principles are not put into practice in the course of the day's work. Daily pressure may not permit the supervision, evaluation, training, etc., deemed so necessary and desirable. Nonetheless, effective volunteer service is given, largely because the volunteers are able to give intuitively the human warmth and loving care required in many of their assignments.

The traditional services by volunteers to the courts are the Big Sister and Big Brother programs which are organized and administered by agencies, not by the court itself. Other services have been offered, such as remedial reading by a retired teacher, friendship with institutionalized children as shown through holiday gifts, greeting cards, etc. In addition to individualized services the Big Brother and Big Sister organizations develop projects for the benefit of the children whose families have come in contact with the court. An example is the provision of increased camping opportunities. Here the volunteers also help get the children to the train, and so forth.

The American Red Cross Grey Ladiss are now staffing a project developed to provide care of children while their parents are engaged in court processes. Red Cross Home Service Volunteers serve the court by explaining court procedures to persons in the waiting room, or by giving information related to court decisions. In addition, court volunteers have been used to help orient volunteers, working at the institutions to which children are sent, about court procedures. This service requires almost limitless patience and compassion, and the capacity to spend long hours with children who are frightened, and who may be unkempt and dirty.

The volunteers get almost no training, orientation or supervision. Most of those working in the nursery, for example, are experienced mothers or grandmothers and "know" what to do. The volunteers are of enormous value in helping to interpret the problems of the court to those with whom they come in contact. Citizen interest is badly needed to support annual budget requests of the courts.

The volunteer at the courts has a feeling of having a role in her own right and a strong feeling of being able to give services which are not possible from paid staff workers.

Highlights of Discussion

. . . The two presentations of volunteer service in relation to governmental programs show a great contrast. The Westchester County Children's Association focuses on individualized services in a one-to-one relationship with the client and a close working relationship with the professional staff. At the Courts, services are given to the adults or children who find themselves in the court setting, according to the individual human needs felt or sensed by the volunteers. The organizations of volunteers such as the various sectarian Big Brothers and Big Sisters organizations, and two services of the Red Cross volunteer corps provide volunteer workers able to function without the close supervision and direction of the court professional staff. These organizations provide some measure of training and supervision.

. . . There was considerable debate about a special curriculum or required courses for volunteers in order to provide the background information needed for work in social welfare. This however, raised the question of whether educational requirements were needed for volunteers in individualized services and whether this really was the way to help volunteers give the invaluable compassionate services described by the two volunteer reactors. In short - how do you train for goodwill and maturity?

. . . There was consensus that the paid staff of the agency had the final responsibility for both the services to clients and the "welfare" of the volunteer. Thus all staff needs to understand the whys and the what of the volunteer program if there is to be full acceptance and good relationships.

. . . If the above is true, it then follows that graduate schools of social work particularly have a responsibility to help students understand volunteer service in agency programs and to prepare them for effective work with board and service volunteers.

. . . An agency has the responsibility for developing well defined practices and procedures for volunteers and for seeing that these are not different in quality from those developed for paid staff - though they may differ in specific content.

. . . There is need to regard volunteers not only as individuals, but as workers in the agency program.

. . . Volunteers continue to represent the broader community to the client and to the worker. They represent the community's sense of responsibility and reflect various community attitudes which the professional staff needs to be aware of and to take into account.

. . . There was considerable discussion about the similarities and differences of paid and volunteer staff members. Among the points of difference cited in addition to whether there is or is not a paycheck was the emotional maturity and wise experience a mother or grandmother volunteer might bring in contrast to the more limited life experience of a young, newly graduated professional social worker, or one with only a few years of experience.

. . . Volunteers and professionals operate under different "sanctions" - the professional gets his sanctions from science, the volunteer from democracy. ?

. . . Great difference of opinion centered around the comment that the paid staff member "always carries a threat of authority" whereas the volunteer "operates pretty much on her own." The differences in opinion reflected, in part, the differences in agency settings, the nature of the volunteer's tasks, the degree of integration of the volunteer program into the overall program of the agency. The framework of agency policy, procedure and programs was seen as a limitation on the freedom of volunteer workers, but it was pointed out that through their identification with an agency in working in its program, some of the authority of the agency also rubbed off on them.

. . . The question was raised, "Will volunteers become too professionalized?" because of close working relationships with professionals. It was noted that some volunteers do "absorb the same restrictions and limitations of the paid staff." How much freedom and how much conformity to agency rules and regulations should be required?

. . . . There is a need to clarify the role of a director of volunteers and to determine what is the best kind of training and previous experience for such a job.

. . . . There is a need for clarification of the meaning of the term "case aide." Does it relate only to direct service assignments, or to the help volunteers give to caseworkers in the performance of their duties - such as clerical assistance - or to both? Should there be differentiation in terms between the volunteer and the paid "case aide", found increasingly in casework agencies?

## VOLUNTEERS IN GROUP WORK

Chairman: Mrs. George S. Dunham  
Recorder: Winifred L. Brown

The older and younger volunteers were chosen as the focal point of the discussion because these two groups comprise a large and as yet almost untapped source of volunteer manpower. Both ends of the volunteer age spectrum will be considered from the point of view of current experience in the utilization of these age groups as volunteers, agency attitudes which must be overcome in offering opportunities for such service, and special consideration which may be necessary for their recruitment, placement, and training.

### The Older Volunteer

Speaker: Jean Maxwell

One basic problem affecting recruitment is the lack of visibility of the older person. Teenagers are readily visible in our society, but the 18 million citizens over 65 years of age are not so apparent.

For those aged who participate in center or club activities there are usually three stages through which the individual goes in volunteering in community service. The first is his personal involvement in the club or center itself. Then as a member of a group from the center or club he gives service to a hospital, an institution for children, etc. And finally, having gained confidence, he offers his service as an individual to a community agency.

Our present society does not bestow a definite role on the older citizen. Therefore being useful through community service can be vitally important to him. Our old prejudices have often reinforced the attitude that the older person cannot make an effective volunteer contribution. Agencies should examine these attitudes in view of recent studies which show that there is a high residue of ability of the very old person and many can learn new things. Here, then, is a pool of talent which can be utilized effectively. To date the Veterans Administration has done the biggest job in placing the older volunteer. Philadelphia and some communities on the West Coast have carried on some experimentation in recruiting the aged. This is still an area for exploration, as information is only beginning to be collected on the kinds of volunteer service available for the older person and which can be carried out by him.

### Highlights of Discussion

. . . The Veterans Administration has found that the older person learns fast and is challenged by the opportunity to try new things and develop new skills. Usually he can perform the same kind of service as a younger person.

. . . The older person often has been rebuffed by an agency when he volunteered his service because agency personnel did not know how to use his skills. Therefore he has become discouraged in taking the initiative in volunteering.

An agency rebuff, often accompanied by a family attitude stressing dependency of the older worker, can destroy his self confidence. One important aspect of recruiting the older person is rebuilding his confidence in his ability to take responsibility.

. . . Older volunteers may not wish to pursue in their volunteer activity the same tasks which were the major part of their work life occupation. Agencies should recognize this in recruiting and assigning them. With fifty percent of the older persons living on retirement income of \$1000 or less per year, there are implications for agencies to consider the expenses involved in volunteer service. Perhaps the agency should pay for expenses attendant upon their volunteering.

. . . Retirement income level should not be equated with intellectual capacity or the level of professional achievement.

. . . Many older persons have leadership ability which they have never had an opportunity to use.

. . . Many older persons want to be part of a volunteer corps, not as an age group, but recruited as individuals and recognized according to their individual talents and capacities.

#### The Teenage Volunteer

Speaker: Helen Avett

Teenagers have a need to contribute to society in a productive, pleasurable way. They are eager for volunteer experience and can do a top-notch job if they are properly trained, placed and supervised.

In the summer of 1961 the Junior Red Cross of New York City had 2400 teenage volunteers working in 100 vacation playgrounds and 49 city, voluntary, and veterans' hospitals in the New York area. All of these young persons had obtained working papers as required by local law, had taken a specialized training course and been issued uniforms by the Red Cross.

Some years ago, when this program was getting under way there was some problem in getting the program received by hospitals. In 1958 an experimental group of teenagers was used at Metropolitan Hospital to see how effective their services might be in terms of kind, quality, and dependability. These first volunteers were recruited through a radio announcement, since clearance came too late in June to recruit directly through the schools as has been the later pattern. As a result, there were 1000 applicants for 50 volunteer openings. These young persons earned such a fine reputation that the program has spread throughout the city. By the second summer, there were 1500 hospital volunteers and 500 working in the Red Cross chapters and vacation playgrounds. At first, only teenagers over 16 were allowed to work in the hospitals. Later the age was lowered as experience showed that there seemed to be little or no correlation between age, maturity and job performance.

In preparation for volunteer assignment, the teenagers receive a basic orientation which covers what it means to be a volunteer, orientation to hospital service and practice, and to the Red Cross.

For volunteers in the blood program a longer training period is required because of additional skills needed, such as temperature and pulse taking. They receive a uniform on a loan basis. Very careful records of hours served are kept and given to the volunteer's school. Such information is a valuable addition to the student's record, especially in relation to college and work references.

The Red Cross has found that in the service areas selected, teenagers can do almost any job that any volunteer can do. Teenagers may need a little more supervision than an adult volunteer because of their boundless energy. Rotation of tasks is encouraged because the teenager prefers variety and is apt to become bored with a single task assignment. In New York City teenagers have not been used in hospital tasks requiring patient contact except in cases of the chronically ill or in geriatrics.

#### Highlights of Discussion

. . . There is value in having teenagers volunteer as a group. This method encourages and sustains volunteer interest.

. . . Expenses attendant upon volunteering can be a deterrent for youth as for the older volunteer.

. . . Potential areas for teenage volunteer service are: day care centers, day and resident camps, homes for the aged, libraries, museums, offices, their own organization, youth employment service, and helping foreign visitors feel welcome.

. . . Common elements in the aged and the teenage volunteer are:

Both present a special problem in terms of the expense of volunteering the cost of transportation, uniforms, etc. may be a large factor.

Both need to have self confidence fostered. The older volunteer may need his self confidence restored, the younger volunteer needs his developed.

Both need opportunities which offer challenge and the chance to learn new skills.

Ways of reaching both of these potential volunteer groups need to be studied and carefully worked out.

Both groups would like to be thought of as "volunteers" and not as a special category. They want to be judged on the basis of individual skills and ability.

Summary Highlights

Summarizer: Herbert Millman

From the view point of the agency - Opportunity must be provided for the constructive use of free time, the achievement of self-realization, the improvement of social functioning, and the maturing of community attitudes. Agencies must examine ways of helping the aged and the teenager to serve, since they provide an untapped pool of volunteer manpower.

From the view point of the individual - For the older person, he must be helped to retain or regain his ego; for the younger person, he must be helped to discover his capabilities and to give expression to his altruistic sense. Both age groupings are more eager to serve and more dependable than we realize. It is important that they not be categorized.

From the view point of the community - Formal democratic structure is the backbone of our society: voluntarism is the heart and imagination. We need to stimulate volunteering in agency programs in order to have the benefit of the imagination and concern of the people of the community, and their help in making adaptations in program to meet the changing conditions in society.

## VOLUNTEERS IN COMMUNITY ORGANIZATION

Chairman and Speaker: Mrs. Lyons Richardson  
Recorder: Mrs. Philip Kruvant  
Discussion Leader: Mrs. Leon Marantz

The volunteer is neither a social species nor a commodity, but an individual. With 47 million volunteers working in health and welfare agencies today, there are as many different ways of describing him.

In a democracy, the individual is the basic national resource. The development of the individual to his highest potential means not only his self-fulfillment but the medium by which our nation pursues its political strength, its economic growth, and its security.

In the Colonial Period of our history, the early settlers built their new life on the principle of individual freedom and mutual aid. Their society was founded on the family, and the church. The community was served through activities based on individual and group survival. Everyone was, in one sense or another, a volunteer. Such volunteering was both neighborly and necessary for the life of the community as a whole.

By the time of the American Revolution, communities had expanded and had become more highly organized, with formal organizations for order, education and protection. The Minute Men were, for example, an early organized group of volunteers.

With the rapid expansion of the country through immigration, industrialization and increased urbanization, the 19th century was characterized by an increasing concern for the conditions of the people other than one's family or immediate neighbors. Thus groups of individuals, through establishment of settlement houses and community organization movements, began to take responsibility for the conditions of people whom they did not know. This was the beginning of an organized community conscience.

Overwhelmed by the sheer quantity as well as the complexity of need, the urban volunteer came to recognize that more than good intentions was required to deal with problems effectively. It was the volunteers who recognized that special skills and knowledge were needed, as well as continuity of service, and it was they who established the first schools for training social workers. The volunteers moved into more supporting roles and into more formal fund raising for established services.

The number of volunteers today in direct service indicates that they did not remain only in supportive, indirect roles, leaving all of the giving of services to paid and professional workers.

In looking at the volunteer today, one finds he is more discriminating in offering himself for service. He wants to be free to choose the agency through which he will give his service, have some choice in the kind of work he will do, participate in establishing with the paid staff mutual goals for service, and understand the value of his service to the agency and the community. Put in another way, role clarification and role satisfaction are two essentials wherever the volunteer is working, including the agency in community organization. Thus, the concept of individual rights, and the

importance of the individual in American democracy and the opportunity to develop individual potential are equally as important considerations for those who volunteer as for those being served.

Volunteers working in the area of community organization need to inform themselves and to be informed about the characteristics of today's communities and the effects of rapid social changes taking place - the changes in population in relation to age distribution, concentrations of population, mobility, etc; changes in the character of urban and suburban areas; changes in the social class structure; changes in the economic life of our people; automation and its effects, shorter working hours, etc; shifts in the role and relationships of public and private welfare organizations.

The volunteer also needs to take into account the changes in health and welfare organizations, the increased size, the greater number and the greater specialization. These force a reexamination of professional-volunteer roles and underscore the continuing need for role clarification.

The volunteer in community organization needs not only to understand the broad community changes which are taking place, but also something of the methodology by which resulting problems can be identified, relevant facts collected and evaluated, plans of action determined and programs of action carried out.

#### Highlights of Discussion

Leader: Mrs. Leon Marantz

In our changing world there are new roles to be performed by volunteers which may involve new requirements and new standards. In considering the volunteer working in the area of community organization, roles will relate to building a better community. This in itself is not a new role, but volunteers might need to approach this in a different way because of the changes in the community. The size and complexity of communities require greater coordination of efforts of the many groups and individuals who may be interested in or have a stake in some community problem for which a solution is sought. There is also need for greater knowledge about how constructive social change can be accomplished.

. . . The volunteer who is informed about his community can be an important force in the social planning required to meet the problems caused by the great social changes in our communities.

. . . The informed volunteer, through his contacts with other individuals and groups has an important role of interpretation and leadership, of sparking others to action.

. . . Volunteers in community organization as in casework and group work need to work with paid professional staffs of the agencies and organizations. There is the same need to be clear about the respective roles of each. There are both similarities and differences in these roles in the several fields and these need to be made clear.

. . . Volunteers and paid staff in agencies giving direct services need to be aware of the relationship of their programs to larger community needs. They should seek ways to participate in broader community planning and serve as liaison between their own organization and the broader community. This will facilitate coordination of effort in the solution of communitywide problems.

. . . Some persons are "opinion makers" and can influence others to action. Other volunteers may not be leaders but they perform specific tasks toward creating needed change. Both kinds of volunteers are needed in community organization.

. . . Many illustrations were given of joint action on the part of individuals and groups. These served to underscore that a common function of community organization activity is coordinated effort in working toward common goals for the community. The "community" may be different at different times, a neighborhood or a particular segment of the population, depending upon the specific undertaking. Some recognition was given to the fact that in today's world with huge urban areas, great diversity in the needs and problems of groupings of people and of specific geographic areas, it would be impossible for any one person to know the whole community. Volunteers and paid staff both might have more recognition of this limitation when they seek to speak for or to the whole community.

. . . The volunteer has a particular responsibility not to be provincial in his outlook, not to look at problems and attempted solutions only in terms of the organization or organizations with which he is identified. He should be willing to work with other groups and organizations for the goal of community betterment.

. . . The great diversity in the kinds of activities included in the concept of "community organization" necessitates the involvement of different groups and individuals. Therefore any standards for performance of community organization volunteers need to be predicated on the recognition that volunteers in these activities range from professional staff in a functional agency sitting on a coordinating committee to people involved in neighborhood planning, such as for urban renewal, who have not had previous experience in working together for civic improvement.

. . . Because the field of community organization is itself not clearly defined, nor is there as yet great clarity about the professional role, it is difficult to specify the volunteer and the professional components of the overall task. It is not clear how applicable are the standards for volunteers developed in other areas of social welfare to volunteers in community organization undertakings. This is a matter for further exploration.

## APPRAISAL OF THE WORKSHOP

Marjorie A. Collins

The content of the presentations and discussions was both exciting and provocative. As might be expected, the same topics came up in several meetings, sometimes all making the same point, sometimes with marked differences in conclusions. The content as I see it may be classified under six major headings:

1. The impact of broad social changes on volunteer service in social welfare.
2. The similarities and differences between volunteer service in paid staff, and the sources of such differences.
3. The effect of agency context on volunteer-professional relationships.
4. Different patterns of distribution of responsibility between paid and volunteer workers.
5. The differences in volunteer roles in three areas of social work - individualized services, group services, and Community Organization Services.
6. Common elements which contribute to effective administration of volunteer services.

### 1. The Impact of Broad Social Changes on Volunteer Service in Social Welfare

In view of the title of the Workshop, it is not surprising that the discussion in most of the work groups related to some aspect of change in American society and the impact of these changes on volunteer services. Three aspects receiving the most attention were changes in the demographic characteristics of our population, of social welfare services, and in patterns of voluntary associations.

#### Changes in the demographic characteristics

The changes most frequently referred to as related to volunteers were in the age distribution of the population and in employment patterns.

Age Distribution: More effective ways to reach the relatively untapped sources of older (over 65) and younger (teenagers) potential volunteers were discussed in each group. Because these ages are presently proportionately larger in the population, a few salient factors may highlight the implications for planning.

Today those in their 60's and over have an extended active life potential; the prevalent mandatory retirement at 65 enforces leisure for many persons who have a wide variety of individual skills and interests which they would like to utilize. Retirement income plans have given a degree of security along

with longer life and greater leisure. Industrialization, urbanization and geographic mobility have changed the family structure. Many older persons now live alone by design, because there is no room for them with the younger family, or because the family lives far away. These factors, coupled with the high value our culture places on work, result in the older person's desiring to participate in community services as a substitute for paid employment. He wants to use his skills and abilities in a meaningful way, to make new friends to take the place of absent family and friends, and to develop new or different interests. Studies referred to in the work groups show that contrary to the proverb, you can teach an old dog new tricks. We are never too old to learn. Increasingly we are seeing that volunteer service by the aging individual furthers the work of community agencies, and has therapeutic values by helping him retain or regain a sense of his own worth. This we know is essential to his psychological and physical wellbeing.

More attention needs to be given to:

Staff attitudes which categorize "the aging." Their individual interests and capacities are many.

A more realistic expectation of the capacities of older persons.

Ways of defraying costs of volunteer service so that the service potentials of this age group may be fully realized. The amount of retirement income, which is low for many, cannot be equated with the skills and capacities of the individual.

Recognition that an opportunity to render volunteer service may also provide opportunities through which older persons meet important social needs.

Numerically there are more young persons as a result of the "baby boom" during and after World War II. More youth continue in schools for longer periods, thus postponing their entry into the labor market. At the same time, due to increasing technology and automation, fewer unskilled jobs are available. This applies equally to the school dropout and the student looking for part-time or summer work. Thus volunteer service for youth is being explored on many fronts as a means whereby young people can be helped to take their place in the adult world through developing confidence in themselves and in their ability to do worth while work, and in being accepted in the society of adults.

Volunteer service can provide opportunities to learn good work habits, try out skills and abilities and test career interests. Experience shows that young volunteers have enthusiasm, a variety of skills and abilities, and can make a real contribution to an agency's service. While they may need more direction than adults, the results are worth the added cost.

As with the aging, agencies should give more attention to

Attitudes, which mitigate against providing opportunities for youth to volunteer.

Finding appropriate beginning jobs and supervision for inexperienced youth.

Cost of volunteering as a deterrent.

The multiple values of youth volunteers: to the current program, the knowledge gained which helps them become better informed adults, and the constructive personal values in their maturing.

Employment Patterns: The increasing proportion of women in the labor force and the shorter work week have implications for volunteer service. Women traditionally have been the backbone of volunteers in social welfare agencies. With more of them working full-time, fewer are available for volunteering, particularly in the daytime. Many agencies are having increasing offers for volunteers for evenings and weekends.

The growth in size and number of social welfare agencies and the fewer number of women available for daytime work, has meant some competition for volunteers. On the other hand, the increasing specialization in all types of jobs and the shorter work week has stimulated many to volunteer. They want to give service, and to follow avocational interests.

Some may not wish to do volunteer service in the same area of their present or previous employment. While an agency may need this particular skill, it should not be so rigid as to lose the prospective volunteer.

More attention needs to be given to

New sources of volunteers. Older and younger age groups, persons for daytime hours, women from all socio-economic strata. A new source might be wives of labor organization members.

Better volunteer assignments. Today volunteers are more selective about the assignments they take. They want to feel that their service is worth their time and effort and that their skills will be used.

More imaginative use of the employed men and women. Experience narrated in the work groups revealed that when agencies can and will adapt their hours of work to accommodate the volunteers employed during the day, an enormous reservoir of potential, often highly skilled volunteer workers can be tapped.

Changes in the structure of social welfare services

Both explicitly and implicitly the work groups referred to three kinds of changes in agencies which affect volunteer services - the increasing number and kind of social welfare agencies, the increasing complexity of many agencies and the greater specialization of tasks which in turn requires staff to have more technical knowledge and skill.

These changes have resulted in severe shortages of professional paid staff, and in greater competition for volunteer workers. This competition in turn contributes to the greater selectivity by volunteers on where they will invest time and energy.

The increased size and complexity of social welfare programs necessitates greater division of labor and specialization. Dr. Trecker noted that this trend means clearer delegation of responsibility to the professional staff for implementing agency policy and program.

Great emphasis was placed on the need for planning for the integration of volunteers into the present day agency with its more formal organization and specialization. This was reflected by both the lay and professional workshop participants. Both emphasized the need for clearly defined volunteer duties with specific and appropriate personnel qualifications, training courses for specific jobs, manuals, supervision and direction, and clear channels of communication within the agency.

The concept of volunteers as staff was discussed in each work group. The amount of consensus indicates that this concept applies to the volunteer in direct service. Underscored was the importance of sound administrative and personnel practices.

It follows that if volunteer services are an integral part of an agency's program, the professional staff must plan and direct the activities of the volunteers. Teamwork between the service volunteer and paid staff takes place at the level of the specific tasks through which the program is carried out.

These changes, in the structure of social welfare services may account for the frequency of the statements that the professional staff needs to know more about volunteers and volunteer service, and that professional schools of social work should include such content in the curriculum.

#### Changes in patterns of voluntary associations

A confusion for some was the similarities and differences between voluntary associations and volunteer services. It was recognized that the broad social changes just mentioned have stimulated the expansion of voluntary associations as well as social welfare agencies.

Today's voluntary associations, formed by groups of individuals with shared social or economic interests range, from neighborhood "chat and stitch" clubs, through hobby groups, professional associations, farm, business and labor organizations, men's and women's social clubs, to "cause" organizations and social movements of all kinds.

This proliferation is why we are called "nation of joiners." Some voluntary associations, such as a professional membership association, are closely identified with the social welfare field. Some of the "cause" organizations may be the forerunners of new service agencies. Others may have as interest some problem, program, plan of action in the social welfare field.

Social welfare agencies are familiar with offers of service from a wide variety of voluntary associations. Sometimes the association asks for a "service project" in which members carry out a specific program for an agency; sometimes the association is offering its members' service as volunteers within the agency.

One work group gave specific attention to how social welfare agencies can use these voluntary associations as a source for volunteers. For this to be

effective, social welfare agency personnel, lay and professional, should

Inform themselves of the structure, purpose and membership characteristics of each voluntary association which it approaches. Such knowledge should result in a more realistic understanding of the kinds of cooperative or coordinated activities a voluntary association might be willing to engage in.

Consider the implications of divided loyalty which might be expected. Volunteers recruited through organizations should continue to identify themselves with the voluntary association of which they are a member as well as with the agency through which they work. While an agency needs and expects loyalty from its paid and volunteer staff, it must be recognized that in our pluralistic society everyone has a series of loyalties.

Find ways to work cooperatively with voluntary associations toward achieving shared goals.

In the Community Organization work group illustrations were given which showed clearly that diverse groups can find a point of consensus for a span of time and can join their efforts to achieve some specific aspect of community betterment.

Implied in the discussion was the concept of community organization as a process through which groups joined together voluntarily in activity directed toward a common community betterment goal. One important factor was omitted in the discussion - what did not come through clearly is a recognition that the particular interest which stimulates cooperative activity of voluntary associations with social welfare agencies is usually only one of several interests, and may not be a major one in terms of the overall purpose. This factor, plus the degree of support the membership gives to the task at hand, will determine the extent of cooperation given by the voluntary association.

Social welfare agencies, with their ongoing commitment to community betterment at times fail to take into account these other interests - or the interests of others.

The impact of broad social changes on volunteer service in social welfare pointed up two needs: more knowledge about the nature of volunteer work and of volunteer workers, better interpretation of these.

Two suggestions for surveys were made, one to help those seeking volunteers to know more about the characteristics of the community's potential sources of volunteers, and another to gather information about the many opportunities for volunteer service.

While a survey of potential volunteer manpower might appear desirable, defining terms of reference seems almost insurmountable. How do you define the "population?" Are potential volunteers everyone between specified ages? Or individuals who have certain other shared characteristics? Instead of expending time and energy on a survey, more immediate help might be available through the imaginative use of census data available in every community. Data can be found on the proportion of women in the labor market and of older retired

workers, about young people in school, educational levels of the population, significant occupational classifications etc. All of this gives important clues about the characteristics of the people in the community.

Interpretation of the volunteer inevitably raises the question of the need to change the image of the volunteer. If, as was reaffirmed in the work groups, volunteer services today truly are open to all kinds of persons and are no longer the preserve of a select few, then our health and welfare agencies must reflect this concept in their planning, attitudes and interpretation to the community.

Rather than thinking and talking about the image of the volunteer. we should work to see more clearly, to understand more deeply, and communicate more effectively the enormous diversity of the tasks to be performed and the kinds of persons needed to do them.

## 2. Similarities and Differences Between Volunteer and Paid Staff, and the Sources of Such Differences

Through the Workshop it was emphasized that paid and volunteer workers share similarities as human beings. Individual differences among volunteers are no greater than among paid workers.

Dr. Trecker's special contribution was to suggest a frame of reference within which to identify some of the possible sources of differences. This part of the report looks at the ways these are expressed and how they might be used to the best advantage. The illustrative material is drawn from the Workshop.

### Differences in life situation between volunteer and professional

The most vivid illustration was the work of a group working in a nursery in a court. Here the differences in time and work pressures between the volunteer and the paid staff as well as the differences in life experience were clear. These volunteers, sensitive to the problems and needs of the frightened, upset children in their care, knew how to comfort them because of what they had learned as mothers and grandmothers.

### Differences in training and skill and experiences

This point illustrated more specifically by the work of a retired teacher who helped a child with a reading problem. The skill provided by the volunteer was different from the basic casework skills required of professional staff. This is the crux of the difference between paid and unpaid worker, both professionals.

### Differences in degree of involvement of paid and volunteer workers

For most people volunteer work is a "second job". The part-time nature of most volunteer work would seem to be the major difference in degree of involvement. Mrs. Wiley emphasized in her presentation that a volunteer worker has no less responsibility than does a full time paid worker to try to keep family and personal matters from interfering with the job performance.

We need to examine whether the part time nature of most volunteer work creates differences in the time it takes to orient a volunteer and to help him feel an integral part of staff, and whether this affects the kind of service he can give. This factor of part-time involvement seemed to underlie the emphasis on specific assignments feasible for volunteer workers, need for written manuals, direction and supervision etc., to facilitate integration of volunteers. These are essential for sound administration of any agency; they are particularly so for part-time volunteers.

#### Differences in legal responsibility or delegated authority

This point was discussed in relation to service volunteers, and the extent to which they are staff in the full sense of the word.

There was consensus that volunteers are staff, bound by the agencies' rules and regulations. Such agreement left unsettled the question of the ways in which volunteer workers also are "the representatives of the community", or "the bridge to the community", often termed the distinctive functions of volunteers. One suggestion was that the professional gets his sanction from science, whereas the volunteer gets his from democracy. This relates more to the right of access to work in social welfare agencies than to how he represents both the community and the agency, a role in which it is often difficult to keep one's balance, especially if there is a conflict of interest.

A case illustration is in the Baden Street Settlement House in Rochester. The volunteer assignment was to evidence the warm human interest of the community for those neighbors who had problems or were in need. As the volunteers sought to establish contact with hard-to-reach families, they served as a bridge to the specialized and technical services of the agency. Each volunteer, within his particular assignment, was free to use himself as best he could to accomplish his task. The task itself was part of an agency plan and he had the specialized help of the professional staff.

#### Differences in perception and perspective

These differences result from the various factors cited, plus the influence of other associations and affiliations.

One problem in the integration of volunteer and professional staff is that they have different perspectives and perceptions; and some way must be found to have enough consensus that they may work together toward shared goals. This underlies the emphasis on "volunteer standards" heard throughout the Workshop.

The differences between as well as the similarities of volunteer and paid workers is worth exploration. This would contribute to greater clarity about the value of volunteer service and to more reasonable mutual expectations of volunteer and paid workers.

Throughout the Workshop the distinctive value of volunteer service, over and above the time and skill contributed was reaffirmed. In short, volunteers were seen as something more than unpaid workers.

### 3. The Effect of Agency Context on Volunteer-Professional Relationships

Dr. Trecker suggested in his remarks that agency context interacts with professional-volunteer relationships. For example, agency purpose, program values, traditional ways of doing things, size and complexity of program, organizational patterns, stability or change.

Too often a discussion of volunteer services tends to be in terms of "we do this," with some explanation of how such services are initiated and carried out. Little attention is given to agency context, either explicitly or implicitly. Yet here one may well find the factors which facilitate or hinder the development of volunteer services and of good professional-volunteer relationships.

Two illustrations highlight this.

In Mr. Roger's description of volunteer services in a neighborhood house we see that social changes which resulted in changes in the neighborhood led to major changes in focus of the agency's program. Greater emphasis was put on working with the people in the neighborhood surrounding the agency, not just those who made use of the agency's building and facilities. There was more effort to involve persons living and working in the area in all aspects of the program. This change in focus and program meant a change in activities for some of the professional staff from directing activities of groups within the building to work with individuals and groups in the neighborhood. Advisory groups of parents with children in the program were formed, members of these groups took on specific volunteer assignments in the service program in the building. There were shifts in the professional-volunteer-participant relationships. Some persons had three roles - as members of advisory groups, as volunteer workers, and as participants in some aspect of the agency service program. In each role the relationship of the volunteer to the professional worker is different. This illustrated clearly that we cannot refer to "the professional role," and "the volunteer role" as though a single role definition can specify all possible relationship patterns which could exist in an agency setting.

Mrs. Wiley's presentation of the way in which the Westchester County Children's Association works with the Westchester County Department of Public Welfare shows the impact of agency tradition on plans for volunteer services. Since the early days when there was a Supervisor of the Poor, before the establishment of the Public Department of Welfare, the aid of citizens was sought to give supplementary and enriching services to children under care. The characteristics of the community as well as the personalities of the individuals involved in the early stages of the cooperative endeavor undoubtedly had a bearing on the building of the tradition. But the tradition and the effectiveness of the volunteer services have sustained and supported these activities over the years. This is in marked contrast to those voluntary and public agencies in the child care field where the tradition has been to exclude citizens from contact with children under care, often rationalized on the basis of protecting confidentiality. Yet in Westchester County a way had been found to protect this value while at the same time supporting the value of increased services to children through the work of volunteers.

These illustrations suggest the impact of agency context on volunteer-professional relationships and the nature of volunteer services provided. Clues may well be found in elements of agency context about factors which further or hinder the development of volunteer services and which help or make more difficult good volunteer-professional relationships. The concept of "readiness" of an agency to undertake a plan for volunteer services relates to these contextual elements. Trying to identify these more specifically and looking at their impact on planning for volunteer services might help point up what needs to be changed or modified to improve volunteer-professional relationships.

#### 4. Different Patterns of Distribution of Responsibility Between Paid and Volunteer Workers

In the presentations and discussion it was clear that the various participants had in mind the patterns of distribution of responsibility between paid and volunteer workers which were characteristics of the agencies with which they were identified, or those with which they were most familiar. There were significant differences in such patterns and these differences were not made explicit in the discussion. There seems to be two basic patterns which are the opposite of one another, and a third which occupies a more middle position.

##### Pattern 1: Paid Staff Centered Programs

It was clear that many of the participants were thinking of volunteer services in agencies which require technically trained staff for its basic services. In such agencies the paid staff has responsibility to plan for and give these services. Here volunteers perform essentially supportive, supplementary and enriching roles within the established plan and under the general or specific direction of the professional staff. This pattern is characteristic of hospitals, family service agencies, both voluntary and governmental, and some aspects of building centered group service programs.

##### Pattern 2: Volunteer Centered Programs

Some participants spoke from the perspective of their identification with agencies and organizations in which the basic services are given by volunteers. In such agencies there is not the same requirement for specialized professional technical knowledge and skill. Rather the emphasis is on warm human qualities, intelligence, imagination, initiative and social skills, such as leadership, getting along with people, etc. In such programs the role of the paid staff is supporting, supplementary and enriching. Where professional skills are required, the technical knowledge and skill relates more to social administration, research and community organization. The role of the paid staff is that of consultant rather than a direct operational one. This pattern is characteristic of such organizations as scouting, Camp Fire Girls, and some aspects of club programming in the group services which are building centered.

##### Pattern 3: The "Personnel Approach"

The third pattern was identified and so named in one of the work groups. It was described as one in which paid and volunteer workers are both clearly regarded as staff. Assignments are made on the basis of the task to be done

and the individual qualifications of workers within the total complement of staff, whether paid or volunteer. Here no attempt was made to predetermine "appropriate roles" for paid or volunteer workers; rather the focus was simply who can do what best. As the characteristics of the program change or the staff changes, staff assignments may change. An example of this pattern can be found in the hospitals where volunteers who have had nurse's training work side by side with paid nurses in giving patient care. It is not uncommon in some agencies for the paid and volunteer workers to accommodate themselves to a pattern of work which makes the best use of the skills of each. This appears at the operational planning and supervisory levels of some "volunteer centered programs".

Study of these patterns, where they are found, and the exploration of variables such as agency size, philosophy, function, tradition, distinctive values, length of time in operation would be helpful in getting at some of the troublesome problems of volunteer-paid staff relationships.

5. The Differences in Volunteer Roles in Three Areas of Social Work - Individualized Services, Group Services, and Community Organization Services

The afternoon work groups gave attention to volunteer service in individualized services, in group services and in community organization services. Each approached the question in quite different ways. A summary about the distinctive characteristics of volunteer service in these three areas of social work is therefore difficult. It is possible, however, to make some inferences and to suggest areas for more systematic inquiry.

Individualized Services

The patterns of volunteer service were explored in depth in the work group on individualized services. Here one finds the emphasis on the volunteer as a member of a service team. In some of the illustrations this was explicit, in others it appeared to be the underlying rationale for the division of labor between paid caseworkers and volunteers. Such a team could be composed of two persons, a caseworker and volunteer, with each having his own distinctive contribution to a shared plan. Or the team could be made up of personnel from the various disciplines in "the helping professions," and include volunteers. Whether it is a two person or larger team, the pattern is for one senior professional person to serve as the team leader and be responsible for seeing that the case treatment plan is developed, that each member of the team knows his own role and how this relates to the role or roles of other team members and that the efforts of team members are integrated. The emphasis here is on the volunteer working with his professional team members, not for them in giving services to patients or clients. This pattern indicates that the volunteer has some measure of freedom to use his own initiative and his own abilities within the framework of the treatment plan. It was abundantly clear from Mrs. Wiley's response to Miss Chaskel's paper in which the idea of the team was presented, that such a pattern of relationship is most satisfying to the volunteer. The opportunity to learn from other team members provides stimulation and invaluable help in carrying out his particular task.

When individual agencies and their workers analyze the work components, they can differentiate between the professional core necessarily to be carried by professional staff, what can best be carried by a member of another

profession, and what can be carried by less experienced workers. Experience has shown that a decision to use either paid or volunteer case aides forces an agency to make these differentiations. This usually results in greater job satisfactions for both. The NSWA's pamphlet, The Use of Case Aides in Casework Agencies explores differentiations in relation to the paid aide.

### Group Services

The basic pattern of volunteer-professional relationships in group work services was not specifically considered in the work group discussion. This group chose to focus on the need for and availability of volunteers from retired persons, and youth, especially teenagers. However, a major emphasis was on the function of group services in providing opportunities for important socialization processes. As a part of this emphasis on socialization, it appears that persons move more easily between various roles in group service settings. The settlement house in a changing neighborhood mentioned above illustrated how group members can have planning roles, direct volunteer service roles, and participant roles in the program. In another example members of a senior citizens group moved from the role of participants to members of a group volunteer service project, to individual volunteer assignments in agencies, illustrating that the volunteer role in group services is not a specified single role.

### Community Organization

The role of the volunteer in community organization is the most difficult one to see clearly from the work group discussion. Following are two points of confusion. One between the roles of voluntary associations and of volunteer workers in the community organization process. The other is volunteer service by individuals who are representing their own interest as citizens in some problem, cause or social action program, and volunteer service by individuals designated to represent their association in such planning and action programs. There was considerable discussion about "volunteer standards" which had been developed largely in relation to individualized services, without questioning whether these traditional standards had applicability in the field of community organization.

Understandably clear role perceptions are difficult. The field of community organization itself is not clear. It is still defining what of the many and varied activities and processes are included under the heading of "community organization."

Three major role models were inferred, however, in much of the discussion. One was called the "opinion maker" role. This term is used in relation to some specific cause or social action program in which a few persons were concerned about a social problem and sought to influence others to support some plan for change. Thus people whose opinions would carry weight with others were sought - people who were seen as leaders and others would follow. Sometimes this identification as a leader was the result of a specific position in some group or other social institution in the community. Sometimes it was related to social prestige.

The second role is that of a representative of an organized group, social welfare agency, or other community institution actively interested

in some problem area in which planned, coordinated activity is needed, and for which cooperation is sought. Here the volunteer participants in the planning and action phases of the community organization process have a responsibility both to the agency organizing the activity and to the groups or institutions they represent. Professionals as well as the lay citizenry may serve as volunteers in community organization activities of this sort. Undoubtedly some of the questions about conflicting loyalties referred to in the earlier discussion of voluntary associations come into play here. The social welfare plan might conflict with other interests of the groups and institutions of which the volunteers are members. Thus the social action goal and plans for its achievement might be expected to undergo modification in the process of reconciling the diverse interests represented in the planning group.

A third identifiable volunteer role is that of voluntary participation in an essentially "self help" or mutual aid activity. This role is found when individuals living in a neighborhood are concerned about what they could do about improving their own neighborhood, or when representatives of agencies and organizations meet together for the exchange of information and to plan joint activities for the better utilization of the resources of all. In this kind of community organization activity the focus is on improving one's own small part of the community or social welfare field, and not necessarily trying to influence an outside group or political social structure. Again, both laymen and professional may perform this volunteer role.

*community development*

6. Common Elements which Contribute to Effective Administration of Volunteer Service

The greatest consensus was found on the basic ingredients for sound planning for volunteer service, irrespective of setting. These, largely administrative in nature, were:

- . . . Belief in volunteer services and commitment of the board and staff to planning for them.
- . . . Vesting responsibility for planning for effective volunteer services. In some agencies this is assigned to a full time director of volunteers; in others it is part of the responsibility of a particular person or a committee.
- . . . Clearcut definitions of volunteer jobs and their appropriate qualifications, integrating these positions into the overall personnel pattern of the agency. These are essential for recruitment and selection of volunteers.
- . . . Orientation to volunteering and to agency rules and regulations, procedures and traditional ways of doing things, and training for specific jobs.

Many of the questions about appropriate orientation, and even training courses, relate to the necessity of helping volunteers become integrated into the agency's philosophy and methods of work. Also they relate to the need to find ways to help those who are new to volunteering know what values there are in these service activities, as well as what is expected of them. It takes time to integrate into one's life new ways of feeling, believing and

acting. Orientation and training courses can provide the guidelines to what is expected.

- . . . Supervision, direction, continuous inservice training through various methods, in order to integrate the volunteer into the overall program, to assure adherence to the standards of work.
- . . . Evaluation of work, recognition, and opportunities for increased responsibilities as essentials for helping a volunteer assess the value of his contribution and derive satisfaction from the job, and encouraging continuity in service.

In considering the administrative aspects of volunteer services, frequent reference was made to the role of the Community Volunteer Bureau. There appears to be varying conceptions of the functions of such bureaus.

For some its major function was seen as the recruitment and preliminary screening of potential volunteers for referral to health and welfare agencies - a service which provides volunteers when needed. Others saw the function as an "employment office" where agencies could register their needs, and persons interested in volunteer work could secure information and direction to agencies which have openings in line with their interests and abilities. A smaller number saw the major function of the bureau as providing consultation to agencies on the various phases of their planning and use of volunteer services - recruitment, selection, training, supervision, evaluation, recognition, etc.

The various emphases on community volunteer bureau function may be a reflection of the stage of development of agency volunteer services; the size of the community, the number and complexity of social welfare agencies, community and agency attitudes and traditions related to volunteer service, and the degree of freedom of access to volunteer jobs by the citizenry. Research as to how such variables affect the program and focus of volunteer bureaus might be fruitful, especially if light could be thrown on the most useful functions of the volunteer bureau in today's climate.

#### In Conclusion

This Workshop has pointed up areas of agreement, of lack of clarity, and those needing further serious consideration by individual agencies.

We have a commitment to volunteer service. We see the volunteer as staff, who should also be entitled to sound administrative and personnel practices.

We are conscious of the importance of agency program goals, climate and the nature of staff interrelationships which determine for all workers, paid and volunteer, whether they will continue to be associated with our agency.

Each of us can improve our volunteer services. Through working together today, each of us takes away new ideas which will help us in the future.

P R O G R A M

Registration and Coffee

GENERAL OPENING SESSION

Presiding: Mrs. Leonard H. Bernheim, Honorary Chairman  
Women's Organizations' Division  
National Jewish Welfare Board

Purpose of the Workshop: Mrs. Bernheim

Greetings from Co-sponsors: Robert E. Bondy, Director  
National Social Welfare Assembly  
  
Lyman S. Ford, Executive Director  
United Community Funds and Councils of America

Scroll Film: The People of Camp Fire Girls

Winifred L. Brown, Director  
Personnel and Training, Camp Fire Girls

Plans for the Day: Louise N. Mumm, Staff Consultant  
National Social Welfare Assembly

SIMULTANEOUS WORK GROUPS

1. Volunteer and Professional Relationships

Chairman: Mrs. Sol Brody, Vice President  
United Fund, Philadelphia, Pa.

Speaker Harleigh B. Trecker, Dean  
and School of Social Work  
Discussion Leader: University of Connecticut, Hartford

Recorder: Mrs. Irene Hurwitz  
Council on Volunteers  
Health and Welfare Council, Philadelphia, Pa.

2. Competition for and Conservation of Volunteers

Chairman: Mrs. Robert W. Wilson, Board Member  
Homemaker Service, Washington, D. C.

Special Problem Areas -

Educating the Community to Multiple Needs for  
Volunteer Service in Agencies  
Paul Mendenhall  
AFL-CIO Community Service Activities

Encouraging Agencies to Expand Services to Volunteers  
Donald Brewer, Deputy Director  
Department of Welfare, Washington, D.C.

Tapping Resources of Persons Believed Available for  
Volunteer Services

B. Pendleton Rogers, Director  
Department for Agency Board Members and  
Service Volunteers, Federation of Pro-  
testant Welfare Agencies, New York, N.Y.

Preventing the Loss of Volunteers to the Community  
Leo Rackow, M. D., Director  
Veterans Administration Hospital  
Montrose, N. Y.

Recorder: Mrs. Hulda Hubbell, Director  
Volunteer Services, Health and Welfare Council  
National Capital Area, Washington, D. C.

#### LUNCHEON

Presiding: Mrs. Leonard H. Bernheim

The Significance of the Volunteer on the American Scene

Speaker: Dr. Charles Frankel  
Professor of Philosophy  
Columbia University, New York, N. Y.

#### SIMULTANEOUS WORK GROUPS

##### 1. Volunteers in Individualized Services

Chairman: Mrs. Garret J. Garretson, II, President  
Community Service Society, New York, N. Y.

Speaker: Ruth Chaskel, Director of Program  
National Travelers Aid Association, New York, N. Y.

Reactors: Mrs. Claude H. Wiley, Volunteer, Division of Family  
and Child Welfare, Westchester County (N.Y.) Depart-  
ment of Public Welfare

Marion Brennan, Deputy Director of Probation  
Office of Probation, New York, N. Y.

Recorder: Caroline Flanders, Acting Director, Women's  
Activities, United Hospital Fund, New York, N.Y.