



***VOLUNTEER
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ASSOCIATION OF VOLUNTARY ACTION SCHOLARS

VOLUNTEER ADMINISTRATION and the *JOURNAL OF VOLUNTARY ACTION RESEARCH* are official publications of the Association of Voluntary Action Scholar (AVAS).

The Association of Voluntary Action Scholars (AVAS) is an autonomous interdisciplinary and interprofessional association of scholars and professionals interested in and/or engaged in research, scholarship, or programs related to voluntary action in any of its many forms. By voluntary action is meant all kinds of non-coerced human behavior, collective or individual, that is engaged in because of commitment to values other than direct, immediate remuneration. Thus, voluntary action includes and emphasizes a focus on voluntary associations, social movements, cause groups, voluntarism, interest groups, pluralism, citizen participation, consumer groups, participatory democracy, volunteering, altruism, helping behavior, philanthropy, social clubs, leisure behavior, political participation, religious sects, etc.

The Association seeks not only to stimulate and aid the efforts of those engaged in voluntary action research, scholarship, and professional activity, but also to make the results of that research, scholarship, and action more readily available both to fellow professionals and scholars and to leaders of and participants in voluntary associations and voluntary action agencies. Thus, AVAS attempts to foster the dissemination and application of social science knowledge about voluntary action in order to enhance the quality of life and the general welfare of mankind through effective and appropriate voluntary action.

VOLUNTEER ADMINISTRATION was established in the Spring of 1967, founded by Marvin S. Arffa and originally published by The Center for Continuing Education, Northeastern University. It was later published privately by Dr. Arffa and then became an official publication of AVAS in 1975. The purpose of the Journal was to provide a dialogue among directors of volunteer services and other professional persons interested in or involved in the utilization of citizen volunteers. It was felt that the sharing of generic principles and cross-fertilization of ideas and experience is both necessary and desirable for the development of more effective organization of volunteer services. The original subtitle for *VOLUNTEER ADMINISTRATION* was, "A quarterly journal devoted to the promotion of research, theory, and creative programming of volunteer services."

The present editorial policy of VOLUNTEER ADMINISTRATION is to publish applied, practical, and policy relevant articles concerned with the management, administration, leadership and governance of organizations run by or involving volunteers. This orientation includes a concern for volunteer programs affiliated with any kind of larger institution (nonprofit, governmental or profit seeking) as well as a concern for more autonomous volunteer groups. The journal publishes both theoretical and empirical articles, but prefers a careful blend of thoughtful analysis and documented facts. The results of comparative studies with samples of organizations (or other cases) are preferred to case studies of single organizations. However, case studies that clearly illustrate important analytical conclusions are also published. All articles submitted are peer-reviewed anonymously by at least two experts in the field, in addition to being reviewed by the AVAS or AAVS Editor and the Editor-in-Chief. Further details on manuscript preparation, editorial procedures, etc., may be obtained from the Editors or AVAS.

For information write:

Association of Voluntary Action Scholars
Box G-55
Boston College
Chestnut Hill, Massachusetts 02167
(617) 969-0100 Ex. 4144

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PROFESSIONALIZATION OF VOLUNTEER ADMINISTRATION

By Mildred Katz

"It is always controversial," wrote Morris Cogan in 1955, "to try to define the word professional."¹ Since then the literature dealing with "profession," "professionalization," and "professional" has proliferated. Now, as then, there appears to be no general agreement on the meaning of these words. To avoid unproductive argument about words, I define professionalization of volunteer administration as the process which gives us (the practitioners) competence, creativity, commitment and credibility. Competence is based on knowledge, wisdom and skills derived from both academic and experiential learning applied in a planned and organized fashion to the tasks at hand. Creativity depends on a judicious mix of imagination and intelligence. Credibility means that our work is worthy of confidence, that it has demonstrable value and it can be judged by a meaningful system of accountability. Commitment includes adherence to a set of ethics, to a belief in democratic values and to strong personal advocacy for volunteers and volunteerism.

There is not, as Jethro Lieberman pointed out in his book, The Tyranny of the Experts, any magical point at which an occupation crosses the professional threshold.² To the degree that we are competent,

creative, credible, and committed we are professional. Certification, the 5th "C" if you will, should be only the outward and visible sign that we have achieved a high degree of competence.

We have made progress toward establishing at least some of the necessary conditions for professionalization. Education - broadly defined - is the key to competence and we have made gains in defining directions. Ethics and standards have been explored and articulated, at least to some degree. The association of practitioners and academicians, a necessary ingredient of professionalization, grows closer. Thanks to the efforts of a dedicated few, several journals exist but, alas, without either enough readers or contributors. As a group of practitioners we may be a little less fragmented.

Obviously professionalization of volunteer administration doesn't happen in a vacuum. The process is influenced by outside conditions and forces which interact with internal ones. Lieberman wrote that there must be social acceptance for there to be a profession. At the Association of Volunteer Bureau's Conference in 1974, Charna Lewis, Director of the Voluntary Action Center of Worcester, Mass., pointed out that we suffer from occupational non-recognition by the general public - whether we like it or not. This is still true and should concern us all. *But of even greater concern should be the limited acceptance we as professionals have from those much nearer*

Mildred Katz, CAVS, is Director, Volunteer Bureau, Lincoln, Nebraska.

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to us - from service volunteers, agency administrators and from administrative volunteers. A significant number of these people must recognize and support our need to be professional in the terms I have defined it - *competent, creative, credible and committed.*

How do volunteers view us? Have we really demonstrated that we make a significant difference in the work and attitudes of volunteers? What follows are some of my thoughts based on my experiences as a volunteer coordinator in several settings in Lincoln, Nebraska, a middle-sized, mid-western city. They also reflect some observations shared with me by half a dozen volunteers who consider themselves to be professional volunteers. Our professional status is in part the function of the attitude of volunteers toward us, just as the physician's status as a professional has through history related to the attitudes of his patients toward him. Additionally, the attitudes of the volunteers toward volunteering has significant impact on our professional development. In turn, their attitudes will in part reflect society's feelings about volunteers. My observations lead me to believe that society gives volunteers a mixed message. Sometimes they are considered saints and sometimes suckers.

As long as many volunteers see themselves as "only a volunteer" their professionalization - and ours - will suffer. There is a volunteer in my community who runs telephone answering services for two non-profit agencies. She told me that in the several years she has done this, she has never told a caller that she is a volunteer because she thinks people will feel that she is less competent than if she were paid. Her view may be only a minority one but let us not under-estimate the positive correlation given to money and value in our society.

We hold many of the keys to acceptance by volunteers of their own validity. Volunteers are telling us that some service volunteers see themselves placed in dull, dead-end jobs. They are feeling equally mis-used when they are given assignments which exceed their competency or when they are given work which they know belongs or should belong to paid staff. We often fail to reflect on the implications for our professional growth when the administrative volunteer is demeaned, as he or she is when they are selected as "token this or that" or when they are appointed to boards without adequate job descriptions, orientation and training.

Outward forms of the recognition of the value of volunteering can enhance the self-concept of the volunteer and this in turn positively affects our professional growth. Included would be space on job applications for volunteer experience, formalized programs of released time to volunteer by business and industry, income tax credit for time spent volunteering, more and better training programs for volunteers and, of course, more careful and sophisticated placement of volunteers in terms of needs and interests. *We must recognize that whatever diminishes the volunteer diminishes us professionally.*

As we strive for positive professional growth we must be conscious of the ambivalence with which the professional is viewed in our society. The word itself has been so variously defined and so frequently mis-used that its meaning is blurred. Sometimes individuals or occupational groups calling themselves professional have given the term itself a poor image. The professional volunteers with whom I visited said that they feel the term *professional* when applied to a volunteer may have the connotation of a *professional do-gooder*, or it may express to many people *dallying without commitment*. One of these women was recently asked to represent the *professional volunteer* at a meeting called by a local advertising company. The comment directed to her by the moderator was to describe the organizations and clubs she belongs to!

We also deal with a social/philosophical problem when we apply the term *professional* to the world of volunteering. In a sense, volunteering and even volunteer administration has represented one of the few relatively open avenues in our society - no rigid credentials, no union card, no license. We have a strong egalitarian strain in our society, and our people have more skepticism about experts and professionals than in many societies. Probably this is one reason we allow the volunteer to play such an important part in areas such as mental health, mental retardation, and corrections. We can all chuckle and recognize the truth in George Bernard Shaw's contention that "all professions are conspiracies against the laity."³ As we develop a profession we must be very sensitive to feelings about the term *profession* and *professional* and recognize the constraints these rather subtle factors have on our growth. *Certainly we have the opportunity to avoid standards and practices of some of the older professions whose only function was to exclude.*

Equally important to our professional growth is acceptance of us as professionals by administrators, the staffs of our agencies and by our communities' decision-makers. They almost force us to play the union card and license game, perhaps before we are ready. Their attitude toward us relates directly to their acceptance of volunteers as valid deliverers of services and policies. In many cases we have not been successful in demonstrating the credibility of either volunteers or of ourselves as volunteer administrators. Nor have we always helped them to understand the basic philosophical rationale for the involvement of volunteers.

The current budget crunch is painfully revealing. Within the last year, the community retardation programs in both Lincoln and Omaha, Nebraska lost their positions for volunteer coordinators. The volunteer coordinators were cut from our state probation system. At the University of Nebraska the student volunteer program has been downgraded. A speaker at the 1976 Association of Volunteer Bureaus Conference referred to Volunteer Bureaus and Voluntary Action Centers as being "at risk". The low salaries in the field of volunteer administration hardly demonstrates great acceptance of volunteer administration. I am well aware that many positions in the human services other than those of volunteer administrators have been lost or are in jeopardy. I don't want to give the impression that I see only a bleak present and a grim future for volunteer administration as a profession. The current funding crisis forces us all to examine our basic assumptions.

If we recognize the relationship of social acceptance to the growth of volunteer administration as a profession, we should be able to work directly on many of the problems we face. If we see, for example, that our credibility as an emerging profession hinges on the credibility of the work of volunteers, we should be spurred on to better evaluative studies and documentation of the roles of volunteers. We should be able to put greater effort into helping the community, its decision-makers, and volunteers themselves, appreciate the real contribution volunteering has for the whole community and to establish tangible forms of recognizing this fact.

We should be sensitive enough to avoid the pitfalls of a narrow, restrictive professionalization policy. We should be able to concentrate on defining and continuing to develop solid educational experiences - in the classroom and out of it - upon which

our competency ultimately rests. We should be able to demonstrate to decision-makers that a competent volunteer administrator means demonstrably improved service by the agency. *And finally our credibility and commitment should attract to our emerging profession people with the imagination and creativity to see volunteer administration as one small but important way of helping to make our confused, distrustful, and fragmented society whole again.*

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1. Cogan, Morris L., "The Problem of Defining a Profession." The Annals of the American Academy of Political Science, Jan. 1955, p. 65
2. Lieberman, Jethro, The Tyranny of the Experts, 1970, p. 54
3. Shaw, George Bernard, Preface to The Doctor's Dilemma.

STRENGTHENING VOLUNTARISM IN THE PUBLIC SECTOR

By Harriet H. Naylor

Just as it seems contradictory to have *government strengthening voluntarism*, probably no field of human endeavor has more ambiguity of definitions and confusion about meanings than voluntarism.

In 1969 I had published a small pamphlet which muddled the waters considerably because I thought I was coining the word *volunteerism* to add to *voluntarism* and *voluntary*, which are legitimate words. The double "ee" was meant to stress the importance of the individual's experience when he or she freely chooses to offer time and talents to help someone. That person - the volunteer - has remained the center of my interest consistently, whether I happen to be working in the private sector, as when I was with the National Center for Voluntary Action, or in the largest governmental department in the world, the U. S. Department of Health, Education, and Welfare, where I am presently a bureaucrat.

TREND TOWARD COOPERATION & COLLABORATION

First I would like to point out that there is considerable communication and collaboration between the private and public sectors, and the trend is toward more

Harriet Naylor is Director, Office of Volunteer Development, HEW, and author of Volunteers Today. This is an excerpt from her new book, Leadership for Volunteering, just released by Dryden Associates.

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cooperating effort. A good deal of overlap occurs when a voluntary sector agency becomes supported by grants or purchase of service contracts using taxpayers' dollars. I applaud this "adhocracy" and only plead for more and better coordination and open communication.

Another area of ambiguity exists within the public sector in the varying concepts of the words *volunteers* and *voluntary services* sometimes within the same law, such as the Social Security Act as amended in 1974. Left over from the Harris Amendments of 1967 is the mandate to the states for the "use and training" of subprofessionals and "nonpaid or partially paid volunteers" in social services and assisting advisory committees for Title I (Social Services for Aging and Medical Assistance for the Aging); Title V (Maternal and Child Health and Crippled Children's Services); Title X (Services to the Blind); Title XIV (Services to the Permanently and Totally Disabled); Title XVI (Supplemental Security Income for those Blind, Aged or Disabled); and Title XIX (Medical Assistance). However, Title XX, signed last January, removed the mandate from Title IV A and repealed Title VI, substituting an organization structure requirement that a state's social service plan must show how "public and private agencies and volunteers" will participate in the delivery of services.

The Voluntary Service Act of 1973 legitimizing ACTION was the coalescence of a variety of governmental efforts to promote voluntarism which was promised in the Presidential Inaugural Address of January 20, 1969. The first step was the Cabinet Committee on Voluntary Action which George Romney headed, and which was appropriately housed in the Office of Voluntary Action in HUD. In February 1970, a voluntary sector wing, the National Center for Voluntary Action was formed.

The evaluation of governmental efforts included some support from HEW, exemplified by a pamphlet entitled "Small, Splendid Efforts in Voluntary Action" which brought me quickly to Washington to protest that voluntarism deserved more credit than that! Small, Splendid Efforts, indeed!

Actually there were Citizens Participation units in the Office of Education and in the National Institute of Mental Health, and a staff advisor in Social and Rehabilitation Services for brief periods. Now my office (the Office of Volunteer Development, HEW), is located in the Center for Advocacy for Vulnerable Persons, the Office of Human Development in the Office of the Secretary. In good company, I share information and support the efforts of my staff neighbors who deal with Consumer Involvement and Manpower and Office of Veterans Affairs as well as the larger units for children, youth, aging and rehabilitation services. We often note that their clientele and mine overlap in those instances when volunteering is used as an avenue toward employment; or as experiential learning and self testing; or as access to program planning and evaluation for those who have experienced the difficulties which our programs are being designed to alleviate.

GOVERNMENT CAN NOT DO THE JOB ALONE

As George Romney has so often said, *government cannot do the job alone*. A democratic society needs voluntarism in order to be healthy, just as the individual needs a chance to give as well as to receive. And, most importantly, all of us need a voice in what happens to us, whether we participate as a provider of services or as a recipient. No one knows what I want and need better than I do myself; and my neighbors, who know me, know what our community offers and have some very good ideas about how it could be improved. Unfortunately, money in the private sector is raised the easiest way, from people finding it hardest to pay, through payroll deductions. Decisions are not made on what the beneficiary wants, but the

wishes of the powerful people who control payrolls. The payers carry the heaviest tax load, proportionately, too.

This brought on the rationale underlying the New Federalism. This has been an accelerating expression of congressional determination to decentralize decision-making to the state and local governing bodies. The epitome of New Federalism is General Revenue Sharing which was renewed in the fall of 1976. Actually, in the first few years of operation, very little federal revenue shared with states and 38,000 smaller governments went to human services: less than 3% in the first year ending in 1973. But gradually the proportion for services rather than for things has been rising, partly because citizens have become involved in setting priorities.

During the same period, the Congress was increasingly disenchanted with assistance by categorical grants with all of the red tape and centralized accountability which categories require. The consumers were dissatisfied too because no one program format fits all situations. *We are seeing a reversal in accountability in this country from a p:ward to the federal government to outward to the voters*. Not all of us as private citizens are prepared for the decision-making opportunities that are ours. Volunteering is one of the best ways to develop the knowledge and skill required to make these difficult decisions. Where are the gaps and duplication, and what are the emerging needs in a shifting economy where services are becoming more usual occupations than manufacturing or farming?

In addition to General Revenue Sharing, New Federalism means support for urban development, rural development, manpower development (now under CETA, the Comprehensive Employment and Training Act). Several counties and at least one Governor's Office have used these CETA funds to pay for volunteer administration through local Voluntary Action Centers.

Other "users" of volunteers include government departments of welfare, law enforcement systems, school systems, museums, civic, drama, music and arts groups. These developments have highlighted the importance of sound volunteer administration. Varied as these work settings may be, there are ideal basic practices for analyzing what needs to be done and dividing the responsibility between paid staff and volunteers.

Similarly we must divide the larger assignments between public and private

agencies under Title XX (otherwise known as the Social Services Act of 1974), Congress set a 2.5 billion ceiling on moneys for social services, but carefully excluded training for service providers, both staff and volunteer, from that limit. Training is a crucial part of keeping volunteers involved. And it is keeping volunteers, not recruiting them, which is the hard part of volunteer administration.

VOLUNTEER DEVELOPMENT SYSTEM

The HEW Office of Volunteer Development has designed a generic Volunteer Development System, applicable in all kinds of settings, in order to strengthen voluntarism. Not too different from employee turnover figures, volunteers do most of their dropping out early, usually in their first year. Much volunteer dropout could be avoided. When a volunteer drops out-or, what is even more likely, he is dropped inadvertently by an unprepared agency, he is a walking, talking witness to the failure of that agency to deserve support.

One of the large national users of volunteers has acknowledged losing 40,000 volunteers every year. Think of it! Forty thousand negative press agents loose in communities across the land! No wonder those who are concerned with philanthropy and fundraising are having a hard time. Fortunately, that agency is exceptionally forthright in facing and doing something to correct this problem. Their first step is to improve the paid staffing leadership for volunteers. We hope that our HEW Volunteer Development System will help them and all kinds of agencies to examine their volunteer experiences and to employ competent full time professional level leadership. (To obtain a copy of this system, write to the Office of Volunteer Development, HEW, South Portal Building, Washington, D. C. 20201).

The first task, more realistically, is to create a new climate of warmth and mutually satisfying respect for the time and effort of both volunteers and staff, so people will stay around long enough to progress to important leadership positions. Leadership of the highest calibre, constantly refreshed by continuing learning opportunities, is needed to face the complexities and scope of problems today as contrasted with our beginnings. A volunteer development system must become an integral part of the total service system, from the inception of new ideas, to changing policies and practices while operating a program, evaluating realistically all along the way.

Volunteers are free of job risk, unlike the paid staff, and free from jeopardizing their access to services they need, unlike the consumers. So they become a major resource for the planning process, too. In fact, much new legislation mandates citizen participation and a government voluntary partnership in support of local effort is typical of today's trends in voluntarism.

I would like to make a few comments about ACTION. This is one volunteer organization which is not taxing but is reinforcing philanthropic resources and I feel an imperative to clarify the agency's relationship to HEW, and to the voluntary sector. Firstly, and perhaps too simplistically, may I say I regard ACTION as I do the National Center for Voluntary Action (NCVA), as co-workers in the vineyard of supporting volunteering. In that sense, those two agencies, governmental and voluntary respectively, are producers of volunteers. In addition to Peace Corps, VISTA, Older Americans, and the student programs, ACTION has fostered the development of mini-projects with mini-grants, for local services on a project basis, and statewide programs through seed money for Governors' Offices of Voluntary Action. All have generated a great deal of volunteering for all human services. HEW generates some volunteers too, because we are stressing the importance of being a volunteer for human development. We are also urging programs which ameliorate serious problems to involve victims of those problems as volunteers in designing effective services and delivery systems.

As HEW, however, we are constrained by law from having any volunteers working within our offices by federal law (U.S. Code 31, Sec. 665b). But most of the programs we implement can use volunteer talents to extend and reinforce the paid staff at state and local levels. So, in that light, we are consumers of volunteers - not only the ones ACTION recruits and trains, or NCVA and its local affiliated Voluntary Action Centers refer, but also the ones we generate ourselves.

THE COSTS AND BENEFITS OF VOLUNTEERISM

Nothing helps the self-image of a person more than being a successful volunteer, sure that what he is doing is important and needed. Social scientists tell us that low self esteem is the root of many social problems as well as individual and anti-social and self-destructive behavior at socio-economic levels. Volunteering as self-transcendence is an antidote. We are convinced it is right, not a privilege, because it meets a universal human need.

Much legislation has been proposed to encourage volunteering through tax benefits, both deductions and credits, but none has become law. The volunteers have not given these priority. The laws we have encourage service volunteering in health planning and resource development, public health facilities, public school parent advisory committees, rehabilitation, community development, veteran's administration hospitals, community services, Native-American programs, Head Start, Child Abuse Protection and Prevention, and Runaway programs. Even the Congressional Budget and Impoundment Control Act, and all of the nutrition and planning services for the aged encourage volunteer involvement. The list is a long one!

Volunteering is encouraged by Civil Service as qualifying persons for admission to examination, if it is well documented as relevant and authentic. Citizens are urged to serve on dozens of kinds of advisory committees. Out-of-pocket expenses reimbursement is authorized for most of these and staff and administrative support is increasing. The Department of Labor has recognized volunteer administration as professional, not merely clerical work.

The volunteer, who gives his time for free, costs an investment in staff time for orientation, training, advice and support. That staff time is key to volunteer retention. Government volunteering offers a training ground for an informed citizenry, and positions of considerable influence for public policy as rewards. But the investment in staff support pays off as a multiplier of services rendered which no budget could provide. It also mobilizes community sympathy and support for good services, and creates ambassadors of good will which facilitate receiving systems for services to complement the delivery systems devised by the experts. *The individual volunteer becomes a leader for organized voluntarism - moved by compassion, educated by experience and capable of preserving the life blood of a pluralistic democratic society.* And government is finally beginning to realize how valuable he is!

The government is firmly committed to strengthening voluntarism through stipending volunteers in ACTION and by providing out-of-pocket and administrative costs in the Social Security Act as amended last year. The major difference at HEW is the perception of volunteering as a step into the mainstream - toward employment - as well as being an expression of natural human compassion. We are now charged with a system-

atic progression of volunteers into public policy making positions to plan for more effective services, freely mobile back and forth from governmental to voluntary organizations.

A Career Development Lattice For Low Income Parent Volunteers In Schools

By Michael Kane

Today volunteering must produce some benefits for those who give their time and energy to assist others. Often, the benefit of volunteering is that of mutuality -- the volunteer learns, or receives from the client as much as he/she gives. Many of us who are volunteer coordinators leave this process of mutual exchange to the volunteer and the client and assume that it happens naturally -- one less worry for us. Or we devise 'rewards' such as luncheons, volunteer days, plaques, and let the rest of the process of mutual exchange take care of itself.

This article focuses on the school volunteer as a recipient and as a giver, and looks at what some would call a utopian reward system for low income parent volunteers in schools. It assumes that one can both serve others and attain personal objectives. The article further assumes that parent volunteers in low income schools have already contributed significantly to large urban school system goals. National research has shown, for instance, that where parents are involved in schools, vandalism,

discipline problems, and many other negative behaviors are reduced. Parents in some large school systems have become reading tutors, community liaison workers, library aides, hall monitors, cafeteria workers. If the testimony of many administrators in a large school district, such as New Orleans can be believed, it is evident that parents have contributed much to the education of their own children. However, more research has to be done on this topic, particularly as to the relationship between parent involvement and improvement of math and reading scores in inner city students. It is not the purpose of this article to prove the assumption. *Rather, I would like to focus on reward systems for volunteers in schools -- more specifically, what can school districts do for volunteers from low income levels who may need other rewards besides luncheons and plaques?*

VOLUNTEER MOTIVATIONS

People today volunteer for a variety of motives. This phenomenon is not limited to persons from low income situations. College students are a good example. Many college students today volunteer not because they are brimming over with the idealism of youth, but because they need practical experience, in addition to a degree, in order to place themselves in a favorable position in competition for jobs in an economy that is still suffering from a stiff recession. So the trend on college campuses is experiential learning, field placements, work-study. More and more students, particularly in the

Michael Kane is Acting Coordinator, Title I Program, Orleans Parish School Board, New Orleans, Louisiana.

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social services, are discovering that each year of their college experience has some element of community service involved. Many volunteer not just because they are getting a grade in the course, but because they need to pick up some skills that no classroom can teach. My contention is that if the middle classes are feeling their need to get involved to pick up skills, why cannot the traditional volunteer agencies or traditional skill-builders, such as schools, perform the same function with members of low income groups?

Immediately a red flag is raised. We are already dumping too many responsibilities on schools. School districts are underfunded already; teachers are underpaid. Training parents in potentially economically useful skills is already being done by federal job training programs, private enterprise, unions, and even church groups. Schools are having enough trouble just getting kids through twelve years of schooling and enabling those kids to fill out job applications at the end of the period. These are all serious objections to schools assuming one more function.

But all these objections overlook the tremendous potential that schools have for changing their role to include parents in basic education programs. It is possible that by expanding their role to include parents, schools may find the key to raising test scores in reading and math. Adult parent volunteers are already present in schools -- some in New Orleans volunteer every day without any reward except the satisfaction they get from seeing their child learn. No one has to offer them money to be present in the school. Federal job training programs may be failing, not only because they are in some cases training people for non-existent jobs, but because they have failed to motivate participants beyond the vague promise of a job and the fact that a participant can usually make the minimum wage while he/she is in training.

Schools are society's traditional method for certifying individuals as possessing sufficient skills to enter the work force. Certification should mean the assignment of some economic value to the skills and life experiences of low income parents. Volunteer work in schools could serve as skill development apprenticeships for parents of low-income children.

Parents of school age children who have been denied access to the traditional certification routes could utilize schools in new ways, while at the same time continuing to

give valuable volunteer service to those same schools. State boards of education and local education agencies could give recognition and certification to volunteers in many of the paraprofessional roles they already perform in schools.

EXPANDED ROLE OF VOLUNTEER COORDINATOR

Obviously the role of a volunteer coordinator would be expanded by the implementation of a program of certifying the volunteer experiences of low income parents. Volunteer coordinators or resource persons would design career lattices. By a career development lattice, I mean simply a well-designed plan for each participant volunteer which would outline progressively responsible volunteer jobs, the skills necessary for performing those jobs, the possible paid career outcomes of those jobs and a suggested time line. The plan would incorporate into it some basic educational goals in reading and math and outline methods to reach stated goals. It would include a detailed learning plan both from experience on the volunteer job and structured periods of interaction with staff. Harriet Naylor of the HEW Volunteer Development Office has already done some work on this. Herta Loeser, in her book Women, Work and Volunteering has made a significant contribution to the concept.

Volunteer coordinators could list skills which are learned in the context of schools and begin to devise time-phased plans for each volunteer in an inner-city school. *Each plan would have two outcomes: one would focus on types of volunteer services which could be rendered in a school setting to clients (i.e., students), and the other would be learning goals for the volunteer which would assist the volunteer in seeking eventual paid employment.* The second outcome would be recognized as a legitimate and desirable outcome of volunteer service in a particular school.

What are some marketable skills that schools can teach? Parents can learn some intangible skills as volunteers in schools. They learn the skills of working with children in a formalized setting. They learn the value and the necessity of working cooperatively as members of an educational team. They learn the roles and functions of educators both professional and paraprofessional. They learn the human relations skills of working with a varied group of administrators, teachers, children, and other parents. All of these skills can be utilized both within education and in other fields such as business, service occupations, health and sales.

Beyond learning intangible skills related to values, attitudes and roles, parents can learn concrete skills in schools which are applicable outside a school setting in many paraprofessional fields. For example, many parents have mastered the art of counseling through their volunteer work in elementary schools -- to such an extent that some principals in New Orleans are proposing that parents be brought in to assist professional counselors in talking with some students. Many low-income volunteers have learned the skills associated with tutoring on the elementary level. Many work as nurse's assistants in schools which cannot afford the luxury of a full-time school nurse. Many assist in cafeterias as food service volunteers, both in breakfast programs and in regular lunch assignments. Some work in the school office and learn valuable clerical and secretarial skills. Other school districts will have any number of other roles that low income parent volunteers, many with limited formal education, perform for children each day of the school year.

Actualization is the key. Volunteer coordinators must devise structures that bring to life dormant skills, that teach new skills to persons whose aptitude for learning is limitless. Presently, if volunteers do possess untapped skills, we rarely bring them out in other ways than a few orientations in tutoring, library work, etc. Some systems do provide on-going classes in tutoring which also help up-grade reading and math skills for the volunteer tutors. But for many, skills are only actualized in on-the-job performance. That is, a volunteer 'fits' because of a certain quality of personality, initiative, or skill. But rarely does the volunteer coordinator point out in a systematic fashion these skills or qualities of personality could lead to economically useful alternatives either within or without the school system. As yet, no one has systematically listed job entry skills which experience as a school volunteer could teach. The Dictionary of Occupational Titles could offer a willing coordinator much assistance here.

TRANSLATING SKILLS INTO JOBS

The core problem we are faced with is that there does not yet exist a mechanism for the translation of skills into jobs. Some school systems teach volunteers tutoring skills in reading and math. Others have very successful adult education programs. These programs could be supplemented by active and aggressive career counselling and job development. In some cases, parents would have to concentrate on obtaining the G.E.D. as a

minimal certification. In addition to G.E.D., state and local school boards could certify that a particular volunteer has obtained both theoretical and practical knowledge of the art of tutoring in the public schools. Or these educational agencies could award a certificate, to be presented to a prospective employer, that a volunteer has had x number of hours of instruction in food preparation or health care in addition to x number of hours of on-the-job experience.

CETA funds or a grant from a private or public funding agency could be utilized to devise a system of 'translation' within the context of the public schools. The monies provided would assist volunteer coordinators and school districts in demonstrating that parent volunteers in public schools possess marketable skills as a result of a combination of practical instruction and volunteer experiences within the schools.

To accomplish this objective several things would be necessary. First, a volunteer coordinator would list the skills which volunteers could learn as a result of parent volunteer experiences. Examples that come to mind are paraprofessional skills in tutoring, skills in health assistance roles in schools, skills in clerical and administrative work of a routine nature, skills in roles as library assistants or as recreation aides, skills in food preparation and distribution. Secondly, volunteer coordinators, school system research departments, or the local manpower agency could do some basic research to determine the economic needs of a community in these areas and other related areas. Once this research is done, the next step would be to devise a career lattice or a 'plan of action' with each volunteer who would wish to participate in the program. *This plan would greatly emphasize career counselling, concrete instruction in various skill areas, and some record-keeping to determine which volunteers had completed which phases of the training.*

A school, or schools, would have to be chosen where such a program would have a very favorable chance to take root and where the community has the needs and resources. An ideal school would be one where volunteers are already performing well and staff relationships with volunteers are excellent. Programs such as this have the best chance of success in schools where experimentation and innovation are built into the structure of the school. School staff and teachers would have to be adaptable and flexible. Additionally, the staff of the school could not be threatened by volunteers with other than the traditional goals of volunteer work

as their motivating force. Union contracts, especially paraprofessional contracts, would have to be safeguarded. Unions might buy into a program such as this, particularly if they are involved in its planning stages. In such a school, staff would have a significant role in instruction of the volunteers.

A CASE EXAMPLE

Concretely, the following scenario presents a possible outcome of volunteer service within the school. Mrs. Jones, a parent with little or no formal education, presents herself as a volunteer in the school breakfast program. She works for one-half year as a cafeteria aide. During that period she receives from the cafeteria manager ten hours of instruction in food service, cafeteria management, food preparation, in any combination. She also receives from a teacher on staff (with the permission of school administrators and the union) ten hours of basic instruction in reading and math skills directly related to food preparation.

During the second half of the year, she again volunteers to work in the cafeteria and receives additional instruction in basic reading and math. At the end of one year of volunteer work, she receives a certificate from the local school board listing exactly what her accomplishments have been over the past school year. During this one year period, she has had on-going career counseling from a program staff member. Her possibilities now include looking for a job as a private or public cafeteria worker, continuing as a member of the breakfast program's volunteer core to gain additional experience, or continuing her education through utilization of the G.E.D. program. Whatever her career choice, she would be placed on a list for job development at the earliest possible opportunity. Or she could change tracks entirely after one year. During her first year as a volunteer, she has proven herself to be dependable, able to work cooperatively, and highly motivated. She has also learned a great deal about food preparation and distribution as well as basic skills in reading and math.

In September, after interviews with her career counselor, she volunteers to read basic stories to a kindergarten class and to perform basic drill exercises with the class while the teacher introduces new concepts. She learns, with the assistance of the classroom teacher, to work with children in a structured setting. She receives further instruction in reading and math, this time geared specifically to the tutoring relationship with children. At the end of this

period, she could be certified to work in a day care center or in a classroom as a paraprofessional aide or in year-round Head Start. When she completes the G.E.D. she could be considered for hire by the school system in another school. Or she could continue her education through community schools or community colleges geared to assist persons who go to college in non-traditional ways. (Schools without walls, part-time colleges, night colleges and other experiential learning situations would be a great help here.)

We could trace Mrs. Jones through several volunteer jobs in the public schools. At each step of her volunteer experiences, practical on-the-job activity would be combined with specific instruction geared to assist her in obtaining new jobs, either volunteer or paid, that would teach new skills. Job counselling would assist her in recognizing possible new career opportunities. The school system would link up very closely to a community's job development program, possibly utilizing computerized metropolitan job banks to assist in locating available opportunities. Links could be established with other training programs in the community for possible referral of volunteers and special skill development.

SUMMARY

This program would be difficult to implement in many of the traditional school settings. The New Orleans Public Schools are attempting to develop several educational alternatives for students. This program might simply be an alternative for parents in those alternative schools. Its uniqueness is that it uses the volunteer experience as the focus of instruction.

I honestly do not know if a program of this type can take root anywhere before some fundamental changes are made in the educational institutions and in other community institutions. Employers, for example, need to realize that schools can and do teach volunteer skills. Unions would have to be flexible, and the volunteer coordinator who wished to adopt such a model would need a lot of help.

A career development plan; thorough analysis of community needs; aggressive job development; a willing professional staff; a creative volunteer coordinator; volunteers motivated by the project; and, time, money, and cooperation from other community institutions are the ingredients necessary for the successful implementation of this suggested volunteer 'reward system'. It is a lot more complicated than arranging a volunteer luncheon

But, if economic self-development is the key need of your volunteers, this type of reward structure might help answer that need and serve as a motivating force for the individual volunteer. The volunteer coordinator must maintain a creative balance between the needs of the agency, the needs of the client, and the needs of the volunteer. This article simply tilts the balance slightly in consideration of the needs of the volunteer, while not forgetting service to the primary client, the student.

the future role of voluntarism in CREDIT UNIONS

The rapidly changing environment of credit unions, coupled with their phenomenal growth during the past ten years, has prompted a great deal of discussion concerning the basic principles of credit unionism. Renewed and penetrating attention is being focused on the questions of common bond, large or small credit unions, tax-exempt status, competition with other financial institutions, and EFTS. The attention has begun to arouse some concern for one of the most fundamental and traditional aspects of credit union philosophy: namely, voluntarism, the principle that overall policy decisions, operational controls, audit supervision and, for some credit unions, part or all of the operations themselves, are the direct responsibility of volunteer members.

One example of this questioning of the viability of the volunteer concept became evident in NCUA's special study on *Trends in Chartering and Operating Credit Unions* published in 1972. A significant finding of that study was that many credit union leaders felt that the volunteer spirit was declining. This was one of the principle reasons they gave for a noticeable slowdown in chartering and an increase in liquidations during the late sixties and early seventies. Moreover, there is still a distinct impression, although not thoroughly documented, that some credit union leaders are beginning to wonder about the relevance of voluntarism in the modern credit union world.

These are some of the reasons which motivated NCUA to study the question of voluntarism in more depth. In the summer of 1975, NCUA's Research Office developed and conducted a survey of a carefully selected representative sample of Federal credit unions. The questionnaire focused directly on a number of important aspects of voluntarism. We asked for significant detail on the activities, tenure, qualifications, and availability of volunteers in a variety of credit unions - large, medium, and small - associational, residential and occupational.

Considering that the survey was basically an opinion survey, and only voluntary in nature, the response was quite good, with about one-third of the selected Federal credit unions responding. Although the results cannot be represented as statistically significant in a strict scientific sense, the fact that the responding credit unions followed the same pattern as the random sample design - as equally distributed as the total population - lends a great deal of credence to the results.

As in most opinion surveys which do not rely on standardized internal records carefully kept by respondents, our analysis of the results is principally descriptive in nature, indicating general patterns of responses based on clear majorities. Except where noted otherwise, this report will only state a conclusion when the reported agreement to a response is two-thirds of those Federal credit unions reporting.

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With these qualifications in mind, there is no reason to believe, however, that the survey is completely lacking in either representation or validity. We selected the sample in strict adherence to principles of random selection stratified by size and field of membership. Although the response rate was low according to commonly accepted practice for exact statistical measurement, there is no reason to believe that Federal credit unions which did not respond would have responded in a markedly different way than those Federal credit unions which did respond. The mere fact of non-response does not imply anything significant either in agreement with, or in opposition to, the opinions of respondents. Therefore, as a further limitation on our analysis, we are assuming that non-respondents would have responded in a random pattern with respect to the respondents. Technically, this means that if two-thirds of the respondents agree with a statement, the sampling design and process would permit the conclusion that significantly more than one-half of all Federal credit unions would have agreed with the statement. It should be noted that we requested the President of the Board to fill in the questionnaire and not the Treasurer/Manager or Manager.

GENERAL SUMMARY OF VOLUNTARISM SURVEY

With a remarkable consistency and an overwhelming majority, responding Federal credit unions gave a clear and definite answer to the question of the vitality of voluntarism for Federal credit unions. Almost 90% asserted that they have been, and are still, able to attract and retain competent volunteers. Over 80% indicated that they had about the same or even less difficulty now in recruiting qualified volunteers to serve as board or committee members as they did three years ago. A vast majority reaffirmed their belief in the fundamental principle of voluntarism not only by refusing to consider direct payment for volunteer services but also by asserting that voluntarism was a necessary ingredient for the success of credit unions in the future.

Responding credit unions reported a great deal of volunteer activity. Volunteers contributed a range of 15 - 60 total volunteer manhours per week to their credit union. While the number of volunteers per credit union increases slightly with asset size. The typical credit union has from 17 - 25 active volunteers, with some of the larger credit unions having as many as forty members donating services during the year.

This is not to say, of course, that reporting Federal credit unions are not having

difficulties with voluntarism at both the philosophical and practical level. While only representing a distinct minority of those reporting, some credit unions felt that voluntarism was diminishing and that there was a noticeable decline in volunteer spirit. Some credit unions reported that, among those willing to serve, there was a lack of qualifications, as perceived by the President of the Board. Some of these credit unions actually supported direct payment of salaries at prevailing rates to volunteer officials.

Even among those expressing full support and confidence in the volunteer concept, there was a recognition of very real problems. Principal among these problems were the increasing complexity of credit union operations occasioned by new regulations and new services as well as the management complications which accompany rapid growth. A detailed analysis of these topics is presented in the remaining sections of this Report.

LEVELS OF VOLUNTEER ACTIVITY

As Table 1 shows, the survey revealed a uniformly active volunteer program in terms of both the average number of volunteers contributing time during the year and the average actual hours contributed. While these averages, when calculated for the sample as a whole, indicated no significant difference by type of membership and asset size, there was substantial variation among credit unions as illustrated by the ranges given for all measure of activity. For example, the average volunteer contributes a little over an hour a week. However, in some credit unions this average is over four hours a week. The broad ranges shown in Table 1 were also uniform by type of membership and asset size: that is, the broad variations were not special to any particular category.

The only apparent differences in these measures of levels of volunteer activity were confined to asset size. As might be expected, the average number of volunteers tends to increase slightly with the size of the credit union. In addition, very small and very large credit unions have a significantly larger number of total volunteer hours contributed.

It should be stressed, however, that even these differences, while reasonable, are not statistically significant. The principle conclusions which we can safely reach from an analysis of Table 1 are (1) that the level of volunteer activity varies widely among credit unions without any particular relationship to broad categories of membership type or asset size; and (2) that the level of activity is, in general, still significantly high among most credit unions.

Table 1--Level of Volunteer Activity at Reporting Federal Credit Unions

Classification	Average hours per week contributed per volunteer	Average number of volunteers per credit union	Average total hours contributed per week by volunteers
Total.....	1.2	20	24
Type of membership:			
Occupational.....	1.2	20	24
Associational.....	1.1	19	21
Residential.....	1.2	20	24
Asset size:			
Less than \$500,000	1.3	17	22
\$500,000-\$1,999,999.....	1.0	18	18
\$2,000,000-\$4,999,999.....	1.1	21	23
\$5,000,000 or more.....	1.4	25	35
Sample range:			
Low.....	.5	11	15
High.....	4.3	38	60

RECRUITMENT AND RETENTION OF VOLUNTEERS

Results from responses relating to efforts by credit unions to obtain and retain volunteers are presented in Table 2. Here again we see an interesting uniformity when responses are categorized by type of membership and by asset size. As might be expected, larger residential credit unions are more likely to have organized youth programs. It seems also that most large credit unions, as well as all sizes of associational credit unions, have lower turnover rates for volunteers. Small credit unions are not quite as positive in asserting their ability to recruit volunteers. A smaller percentage of small credit unions and very large credit unions claim that recruitment of volunteers is not more difficult than it was three years ago when compared to the responses of moderate sized credit unions.

In view of our stated limitations on the validity of the responses, however, these tabular differences can only be said to be descriptive. The figures on recruitment and retention are uniformly significant for all categories of Federal credit unions, insofar as they indicate that a significant majority share these opinions.

We should interpret variations in volunteer turnover rates by broad categories cautiously. It does appear, however, from the underlying responses, that large credit unions have a reasonably good balance between continuity and turnover. The lower turnover rate for associational credit unions appears to be the result of repeated consecutive terms of officials rather than active competition for volunteer offices.

Perhaps the most revealing implication from a reading of the underlying comments provided with responses to questions on volunteer recruitment and retention is the wide variation in attitude towards turnover. Some credit unions with a 10% turnover rate complain that it is too low and that they want more frequent changes in volunteer officials. Other credit unions, with the same turnover rate, complain that turnover is too high and they want more continuity. Some of this diversity can be explained by the fact that approximately 10% of the credit unions commenting on this questions complained that the same members serve but that they take turns doing so.

Table 2-Recruitment and Retention of Volunteers at Reporting Federal Credit Unions

Classification	Able to recruit and retain competent volunteers	Experiencing same or less difficulty in obtaining volunteers compared to three years ago	Having an organized youth movement	Annual turnover rate of volunteer officials
	Percent			
Total.....	89	80	6	11
Type of Membership:				
Occupational.....	90	83	4	13
Associational.....	87	80	6	8
Residential.....	90	78	9	11
Asset size:				
Less than \$500,000....	83	74	1	12
\$500,000-\$1,999,999...	91	83	4	14
\$2,000,000-\$4,999,999.	94	89	10	8
\$5,000,00 or more	92	72	11	8

There is another difficulty with the interpretation of volunteer turnover data. We could not make meaningful distinctions in turnover rates among different types of volunteer roles, that is elected officials, appointed officials, and other volunteers. This difficulty also applies to variations in turnover rates for board members, credit committee members, and supervisory committee workers.

While the survey attempted to make these detailed distinctions, reported data was inconsistent and unreliable and could not be used. Apparently responding credit unions felt more comfortable with their estimates of turnover data for the grand total of elected and appointed officials rather than detailed estimates for individual roles.

Although almost 90% of reporting Federal credit unions claimed that they can obtain volunteers, this does not mean that they can do so easily. Even the 80% who felt that they experience the same or less difficulty in obtaining volunteers now than they did three years ago, do not uniformly claim that it was easy three years ago. About half of those who supplied additional comments said that it has always been difficult while the

other half claim they have an ample supply of capable volunteers. Generally speaking, the large and/or growing credit unions express relative ease in recruiting capable volunteers.

There were, of course, a minority of credit unions which expressed more difficulty in recruiting volunteers than they did three years ago. Among the more significant reasons which this group gave as explanations for their difficulty were (1) a lack of volunteer spirit; and (2) the increasing complexity of credit union operations. While this response represents a small minority of credit unions (5-10%) they are clear indications that credit unions need to work constantly on the fostering of voluntarism and on the training of volunteers.

ATTITUDES TOWARD TRAINING, GRATUITIES, and COMPENSATION

The survey indicates that credit unions are well aware of this need for training. Indeed, 77% of those reporting currently provide free credit union educational opportunities to volunteer officials. This support for education typically centers on paid attendance at league conferences and seminars. As Table 3

Table 3-Attitudes Toward Education, Future Role, and Direct Compensation of Volunteers of Reporting Federal Credit Unions

Classification	Providing free educational opportunities for volunteers	Predicting same or increased volunteer role requiring more experience and training	Opposed to direct compensation of volunteer officials
Total.....	77	78	75
Type of Membership:			
Occupational.....	86	78	76
Associational.....	67	77	69
Residential.....	77	78	79
Asset size:			
Less than \$500,000.....	62	82	73
\$500,000-\$1,999,999.....	76	68	74
\$2,000,000-\$4,999,999.....	93	81	73
\$5,000,000 or more.....	85	83	80

indicates (item 3), associational and/or small credit unions do not provide this volunteer aid as liberally as the others. However, most of those who do not do so recognize the need, but lack the necessary funds for doing so. Nevertheless, even among small credit unions, a noticeable effort is being made to provide adequate training. In fact, this was the most common gratuity offered to volunteer officials.

Although not shown on Table 3, responding credit unions also reported strong efforts to provide other gratuities to volunteer officials. Free meals at meetings, head table seating, recognition in their credit union publication, free subscription to other credit union publications - at least one of these gratuities, and sometimes several of them, were being offered by most responding credit unions.

Included among gratuities being offered by some credit unions were out-of-pocket expenses, such as an allowance for mileage to and from meetings or free luncheon expenses while working on credit union business. To focus on the question of direct cash payment to volunteer officials for expenses, or a modest honorarium, or competitive wages for actual work done, the survey directly asked

for detailed opinions on this issue. Indeed it is through a reading of the many comments written on this question, and also on a related question concerning the future role of voluntarism that the general tone of the overall responses emerges. While some credit unions actually subscribed to direct payment to volunteers for hours worked at prevailing wages, three-fourths found this notion unacceptable. Many respondents expressed their opposition quite strongly, most often on the grounds that direct payment to officials (other than the Treasurer) was contrary to credit union philosophy. A minority of those who were opposed to direct compensation to volunteer officials, and who also explained their opposition, gave the pragmatic reason that the credit union could not afford to pay officials.

Of all the issues studied, this question of direct compensation evoked the most discussion, sometimes including rather lengthy comments on the philosophy of self-help. It was interesting to note that credit unions on each side of this issue gave the same justification for their response. For example, many of those favoring direct compensation felt it would attract competent volunteers while those favoring unpaid volunteers felt

this was the only way to attract competent volunteers. The principal significant result is, however, that most of the credit unions felt that paying officials was completely unacceptable, with some (approximately 15%) willing to pay out-of-pocket expenses routinely or some token sum annually to cover expenses.

It should be noted that the responses to the survey were not reliable enough to obtain detailed opinions concerning direct compensation for particular kinds of volunteer roles. This means that some respondents who favored direct compensation for volunteers may have had supervisory committee members in mind since their work, while only periodic, is more labor intensive and routine than for example, a Board Member. A similar conjecture might apply to credit committee members whose work is yet again quite different; there were really not enough credit unions making these distinctions. With a larger sample and a more detailed questionnaire, it might have been possible to make separate estimates of these differences.

SPONSOR ASSISTANCE

One other issue surveyed, which falls under the general category of expenses, was the support provided by the sponsor to the credit union. While the wide variety of responses on this issue do not lend themselves to tabular presentation, the survey did verify our expectation that a substantial number of credit unions of all sizes and types of membership receive tangible support from sponsors. The survey indicates that approximately half of the Federal credit unions responding received some form of direct or indirect financial assistance from sponsors.

Because of our previously stated qualifications on the validity of responses which do not clearly support a given estimate, our analysis of this issue must be only descriptive in nature. Nevertheless, a significant number of responding credit unions acknowledge a wide variety of tangible assistance from sponsors. Chief among these were, of course, such things as (1) paid "time off" from regular employment for volunteer officials, (2) physical office space/or utilities, (3) accounting, bookkeeping, and/or computerized services, and (4) supplies and other procurement services.

Variations in the extent to which these types of assistance are provided followed a logical pattern with respect to type of membership and asset size. Thus, smaller occupational credit unions were more likely to receive tangible assistance. However, a

significant number of all types and sizes of credit unions were receiving sponsor assistance.

The wide variety and significant number of credit unions reporting sponsor assistance indicates that this issue needs further study. Responses to this issue will be used by NCUA as a basis for further analysis of the relative importance of sponsor assistance in the success of credit unions.

THE FUTURE ROLE OF VOLUNTEERS

While most credit unions recognized the increased complexity of credit union operations and its relationship to voluntarism, there was little evidence to indicate pessimism concerning the future of voluntarism. About 30% were concerned about the amount of experience and expertise which is likely to become necessary. However, they felt this was a challenge which would be met as volunteer officials focused more and more on policy in contrast to a concern for operations.

What little pessimism there was in response to this issue, appeared more often in credit unions falling in the asset size class of \$500,000-\$1,999,999 and not in the larger to very large credit unions. As a matter of fact, contrary to some expectations, large credit unions appear to be just as enthusiastic about voluntarism as small credit unions are.

It appears that most large credit unions have been able to modify the volunteer role to a policy orientation and, that some moderate size credit unions have not, as yet, completely rationalized the volunteer role in representing the needs of member-the responses show moderate size credit unions in a stage of transition with respect to the role of volunteers.

This perception, however, should not be overstressed. Even with this mild hint of pessimism, the majority of moderately sized credit unions still expressed confidence in voluntarism.

In addition to the encouraging support given to voluntarism by large credit unions, there was a great deal of support for voluntarism from residential credit unions. Although the tabular data do not show this clearly, the comments from residential credit unions in support of voluntarism were often more strongly worded in comparison to occupational and associational credit unions. This difference, however, does not override the considerable enthusiasm expressed by all types of credit unions for voluntarism.

FINAL SUMMARY OF RESULTS

In summary, then, the Voluntarism Survey indicates that most Federal credit unions consider the concept of voluntarism as vital and basic to credit unionism. They express enthusiasm concerning present volunteer activity and optimism concerning the future role of volunteers.

Moreover, most Federal credit unions recognize the emerging problems of voluntarism as operations become more complex both because of increased regulation and as a result of rapid growth. Federal credit unions attempt to recognize these problems by providing recognition to volunteer officials and, wherever possible, continued training opportunities. These attitudes are held uniformly by credit unions with different fields of membership and varying asset size.

Despite these encouraging findings, the fact that a small but significant minority of responding Federal credit unions had a negative attitude toward voluntarism cannot be ignored. Some of these credit unions were finding it more difficult to recruit and retain competent volunteers. They were pessimistic about the future of voluntarism and felt that the volunteer spirit was diminishing. Furthermore, a small but significant minority favored the direct payment of wages at prevailing rates to "volunteer" officials.

While the exact extent to which these negative attitudes towards voluntarism prevail among Federal credit unions is not measured by the survey, the evidence for their very existence, even on a small scale, should alert the majority to a renewed effort in affirming and defining the role of volunteers in the credit union system. One indication that credit unions are aware of these problems is the strong willingness to offer volunteers the training they need in order to represent adequately the interests of the members in the policies and practices of the credit union.

This ability to recognize problems and to help each other solve them is characteristic of voluntarism in credit unions. It is quite clear from the survey that members themselves feel that voluntarism is essential to the success of credit unions and that the volunteer spirit is the key difference between credit unions and other financial institutions. Participants in the survey feel that the giving of one's self in both knowledge and strength has made it possible for credit unions to reach their present status of recognition in the financial world.

The survey shows that credit unions want to proceed cautiously with direct payment for volunteer work. They fear it will do away with the underlying concept of self-help. Many small credit unions could not afford direct payment anyway. Large credit unions compensate their volunteers with full payment for conventions, seminars, dinners, travel, etc. However, small credit unions can offer the same type of compensation on a smaller scale and increase it as the credit union grows.

The future of voluntarism looks bright. It is viewed as becoming more mature and adaptable, and certainly not as being threatened. Encouraging others to generosity of spirit is not always easy, but as long as we have well operated credit unions meeting the needs of members, enough of those members will step forward as volunteers to help credit unions occupy their unique and helpful role in our society. This is the message from the survey.

PATTERNS OF VOLUNTEER SERVICE

BY YOUNG PEOPLE: 1965 & 1974

By Donald J. Eberly

In November 1965 and again in April 1974 the Census Bureau conducted a nationwide survey of volunteers. The first was funded by the Department of Labor,¹ and the second by ACTION², a Federal agency established in 1971 to coordinate federally-supported volunteerism, and to operate volunteer programs such as VISTA and the Peace Corps.

Both surveys defined a volunteer as a *person serving without pay under some kind of organizational aegis*. This definition excluded paid volunteers such as those in VISTA, members of voluntary associations who did no work for the organization, and persons who helped others independent of any organization. These examples are cited because they are sometimes included in volunteer counts.

Both survey instruments were attached to the Current Population Survey. The 1965 instrument had 9800 respondents and the 1974 instrument, 24,400. In order to achieve comparability of data, most of the questions and demographic categories of the 1965 survey were repeated in 1974. Several new questions were added.

The two major problems of comparability are lack of complete data on the 1965 survey

and its omission of religion as a major kind of volunteer service. Extensive searches have failed to turn up either the data tape or print-out for the 1965 survey. We have to rely on the printed report, Americans Volunteer. The area of religion was not included as a category in the 1965 survey but since it was a write-in entry for 40% of all volunteers, we decided to include it as a regular category in 1974. That the surveys were conducted at different times of the year probably introduces only minor aberrations.

For all persons age 14 and over, the rate of volunteering increased by one-third over the nine year period. The participation rate rose from 18% in 1965 to 24% in 1974. In numbers, the surveys found 24,300,000 volunteers in 1965 and 36,800,000 in 1974, a 50% increase.

While an additional twelve and one half million persons entered the volunteer force, they did so almost proportionally to the 1965 profile of volunteers. In 1965, 61% of the volunteers were female; in 1974, 59% were female. In both years, the participation rate was highest among 24-44 year olds and lowest among persons 65 and over. Also, the strong correlation of volunteer rates with both income and education levels was sustained from 1965 to 1974.

Young persons were defined in this paper as persons 14-24 years old. With volunteer rates of 14% in 1965 and 20% in 1974, young people lagged behind their elders in volunteer activity.

Mr. Eberly is a Senior Policy Analyst for ACTION and was the program manager for the 1974 survey of volunteers. This paper was presented at the Annual Meeting of the American Educational Research Association, April, 1976.

Before looking exclusively at volunteering by young people, it may be useful to compare their level of volunteer involvement with other major youthful activities; namely, school attendance, employment, and military service (Table I, p. 24). There are nearly as many volunteers as job holders among 14-17 year olds, and two-thirds as many volunteers as students among the 18-24 age cohorts. Clearly then, volunteerism is a major activity for young people.

As with almost all volunteers, it is a part-time activity. The survey shows that the 14-17 year old volunteer put in an average of 8 hours per week in April 1974 and the 18-24 age group an average of 11 hours.

Let us turn now to an examination of several aspects of youthful volunteerism in 1974. Table II gives the population of the two cohorts and the volunteer rate for selected demographic characteristics. The higher rates of volunteering among females, white and employed persons are typical of volunteerism at all ages. So is the pronounced correlation of volunteering with education. However, the correlation of the volunteer rate with income is less pronounced for the 18-24 year old cohort than for volunteers generally.

Tables III and IV describe the time spent in volunteer work. About one-third of the youthful volunteers served at least once a week, and approximately one volunteer in five spent 100 or more hours per year in volunteer work.

The kinds of organizations for which the volunteer work was done are shown in Table V. As is true for all ages of volunteers, the dominant volunteer activity was to be found in the field of religion. Choir members, ushers, altar boys, Sunday School teachers, and board members account for most of the volunteers in religion. The survey also indicated that religious institutions were the most efficient recruiters of potential volunteers.

According to the survey, 86% of all young people interested in doing religious work are engaged in it, while at the other extreme, only 32% of those interested in being health volunteers had become health volunteers.

It was noted earlier that youthful volunteer rates lagged behind those of their elders. However, the rate of change for youthful volunteering is greater than that of other volunteers, as shown in the figures on the following chart.

Rate of Increase of
Participation Rates, 1965 to 1974

Age Group	Male	Female
14-24	44%	38%
25 and over	37%	24%

Only among women over 25 was the acceleration in volunteering below the norm of 33%.

Now, where was this increase in volunteering rates most notable among young people? The above table indicates it was more marked among men than women. Table VI shows that the increase was greatest among persons with some college and least among persons who had not completed high school.

Harold Wolozin has estimated the value of volunteer service, based on the 1974 survey, at \$33.9 billion.³ For the contributions of 14-24 year olds, he places a value of \$7.63 billion. The magnitude of the volunteer effort in the U. S. leads Wolozin to ask that consideration be given to translating it on a regular basis into economic language and incorporating it into the Gross National Product. A recent study by the National Manpower Institute reveals that Japan includes both household work and volunteer community service in its national product account.⁴

Linkages between volunteer work and education may be of particular interest to members of the AERA (American Educational Research Association). The strength of this linkage is illustrated in Table VI, which shows the rate of volunteering in both 1965 and 1974 to be 3½ times as great for college graduates as for persons who did not complete high school.

A more recent phenomenon, one not revealed by the survey, is the great increase in opportunities for student volunteers to be awarded academic recognition for learning acquired through community service. A survey conducted by the American Council of Education and the National Service Secretariat in 1968 found 13% of the responding colleges and universities prepared to "award academic credit for qualified service experience".⁵ A similar survey made by ACTION in 1974 revealed that 54% of the responding colleges and universities were giving credit for community service.⁶

One example of the service-learning program in higher education is University Year for ACTION, where students give a year of full-time community service and may earn up to a full year of academic credit for learning associated with the service experience. More typically, a student serves on a part-time or short-term basis and integrates his learning with a particular course in which the student is enrolled.

At the secondary level, several programs have developed recently which offer students opportunities for linking volunteer service and other off-campus work with educational growth. These programs operate under such names as the Neighborhood Youth Corps, Career Education, Action-learning, Youth Challenge, and Work Experience. As recently as five years ago, the problem facing many enlightened educational administrators was to find ways to legitimize such activities. Their adoption has been so rapid in recent years that the challenge now is to maintain a sensible balance between the on-campus and off-campus learning opportunities.

In addition to its value as a learning mechanism, volunteer service has also been suggested as a means of assisting the transition from youth to adulthood. Margaret Mead, James Coleman, Willard Wirtz, Sargent Shriver, and Governor Dan Evans are among the proponents of this idea. ACTION tested this idea in 1973-1974 on a small scale in the State of Washington.

We offered several hundred local volunteer service opportunities to 18-25 year olds. We offered to pay them \$3000 in stipends and allowances for engaging in full-time volunteer service for one year. Positions were limited to those sponsored by public agencies and private non-profit organizations. We did not assign any one a job. Rather we gave the young people vouchers and agreement forms and a long list of service possibilities.

The results were encouraging. Two-thirds of the participants reported that the service experience had influenced their career plans.⁷ In a self-anchoring career progress scale administered by the evaluators, the participants reported progressing more than two rungs of a ten step ladder as a consequence of their service experience.⁸ This shows a very substantial personal benefit in career development.

It should be noted that the positive results from this experiment were not limited to maturation. The typical participant contributed service valued at \$7000 over the

course of the year. The direct cost of the program was \$4000 per man year.⁹ Also, in these days of high unemployment, it is worth noting the change in the unemployment status of the participants. When they entered service, 70% of the participants were unemployed and looking for work. Six months after completion, the figure had dropped to 18%.¹⁰

My conclusions from this brief review of youthful voluntary service are these:

1. *Volunteer service is an important activity for young people, and shows signs of becoming more important.*
2. *Participation in volunteer service is a way in which young people may enhance their education.*
3. *Young people can improve their employability through participation in programs of volunteer service.*

FOOTNOTES

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8. Kappa Systems, Inc., op cit, p. 2-13
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TABLE I

Numbers and Participation Rates for
14-24 Year-Olds in Volunteer Work, Paid
Employment, School Enrollment,
and Military Service, 1974

Activity	14-17 Year-Olds		18-24 Year Olds	
	Number	Rate	Number	Rate
Volunteer Work*	3,747,000	22%	4,641,000	18%
Paid Employment*	4,294,000	26%	16,230,000	64%
School Enrollment**	15,354,000	93%	6,943,000	28%
Military Service ***	220,000	1%	1,435,000	6%
Population	16,675,000		25,320,000	

*Data from April 1974 Survey

**Data from Fall 1973

***Data from June 1974 includes 175,000 persons in high school ROTC and 320,000 persons in college ROTC, Reserves and National Guard

Table II

Number and Proportion of Respondents
Doing Volunteer Work,
May 1973 - April 1974

Age	14-17		18-24	
	No. of Persons	Rate of Volunteering	No. of Persons	Rate of Volunteering
Sex (Total)	16,675,000	22%	25,320,000	18%
Male	8,455,000	17	12,110,000	17
Female	8,220,000	28	13,211,000	20
Color				
White	14,167,000	25%	21,863,000	20%
Non-White	2,509,000	10	3,457,000	10
Employment Status				
Employed	4,294,000	30%	16,230,000	18%
Unemployed	826,000	28	1,809,000	15
Not in Labor Force	11,555,000	19	7,282,000	21
Educational Back- ground				
Less than 4 yrs. high school	16,528,000	22%	5,861,000	12%
4 yrs high school	-	-	11,089,000	16
College, less than 4 yrs	-	-	6,523,000	25
College, 4 yrs or more	-	-	1,848,000	30
Family Income				
0-\$3,999	1,167,000	11%	2,564,000	16%
\$4,000-\$7,499	2,217,000	17	4,329,000	16
\$7,500-\$9,999	1,522,000	24	2,737,000	16
\$10,000-\$14,999	3,708,000	25	5,480,000	20
\$15,000-\$19,999	2,208,000	25	2,652,000	21
\$20,000 & over	2,466,000	32	2,758,000	26
Not available	3,389,000	18	4,801,000	15

TABLE III

Frequency of Volunteer Work, May 1973-
April 1974 (Percent Distribution)

Age	14-17	18-24
No. of Volunteers	3,747,000	4,641,000
Once a week	29%	34%
Once every two weeks	7	9
Once a month	10	9
Only a few times	31	23
Once only	10	11
Other	12*	14*

*It appears that the majority of persons in the "Other" category volunteered more than once a week.

TABLE IV

Hours of Volunteer Work Done, May 1973-
April 1974 (Percent Distribution)

Age	14-17	18-24
No. of Volunteers	3,747,000	4,641,000
Less than 25 hours	50%	43%
25-99 hours	31	33
100-299 hours	15	18
300 or more hours	3	6

TABLE V

Types of Organizations for which Volunteer
Work Done, April 7-13, 1975 (Percent
Distribution)

Age	14-17	18-24
No. of Volunteers	1,495,000	1,532,000
Health	17%	11%
Education	23	20
Justice	1	1
Citizenship	10	7
Recreation	10	13
Social/Welfare	5	8
Civic/Community Action	10	13
Religious	54	44
Political	1	2
Other	4	5

TABLE VI

Correlation Between Educational
Attainment and Rates of
Volunteering for Persons
18 Years and Over, 1965 and 1974

	1965*	1974
Less than 4 years high school	11%	12%
4 years high school	22	25
College, less than 4 years	26	32
College, 4 years or more	39	43

*Does not include volunteers in religion

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