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VOLUNTEER SERVICES IN THE HALF-WAY HOUSE SETTING

Timothy J. Connelly*

Introduction

TALBERT HOUSE, located in Cincinnati, Ohio, is a non-profit, private agency organized in 1965 to aid the returning offender in his adjustment back into the community. From its inception, it has been a voluntary service. At the time, it was recognized that a facility to provide professional guidance during the transition from prison to community-living was desperately needed. Too many offenders were leaving prison with \$20.00 and a suit of clothing and were inadequately prepared both emotionally and financially to rejoin the mainstream of societal living.

The half-way house program is geared to meet the needs of the offender on an individual basis. "Mass Treatment" has proved ineffective as witnessed by the failure of prisons to rehabilitate criminals. Individual capabilities, interests and motivation keynote the program.

Vocational counselling and job placement, psychiatric and psychological consultation, small group interaction, planned and informal recreation are but a few of the services provided by the half-way house. Probably the most important ingredient is the interest and concern shown by the Staff toward the ex-offender as he makes his transition.

VOLUNTEER SERVICES to any social service organization can and should be a worthwhile experience to both the volunteer and the client. In the half-way house setting, the voluntary worker should expect to spend much more time than just visiting. The people he works with are not confined, nor physically disabled, but instead are out on the street most of the time. These clients are not well adjusted and a return to community living

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from the prison is oft times a bewildering development. The clients are often impulsive and aggressive, easily frustrated and quite manipulative.

Budgeting of money is a major problem for the returning offender. Prior to his incarceration financial planning was limited to where he could get his next beer or pack of cigarettes or where he could find an easy touch for a few bucks. More often than not, employment was temporary and unskilled, with relatable low pay. Most of the money earned was spent on pleasure or clothes—with no concern about meals, living quarters and other normal necessities.

Even after weeks and months of counseling things do happen that put strain on the rapport and relationship of advisor to client.

An example of this type of behavior goes as follows:

Joe Smith has been a resident of the house since January 1, 1969. He is 23 years old and has three previous arrests for serious felonies. He is an orphan, having been brought up in institutions most of his life and living off the streets for the past several years between incarcerations. He obtains a job shortly after arriving at the house and after six weeks of stable employment, quits because he "just doesn't like it anymore". Several weeks pass before employment begins again, meanwhile his bills are piling up. Pressure to find the job prompts a desire to move from the house but funds prevent it.

Once employment is again started the first two paychecks total: \$109.00. They were spent as follows:

Haircut:	—	\$ 3.00	
Laundry:	—	8.00	
Cleaning:	—	12.00	(mohair trousers \$40 ea.)
Lost:	—	30.00	(a thief in the house?)
(3) mind you (3) Shirts:	—	54.00	for a
		<hr/>	
		\$107.00	

total of \$107.00 of \$109.00 earned - spent. He sees nothing wrong with these expenditures since he "needed", repeat "needed" (3) \$18.00 shirts. How many \$18.00 shirts have you bought in the last two weeks?

His response to question about paying room and board went something like this—"Man, you're telling me to go out and steal to pay my bills!"

A volunteer worker in this instance (who built up a meaningful relationship with this individual) could have been a big help since, in many instances, the paid Staff are looked upon as "cops".

In the half-way house setting, volunteer services take two major forms—those from the community and those from the Staff.

The community provides first of all—a board of trustees for an agency like ours. These boards generally are made up of interested citizens. More often than not these boards are composed mostly of people in upper middle class situations with a sprinkling of the cleric and working class people. This is not a negative criticism but only a picture of what a board may look like. Let's face it—you need some blue ribbons in order to open doors very often. You also need these people to lend stability and a success history to your organization. In football you don't hire a coaching staff that has a constant losing record—if you want to win games!

The board of trustees provides consultation for contracts negotiated with agencies both public and private for financial assistance. In some instances, the board has been supplied with the bases for contracts from its professional staff.

Individual services from the community comes basically in three forms. Interested citizens willing to give time to some cases provide the opportunity for the ex-con to re-socialize with "square-johns" (the prison name for non-prisoners). This can be an invaluable contact since it presents the opportunity for the resident to meet and make new acquaintances and friends he may benefit from knowing.

Probably the most famous volunteer worker was a young lady who wished to help out part-time on week-ends. She eloped with one of the residents—after three weeks of service. The marriage is still going—so perhaps all was not lost after three weeks!

People in the professions of psychiatry, psychology, social work and others have freely given of themselves in order to be of service. Naturally, they also benefit from their experiences in that it gives them the chance to study close at hand the ex-prisoner. In many instances they have provided not only the motivation but also the therapist in treating individuals who require special attention.

Former clients and residents have provided much help to the agencies in several particular ways. They are not “cops”, “hacks”, “shrinks”, and-what-have-you to the ex-con. They are brothers in a very special bond who once released from the institution have made it. Job searching and sensible use of time are probably the most frustrating experiences that happen shortly after leaving prison. These ex-offenders—that have made it— did it some way but quite often only they can put it in terms that more recent arrivals can understand. Perhaps confidence plays a major role since the most outstanding change, if you want to call it that—is an air of self-confidence which they lacked when first released.

Probably the most significant and in the long run beneficial volunteer service comes from the professional and non-professional staff of the agency. This is not a self pat-on-the-back but instead is a real obligation on the part of the Staff to perform their jobs in the best manner possible. This is not an obligation because they are paid for their services—this is an obligation because they are in the business. People in the correctional field—as professionals—should be there because of interest to perform worthwhile service; concern for those human beings, who, for whatever reason, are not functioning in the mainstream of socialization and dedication to an idea that the ex-offender can return to accepted norms of behavior.

In many instances the ex-con is living in a world of almost daily crises involving employment, budgeting, and personal relations. These personal relations probably are the main area which presents conflicts to the ex-con. In almost every instance he needs someone he can relate to—to “rap” to. This person necessarily must be someone whom he trusts and has confidence in. In the half-way house setting these relationships can become intense in a very short time—mostly due to the nearness of the residents and the Staff. I think it can be easily said, and many times criticized, that the so-called “therapy” of the half-way house violates all the ethical codes of client - counselor relations. I accept the criticism. It’s probably true. The criteria is, however, “does it work”?

Fortunately (or unfortunately) as the case may be, the crises that arise do not always poke their heads between 8 A.M and 5 P.M. It would be beautiful if they did!

I think we in the half-way house business and to a great extent in any other corrective business must be prepared to put in other hours over and above the so called “minimum 40”. Why? Perhaps an example will explain. How often has a parole officer, probation officer or any other corrections worker not felt justifiably guilty about losing a client because of a violation. There is always that twang of pain about what more I could have done or perhaps prevented had I responded to a late-night phone call or investigated that last anxious phone call from a mother or wife. How did I miss all the signs of the impending trouble? I’d venture a guess that our most important events happen between 6 P.M. and 8 A.M.—the next morning.

How do we in the half-way house handle this? Mostly by concentrating our efforts toward the evening hours and on week-ends. A 60- or 70-hour week is not uncommon—in fact, a 50-hour week is probably falling short of possible effectiveness.

I’m not suggesting that the twelve-hour day is completely filled with strenuous counseling or hard work involving taxing

activities—instead, I'm suggesting making yourself available at times when a crisis or problem arises.

I believe that there is another benefit also that is valuable to the resident and also the community. The effort is being made to meet these ex-offenders as people and in many respects to meet them as friends. This friendly relationship has two beneficial results. First—it provides a close relationship for the resident. Many of these people cannot or have been unable to tolerate a close relationship. This relationship opens many inroads to the personality-structure of the resident and helps to give clues to the counselor as to means by which adjustments can be made. Secondly—by establishing a good relationship with an authority-figure the anxiety and fear connected with law-enforcement is somewhat alleviated.

To build solid relationships with these individuals takes sincere effort and a willingness on the part of the counselor to give of himself in order to aid.

The building of good, normal, healthy relationships with the ex-offender goes a long way in giving him exits for his problems.

So that's about it, my view-point on volunteer services—it's not the ordinary conception of them but I think that it is probably the best form.

The services that you give of yourself as a paid correctional worker over and above the paid routine can be the most valuable to your client and to yourself.

MOBILIZATION OF NON-POOR VOLUNTEERS IN COMMUNITY ACTION

Theodore M. Berry*

Introduction

The CAP mission statement issued last summer reaffirmed the community action basic purpose of mobilizing resources, and spelled out the types of resources to be mobilized. This part of the CAP mission has become increasingly important since OEO

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fiscal resources available to Community Action Agencies have been, and for the foreseeable future, will probably remain limited.

As CAAs improve their capacity to mobilize resources in their local communities to accomplish their legislative mandate, they have turned increasingly to non-OEO fiscal resources and to non-fiscal resources from public and private sources. They have particularly begun to report to OEO their successes in utilizing volunteers from the non-poor community, especially skilled volunteers, who demonstrate a wide range of knowledge, talents, energies and commitment to the elimination of poverty. Entire programs have been developed and run by volunteers.

In some communities, however, the non-poor constitute a still largely untapped volunteer resource. Since CAAs and limited purpose agencies must often operate with very limited fiscal resources, it becomes imperative that they make full use of the volunteer potential in their communities.

This paper is intended to point out some of the potential of the non-poor volunteers. It is *not* intended to indicate that use of volunteers is to be restricted to the non-poor. As has been proven over the past four years, target area residents constitute one of the best sources of volunteers in community action activities. Their contribution to Community Action Programs, including Head Start and Health Services, is well documented. Other guidance pieces which will follow this one, will document still further the contribution which is being made by target area residents through citizen participation and volunteer activities.

The following information is designed to report to CAAs how other CAAs have successfully utilized the services of non-poor volunteers, to the benefit of the CAA programs and to the satisfaction of the volunteers; to indicate some sources of volunteers which may not be generally known, and to identify some techniques for volunteer recruitment, placement, direction and orientation.

WHY USE VOLUNTEERS?

CAP Director, Theodore M. Berry, indicated in a recent

speech that "volunteers are the backbone of the Community Action Program." There are three reasons why this so:

1. Volunteers constitute a resource in most communities which can greatly enrich the quality of the CAA efforts and of the programs which it plans and operates. Indeed, the *concept of volunteerism* is built into the very structure of the CAA, since all Board members are, in effect, volunteers, whether they are representatives of the public sector, or are poor or non-poor. The time which they spend in board and committee activity, since it is apart from their usual working time, certainly must be considered as volunteered time. (See OEO Instruction 6802-1, as referenced, for limitations on counting volunteered Board time toward non-Federal-share.) The degree to which they commit that time and the level of commitment to the goals of community action, will, to a very large extent, determine the success of the community action program in a given community. Numerous examples of this commitment exist. In Caddo County, Oklahoma, (Council on Community Concerns, Anadarko, Oklahoma) a Board member, non-public and non-poor, has worked very closely with the CAA director in setting up a co-op to farm and market a new crop, in persuading the Department of Agriculture to build a storage and warehouse barn and in attracting training programs from the State.
2. Volunteers become enthusiastic supporters of community action—action that results in betterment for all sectors of the community. Such volunteers can effectively communicate with the non-poor community, carrying the goals of the program to previously uninvolved individuals and groups. In Eddy County, New Mexico (Eddy County Community Action Corp., Carlsbad, New Mexico), for example, the mayor of Carlsbad, who serves on the CAA Board, is the chairman of the Public Relations Committee.

3. Individuals and groups throughout the country *want* to be involved in the problems of poverty, in inner-city target areas and sparsely settled rural areas. CAAs can capitalize on that desire for involvement. Motivations of individuals may vary from a desire to be "where the action is" through a sense of duty to satisfaction in working with new people and new situations. Whatever the initial motivation of the volunteer, his activities should ultimately lead to the satisfaction that comes from being involved with target area residents, in working with them to develop, plan, conduct and evaluate the programs and activities which will enable those residents to become self sufficient. Psychologists call this satisfaction "psychic income", i.e., the substitute which volunteers accept for their efforts in lieu of salaries. Community action is exciting and rewarding. Volunteers *want* to be a part of it.

All CAAs which utilize volunteers will have to recruit, train, place and supervise them. In the following sections are examples of ways in which CAAs have carried out these functions. The examples are drawn from onsite visits made recently by Headquarters and Regional Office staff, from local newsletters and from MIS narratives. In many cases the name and location of the CAA has been given so that direct contact may be made with the CAA for further information.

HOW TO UTILIZE VOLUNTEERS

Volunteers have a special role to play in community action, both in their time spent in activities and in the enthusiasm which they take back to their own communities and which helps to build a supportive climate for community action. While volunteers must be willing to serve the needs and priorities of the CAA, not simply their own interests, they must be provided a degree of freedom not always given to paid staff if they are to continue to be motivated. A recent statement by VITA personnel sums up the role which is best played by volunteers. "A minimum of control and a maximum of independence in decision-making is required if the volunteer spirit is not to be stifled." (VITA is ex-

plained later on in this guidance.) The spirit and morale of volunteers, fostered by the professionals with whom they will be working, will greatly increase the effectiveness of community action.

In most CAAs, volunteers will be trained and placed in programs which have been developed either by residents of target and/or CAA service areas or by staff and Board members. Programs will vary widely from community to community. Some examples of utilization of skilled volunteers follow:

Organizational Volunteers

In Brockton, Massachusetts (Self-Help, Inc.), more than 10 colleges and universities have assigned students to do field work with one CAA in return for supervision from CAA staff. The CAA has received the benefit of services from psychologists, psychiatrists, nurses, social workers and speech and hearing specialists, by providing them with field training placements in CAA projects, with CAA staff supervision and evaluation.

Several hundred CAA Boards contain representatives of the League of Women Voters. Local Leagues across the country provide assistance to CAAs and neighborhood organizations in citizenship education, in holding elections for CAA and neighborhood action council boards, in providing information on political structures and agencies through local publications and in providing speakers' training, discussion leadership training and research assistance. One CAA recently asked a local league for assistance in holding neighborhood advisory council elections in a medium-sized city. Previous elections, even for local, state and national offices, had not elicited much turnout from the target areas. The league held candidates' meetings for each of the neighborhood centers, drew up sample ballots containing the names of those running and also containing a list of questions about local issues: schools, garbage collection, government control of poverty programs, on which residents could indicate their preferences, and then the league demonstrated voting procedures.

In a southeastern city, a Quaker organization sponsored trips by college students from northern colleges into the community. The students volunteered their services in repairing and rehabilitating existing private dwellings in the target areas. The white college students worked successfully with black target area residents. In turn, the earlier resistant white community began to relate directly in a more positive way to the black members of their own community.

Teachers across the country frequently participate in CAA activities, but in one northwestern community, in which a neighborhood corporation (one of seven) was unable to persuade the school district to provide a GED (General Equivalency Diploma) program because the corporation was too far away from the school, teachers from the school system have volunteered their off-hours and have conducted GED classes on their own. Seventeen students have already received their diplomas.

Individual Volunteers

Individuals who volunteer in the community action effort may have technical areas of expertise or specialized skills, which the CAA can particularly use. Other individuals may not have technical skills, but may have special abilities and general skills at working with small groups. The examples of individual volunteer activity contain both kinds of volunteers—those with technical skills and those with general skills. Some examples of volunteers with technical skills follow:

The city of East St. Louis, Illinois (Economic Opportunity Commission of St. Clair County), decided to get a grant from the Department of Housing and Urban Development (HUD) for a neighborhood facility. A neighborhood center of the CAA formed a fund-raising committee, with the help of a local minister. The committee persuaded an architectural firm to contribute its services for design of the neighborhood facility free of charge.

In another community the CAA, a neighborhood council, and a local union established a senior citizens' center. Members of

the union provided time and skills in making cabinets and in plumbing.

A sister from a local convent gave several hours per day during a summer program for a "Fun With Music" activity for pre-teen and teenage boys and girls on the streets in an Ohio city. The sister who was a skilled musician, developed the entire program.

In one CAA, 103 local lawyers are providing free legal services through the auspices of the County Bar Association. They maintain nine offices in target areas.

There are also numerous examples of volunteer activity among CAAs by individuals who have general skills to offer and who wish to participate generally in community action projects. A few examples follow:

In one southern CAA a local businessman has served as volunteer director of the Neighborhood Youth Corps (CAA-administered) and as director of a community-staff credit union on almost a full-time basis.

Hundreds of tutoring and recreation programs exist in which women, informed of the opportunities available for volunteer time and energy through their organizations (Young Women's Christian Association, AAUW, National Association of Negro Women, etc.) participate as individuals.

In Fayette County, Tennessee (Fayette County Economic Development Corporation Commission), two men active in the CAA—a local attorney and the mayor of one of the towns in the rural area CAA—have devoted many hours of volunteered time to improving the economy of the area, through designing an educational project in truck-crop production and packaging vegetables. They have worked closely with the CAA staff which has succeeded in attracting over \$5 million in EDA loans for commercial purposes, sewer and water facilities and industrial parks.

WHEN TO UTILIZE VOLUNTEERS

Skilled volunteers can be particularly useful to CAAs and anti-poverty activities in the planning and action stages of a program. During the planning phase, volunteers may be able to provide information, assist in helping neighborhood and community participants to make priority decisions and serve as a link between existing resources and proposed use of those resources.

The use of volunteers during program operation has been highlighted above, by the examples of contributed time and services based on particular skills.

In general, CAAs indicate that volunteers have been particularly useful under the following conditions:

1. When assistance is needed in planning.
2. When specific skills are needed for particular programs.
3. When the CAA is anxious to build community support for its program in the non-poor community and can absorb unskilled, but committed and enthusiastic volunteers, who will communicate their satisfaction at being involved to others in the non-poor community.
4. When a need for assistance to the CAA because of staff turnover or a short-term increase in activity is felt.
5. When approached by particular groups with offers of specific skills or programs which the groups want to apply in poverty areas, and where the CAA knows that those skills or programs can be absorbed.

As a CAA demonstrates effective use of volunteers in its programs and projects, it can expect to attract increasing numbers of both skilled and non-skilled individuals and groups. It should begin to develop a plan for their absorption, orientation and use, if it is to maintain a reputation for providing satisfying and meaningful outlets for volunteer activity. If a CAA has issued a general plea for volunteers for a particular activity, it should be prepared to absorb *all* of the volunteers who respond. This will

require planning and development of a strategy which provides immediate jobs for volunteers to do. Failure to develop such a strategy may generate frustration in volunteers and decrease the CAA's effectiveness in recruiting in the future. Contingency plans for use of unforeseen volunteers should also be developed. They may include projects and programs which the CAA would like to see undertaken at some time and for which insufficient staff and time has been available.

STARTING FROM SCRATCH

Many CAAs in the country already have strong contacts, both with groups and with individuals, who contribute time and commitment to Community Action. However, for those CAAs which have just begun or are considering mobilizing volunteer resources, the following steps are presented.

1. Appoint or designate a staff member to serve as a Volunteer Coordinator.
2. Prepare a listing of volunteer organizations within the community which contains: (1) the name of the organization, (2) the purpose and program of the organization, (3) the name and numbers of active volunteers within the organizations.
3. Analyze and list program areas and activities where volunteers can be effectively utilized.
4. Develop *specific* jobs for utilization of volunteers, and describe those jobs.
5. Design, develop or designate an orientation and/or a training program for the volunteers.
6. Recruit volunteers and match them to jobs described.
7. Provide for follow-up contact with the volunteers on a regular basis.

The American National Red Cross has prepared a leaflet called "Starting from Scratch to Organize Volunteers" which has further information. We suggest you contact your local chapter for a copy of the leaflet.

HOW TO FIND VOLUNTEERS

Ways of locating volunteers vary as much as communities vary. Following are some of the ways in which CAAs have recruited volunteers.

Media

Public media will often provide time and space, as part of their legally required public services efforts, to requests for volunteers for specific program activities. In Washington, D. C., for example, the Sunday edition of one of the major dailies regularly carries a feature on a poverty and/or service-related program, lists the name of the agency staff person to be contacted and the telephone number where he can be reached. Recent coverage has included requests for CAA-related programs and for VISTAs.

In Long Island, New York, *Newsday*, a tabloid type wide-circulation newspaper, ran a week-long series analyzing the problems of poverty on Long Island in May of 1968. Special pleas were made for doctors, carpenters, housewives (for tutoring, reading, home care), police officers, etc. The entire series of five articles was published in a specially issued weekend edition of the newspaper, which reached millions of people and was distributed far beyond Long Island.

Communities will also benefit from the national coverage given to anti-poverty activities by the major television networks. Head Start and Job Corps regularly advertise, in one-minute spots, for volunteers and recruits. Where local television stations exist, contact with the Director for Community Activities may result in five-minute, half-hour or hour-long documentaries in which requests for volunteers can be made.

Local radio stations also provide public service features, frequently on "good music stations" as a regular Sunday or non-prime time activity. Contact with station directors may result in interviews of CAA staff or Board members, or in human interest stories about CAP participants which will elicit volunteers. Morning programs frequently provide "community events" news, and radio station personnel often welcome descriptions of anti-

poverty activities and may permit broadcast of appeals for volunteers. The appeals should be specifically stated, with clear definitions of the jobs anticipated by the requesting group.

When public media are used for recruiting volunteers, the CAA should carefully define the nature of the volunteer services requested, explain the scope of the job and whether the volunteer's time will be needed for a short-term project or on a continuing regular basis. Many organizations use Speakers' Bureaus for recruitment purposes. Speakers may themselves be volunteers, and it may even be possible to set up a Speaker's Bureau totally staffed and run by volunteers.

Volunteer Bureaus

Other sources generally available in urban areas include Volunteer Bureaus (OEO will mail shortly a list of those cities which contain local bureaus), Directors of Volunteer Services for Health and Welfare Councils, and some college or university-affiliated clearinghouses for volunteer services. Other organizations which regularly offer volunteer services may be found in Appendix A. Not every city will contain all the sources listed, but CAAs should be able to locate some of the agencies listed.

Board and Staff

Board members representing the private sector are good sources for obtaining volunteers, particularly when those Board members serve as representatives of local businessmen's groups, trade unions, fraternal and civic associations, women's clubs and churches.

CAA directors may serve on the boards of other community organizations. In Little Rock, Arkansas (The Economic Opportunity Agency of Pulaski County, Inc.), for example, the CAA director is chairman of the Chamber of Commerce orientation committee. He is also brought into frequent contact with representatives of other organizations, including professional and union groups, and is able to elicit volunteer support from them.

Directors of Volunteer Service

Many CAAs use Directors of Volunteer Services, either on a

paid staff or on a volunteer basis. The function of these Directors is to recruit, train, place and evaluate volunteer activity.

In the newspaper series mentioned above (*Newsday* on Long Island) the CAA Director of Volunteer Services was listed as the contact person for one of the articles in the series—a multi-page article on the role played by volunteers, the types of volunteers sought by the CAA and ways in which they might serve. The two CAAs on Long Island, Nassau and Suffolk County CAAs, have had notable success in recruiting professors from the several universities, students, members of civic associations, accountants, physicists from Brookhaven Laboratories (atomic energy) and engineers from the research and development “space-age” industries.

High Schools and Colleges

Some suburban high schools are organizing groups of students who will serve as volunteers, either in their own communities or in central cities. In Montgomery County, Maryland, a group of college and high school students was formed by several returned Peace Corps volunteers to work, initially in a tutoring and enrichment program on a one-to-one basis, with children in the inner city. The young volunteers have since turned their attention to the poverty pockets in their own wealthy suburban community. Although they are attracted to the program without special skills, they frequently become quite expert in construction, community contact and working with children. Thanks to careful direction from CAA and delegate agency staff, no friction has arisen between assigned target area workers and volunteers. The job for each is clearly defined. Volunteers mainly serve in program capacities and do not become involved in the administration and operation of the agencies to which they volunteer their services.

Rural

Organizational sources of skilled volunteers in rural areas are often limited. However, rural CAAs across the country report great success in attracting the time and skills of individuals

for program purposes. Carpenters build cabinets, shelves and whole rooms in rural service centers. Teachers tutor when they are not in class. Doctors offer their services at well-baby clinics and church members volunteer to assist the doctors in record-keeping and amusing small brothers and sisters.

In Rock Hill, South Carolina, a four-county CAA, (Carolina Community Actions), each of the four county coordinators made contact with local newspapers and radio stations which provided advertising space and spot announcement time about the CCA's need for used clothing. Churches and civic clubs were contacted and CAA Board members helped to organize volunteers who collected clothes in their communities. Eight clothing banks are now located in each of the four county coordinators' offices, Head Start centers and local churches, and are operated by approximately 25 volunteers who donate a minimum of two hours per week. Transportation is provided also on a volunteer basis to families who would otherwise not be able to get to the clothing banks. The entire clothing bank program is operated at *no* cost to the CAA. The CAA hopes eventually to see the clothing banks taken over entirely by volunteer groups. One is presently being run by a local church in a rent free office. Church members completely run the store, mend and clean the garments donated. In this rural community, the clothing bank activity has been well received.

In Bath, Maine (Merrymeeting Community Action) the CAA director, in response to a request from a low income resident, contacted a number of local businessmen who agreed to establish a volunteer screening committee to develop a project based on the National Big Brothers program. The committee has also developed a training program for volunteers who will participate as Big Brothers in the program. The CAA assists by providing background information and meeting space for the screening committee.

This CAA has also been successful in making a former home for the elderly into a Day Care Center, through the efforts of volunteers. The CAA includes a city within its boundaries, so it

has been able to contact some established groups, primarily churches, in that city. Each group, including, besides the churches, the League of Women Voters, the American Association of University Women and a college fraternity, has undertaken the redoing of a room in the Center. Individuals, including one CAA board member and some friends, have also redone a room.

VITA

There will shortly be a new source of skilled volunteers available. OEO has signed a contract with VITA (Volunteers for International Technical Assistance), to provide voluntary private technical consultant services to public and private poverty programs. Funds provided under the contract will cover staff and office expenses and travel costs for volunteer specialists. Headquarters for VITA is in Schenectady, New York. Several chapters of the organization, which has approximately 6,000 volunteers, are located throughout the country. Further information on the VITA contract is attached as Appendix B.

HOW TO TRAIN VOLUNTEERS

Volunteers will frequently need orientation and training in community action, its mission and objectives, and its emphasis on working with poor people. Plans should be made to provide orientation and training, possibly through workshops and conferences. In Lawrence, Massachusetts, Commonwealth Service Corps volunteers (participants in a program developed and operated by the Massachusetts State Economic Opportunity Office) are trained in these ways before they begin working with neighborhood groups. Sensitivity training and training in race relations, community cultures and community problems may also be valuable.

If skilled volunteers are assisting CAAs in specific tasks directly related to their skills and are expected to be assisting the CAA for a brief period of time, it may not be necessary to set time aside to train them in the goals and concepts of community action. This is particularly true if the volunteers are working

directly with CAA staff. However, they should at least be provided with materials contained in the orientation kit discussed below.

If, however, skilled volunteers are working with target area residents and/or are planning to be volunteering on a consistent, long-term basis, some form of training will heighten their usefulness to the community action program and increase their commitment and enthusiasm. The benefits of this increased commitment and enthusiasm will be felt throughout the non-poor community, as the volunteer relates his experience and satisfaction to others. This will, in turn, increase receptivity to community action goals and increase the supply of volunteer resources.

Training may take a number of forms. A number of CAAs use their newsletters (available to both target area groups and community leaders) to dramatize their objectives and the problems of their communities. Assistance in developing newsletters is available in a number of State Economic Opportunity Offices and CAAs are urged to make contact with their SEOs and to seek such assistance. Placement of existing and potential volunteers on a local newsletter mailing list will assure a continual and gradual understanding of community action mission and goals.

Orientation

Similarly, it may be productive for CAAs and their communities to develop an orientation kit composed of some of the following:

1. Locally compiled statements of objectives, goals and strategies of the local community action program. (One CAA recently attached such a statement to its MIS quarterly narrative report).
2. Lists of staff members, board representatives and community organizations which deal either directly or indirectly with the CAA.
3. A description of the particular activity in which the volunteer will participate, including the types of individuals who will be

reached, the time and place of the program or activity, the name of the staff or volunteer person who is in charge of the activity, etc.

4. Locally compiled information on target areas, their residents, problems, community leaders, etc.
5. Statement of CAP Mission and Objectives.
6. OEO/CAP Policy issuances relating to resident participation, standards, etc.

Local CAAs will be able to add to, or subtract from this list as they wish. What is most important is assuring that volunteers enter into their activities with some briefing and some sense of their responsibilities. If the kits are attractively assembled (they are frequently informal—manila folders with identification printed with magic markers), and if the name of the volunteer is affixed, they can be used to establish the volunteer's quick identification with the program. (See Appendix D for examples of materials.)

Other Training Methods

Other forms of training are also extremely useful. A number of large cities have begun to hold regular "sensitivity training sessions" for volunteers as well as staff and board members. These very frank, open and often informal meetings permit participants to explore their own reasons for becoming involved in community action activities and their feelings toward other members of the group and toward the target population they hope to serve. Resources for these sessions may exist in local colleges and universities, training groups established by private civil rights and community organization agencies and OEO-funded training centers. These sessions should always be under the professional guidance of people familiar with the technique of sensitivity training.

Some labor and business groups will provide training for boards and neighborhood groups upon request. One particularly successful source of community action oriented trainers has been the University of West Virginia which has for several years

trained labor union representatives who are members of community action agency boards in their Labor Leadership Training Course. The labor union representatives have, in turn, assisted CAAs in training residents of target areas and communities in the Ohio and Mississippi River Valley areas and in training board members, poor and non-poor, in the principles of community action.

Some local Chambers of Commerce schedule seminars on Community problems and programs as a part of the national Chamber of Commerce Forward Thrust program. (This program outlines ways in which communities can form broadly-based community task forces to set priorities on common problems and plan for action programs.) If the CAA has an existing relationship with the Chamber of Commerce or its counterpart, or if it can build one, it may be able to suggest that seminars be adapted to community action concerns and training may be structured through the seminars or similar meetings.

SUMMARY

As the Community Action Program increases and expands its activity in local communities, it will generate additional demands for funding and people resources. This guidance, has focused on ways in which those additional demands can be met by the services of volunteers, particularly skilled volunteers.

As this guidance has pointed out, use of volunteers by CAAs permits development of two-way communication and relationships between CAA staff members, board members, poor and non-poor community residents. Benefits accrue to all participants in these relationships to the degree that the activities provided for their development also are planned and carefully carried out. There can be no doubt that interest in volunteerism is increasing. There can also be no doubt that successful volunteerism is difficult to achieve. However, CAAs *have* achieved it across the country. Those CAAs which have not yet attempted to use volunteers may wish to begin doing so as a result of the success of others. The benefits to the Community Action Program across the nation can be very great indeed.

REVELLE FOR VOLUNTEERS†

By Elinor Wolf*

The 1960's might be christened the decade of the volunteer. Once the preserve of the avant-garde, volunteer movements now draw housewives, executives, senior citizens, college youths, and even high school students who want to give time and energy to community service. Many of these volunteers are discovering that helping in the schools—especially understaffed, crowded urban schools—is a deeply rewarding experience.

In these schools volunteers can release the teacher to perform her main task—teaching. They can take attendance, watch the lunchroom, staff libraries, and check children's health. They can add their special talents to school enrichment programs and tutor children who need extra help. They can bring freshness and enthusiasm to schools where both staff and students are often tired and discouraged.

But sometimes enthusiasm—although vital—is not enough. In the past few years literally thousands of school volunteer projects have sprung up across the country. Most are sponsored by various local organizations—community action and religious groups, settlement houses, PTA's, and college societies. Very often, there is no coordination between volunteer programs that are sponsored by different organizations in the same city. As a result their services may actually duplicate one another: three different organizations might offer tutoring in reading, but nothing in math, for example. Some of these independent programs are short-lived and sporadic. Most do not have the resources to train volunteers adequately.

Another danger, especially with tutoring programs, is that the volunteer may not be placed where she will do the greatest good. Unless the child is referred by his teacher, the tutor can't be sure that this particular child needs extra help more than his classmates. Ideally, all volunteers should be in close contact with

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school staff to make certain that they're doing the things that are most needed. But this relationship is not easy to achieve because educators often do not relish the assumption of responsibility for an additional program or welcome the thought of nonprofessionals looking over their shoulders. Indeed, some principals and teachers still refuse to have anything to do with volunteers.

One way to help avoid many of these problems is to establish a single, coordinated volunteer program for the entire city school system. Even in spontaneous activity like volunteer work, there is a need for an organization man—someone who recruits hundreds or thousands of volunteers, sees that they are trained, and places them where they are needed. With good organization and direction a volunteer program can flourish even where schools are unfriendly, especially if the volunteers make it clear that they want to cooperate with the school officials.

The Boston, Mass., School Volunteer project is a case in point. The driving force behind this program is Edna Koretsky, an active worker in community and State education associations for many years. Although other groups had tried and failed to establish a large-scale volunteer program—partly because the schools were not responsive—Mrs. Koretsky felt that a well-planned, efficient effort might win the school administration's approval.

In 1965 Mrs. Koretsky rounded up a small group of volunteers and started looking for a "port of entry" into the school system. At the time, Boston's compensatory education program was under strong attack from the community, and the schools were reluctant to admit outsiders. However, some school officials were eventually convinced that the volunteers just wanted to come into the schools and help in as many ways as possible; they were not there to criticize.

As a trial step 28 volunteers were invited to come regularly to six Boston schools. At first their duties were restricted to non-professional chores like collecting milk money. But within a few weeks the school staffs began asking the volunteers to do individ-

ual work with pupils—to tutor non-English speakers, slow readers, and poor math students. As Mrs. Koretsky and her staff continued to seek out interested administrators—and as the volunteers proved their worth in action—more principals were inclined to give them a try. This fall 72 Boston schools have asked Mrs. Koretsky for 800 volunteers. Many of these schools are located in the central city.

In directing the School Volunteer project, Mrs. Koretsky and her staff plan new programs, establish overall standards for volunteers, do recruiting, place new candidates, and help fill vacancies. Their recruiting message is heard in TV spots and at afternoon teas. They also keep in close touch with the board of education, school principals, and volunteers to make sure the program is working out well for all concerned. Each school has its own chairman of volunteers who coordinates activities there; larger schools may have several chairmen.

This kind of efficient, organized volunteer program offers a real carrot to the principal: He knows that his school can have volunteer services without having to do the work of administering the program. He may have to find space for tutors and provide some training for both volunteers and the teachers who supervise them, but that's about all. Problems that arise concerning the volunteers can usually be handled within the volunteer organization: If a volunteer doesn't work out, the director will find a new place for her and do it discreetly, without a fuss.

Boston schoolmen were won over to the program in part because they knew they could trust the volunteers. Each recruit attends an orientation session where the program's central staff makes it clear that the volunteer's job is to help the students. It is not to spy, criticize, or otherwise interfere with the school. The volunteer must be reliable, spending an average of two to four hours per week at school. Candidates who refuse to work within these boundaries are screened out of the program.

The Boston volunteers who tutor also keep in touch with their charges' teachers. Most of the tutoring is done on the school

grounds; a tutor takes her tutee to a separate room (or wherever space can be found, including hallways) and gives him individual instruction for about 40 minutes. Then the child returns to regular classes. Teachers or subject area specialists supervise the volunteer's work, although she usually has considerable choice of the materials and methods she will try.

In organizing her program Mrs. Koretsky cooperated with the National School Volunteer Program (NSVP), a private, non-profit organization in New York City which offers advice and information to cities that want to start school volunteer programs. New York City's Public Education Association, a group of citizens interested in education, organized a prototype volunteer program for New York City in 1956; by 1964 their efforts had proved so successful that the Ford Foundation gave them funds to found NSVP and stimulate volunteer programs in other major American cities.

Since then school volunteer programs based on the New York City model have taken root in 17 large urban centers and in numerous smaller cities. Most of these programs—especially those in smaller cities—started out with support from private sources. Once they were working smoothly, many were incorporated into the local school hierarchy and financed largely by the board of education—a tribute to their success. As a part of a school system, some volunteer activities are eligible for support under the Elementary and Secondary Education Act of 1965; funds may be used to hire program staff, train volunteers, and purchase materials.

NSVP suggests that school volunteer programs be "feasibly connected" with the local board of education. This relationship not only benefits children by helping guarantee cooperation between the volunteers and the school system, it improves chances that the volunteer program will get funds from the school budget. Although NSVP recommends general guidelines for setting up programs, each city has been free to work out its own relationships among the volunteer organizations, the board of education, and participating schools. The Boston program is at one extreme:

The volunteer activity is sponsored by a private citizens' organization, the Council for Public Schools, Inc. It has always been independent of the public school system, although a small part of its budget comes from the board of education.

The Detroit, Mich., program illustrates the great value of having volunteers attached to the public school system. The Department of School Volunteers in Detroit is a branch of the school administration, and its director is a school employee. Since the volunteer activity grew up with the full backing of the school system, the board of education, and Detroit's professional teachers associations, there was never any conflict between volunteers and the "education establishment."

For the past three years Aileen Selick, the program's director, has made sure this unobtrusive cooperation continues, not only between schools and volunteers, but also with students and the communities where target schools are located. Like other school volunteer directors who follow NSVP guidelines, Mrs. Selick sends helpers only where they are wanted—to principals and teachers who have specifically requested their services. After volunteers are assigned to a school, Mrs. Selick explains their mission to the principal, the teachers, and then to everyone else at the school—secretaries, lunchroom staff, custodians, and even the engineers who must find parking space for them. Parent groups and other members of the community are also invited to talk with the volunteers. This public-relations-conscious approach has paid off: Since 1964 the number of volunteers in the Detroit program has grown from 116 to 3,000.

Other programs that follow the NSVP model have been established in a variety of ways, wherever local interest could be found. In San Diego the volunteers were organized through the Urban League in cooperation with area colleges. In Seattle the impetus was an enthusiastic principal who attended an NSVP workshop and came away convinced that his city should have a volunteer program.

Along with its consulting services NSVP provides materials and bibliographies for volunteers. There are booklets on tutoring

in specific subjects, on forming volunteer library brigades, and on relating to inner-city children and their parents. NSVP also provides information about other volunteer projects throughout the country, a much-needed service in a field where most independent efforts are small and little known.

Such information is extremely helpful to volunteers, a great many of whom are suburban matrons with little experience in the problems of inner-city schools. The volunteer programs offer recruits some training—usually about eight hours, although tutors often receive still more instruction from experts at the schools or nearby colleges. Most volunteer programs also carry on some sort of inservice training throughout the school year.

Another major source of school volunteers is college students, most of whom tutor. The National Student Association estimates that about a quarter-million collegiate volunteers are helping schoolchildren this fall. A number of colleges have seen fit to give their students formal credit for their off-campus tutoring activities. Baltimore area colleges, for example, count tutoring as field work for courses in education, psychology, and sociology.

Even high school students are getting into tutoring. In fact, many 11th and 12th graders have shown a rare ability to relate to youngsters who seek something with which they can identify in school. In Detroit, student clubs and honor societies have offered their members' services for tutoring. Some of the youthful tutors come from suburbia and from private schools as well.

Adult male volunteers are much sought after by the school volunteer programs, although to date the effort has not been universally successful. However, in Philadelphia and Boston, "released time" has been given by large corporations so their executives may tutor or enrich school programs. About 100 successful business and professional men are finding time to counsel junior high students in Philadelphia. If executives are sometimes too busy to volunteer, recruiters may have better luck convincing senior citizens to help. In Chicago retired doctors and businessmen tutor in science and math, and in Detroit several

retired members of the United Auto Workers Union have been trained to help social workers give therapy to schoolchildren.

Most volunteer programs are now making a determined effort to recruit more inner-city parents for volunteer work. Sometimes this is not an easy task, despite the fact that many parents want to do all they can to improve their children's schools. It is difficult to convince some of the parents that school volunteers don't need a Ph.D. or B.A. to be valuable, that they just have to care about children. Working parents must squeeze volunteer activities around a full-time job; and for many inner-city residents, carfare to and from school and babysitter fees while doing volunteer work can be a real hardship. Some of these expenses can now be reimbursed with funds under title I ESEA.

When neighborhood parents can be encouraged to volunteer they are invaluable as helpers and as a bridge linking the school and the community. They help break down the wall of isolation, the separateness from the community which has developed in urban public school systems. In addition, volunteer experience sometimes leads to paid jobs at the school. One supervisor commented, "When we lose a volunteer, the schools usually gain a teacher or a teacher aide." The middle-class volunteer who leaves the school often does so to continue her own education. In general the dropout rate is extremely low in organized volunteer programs.

No matter what the source of volunteers, an organized program is most likely to make their experiences truly worthwhile simply because it stands the best chance of survival. It has been proved that regardless of age group, social background, or religion, volunteers can work side by side to help overcome the problems of the schools. All it takes is a board of education, a volunteer organization, and some schools that are interested—and an organization man who will help them get together.

GUIDES FOR IMPLEMENTATION OF REGULATIONS RELATING TO THE TRAINING AND EFFECTIVE USE OF SUBPROFESSIONAL STAFF AS COMMUNITY SERVICE AIDES AND OF VOLUNTEERS*

I. *Purpose and Potential of the Legislation*

The 1967 Federal legislation concerning the training and effective use of subprofessional staff as community service aides and of volunteers provides a means for public welfare agencies and certain programs in health, education, and rehabilitation agencies to expand and improve the range and quality of their services, to make them more immediately responsive to changing needs in the community, and to fulfill their goals of service to people.

The legislation is a direct and forward looking response to several separate but closely related needs in our social and economic situation. These include the critical shortage of manpower resulting from the rapid expansion of service programs in health, rehabilitation, and social welfare, essential to the common good; the importance of providing means of entry into productive employment and of opening the potential for rewarding careers to large numbers of people now outside the labor market; and the needs of the nation for a strong labor force. The legislation is also a response to the recognized need which exists in this country for increasing mutual respect and understanding and for improving communication among all groups of people in the community who are too often isolated from one another. It provides a means for those who have never experienced poverty to increase their knowledge of people with low income—their living con-

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ditions, their problems, their strengths and their aspirations. Equally it provides opportunity for those with little income to participate in community service, to present effectively their needs and aspirations in policy making groups and for all citizens to affect the environment in which they live.

Implementation of the legislation in a way that fulfills its intent calls for imaginative and innovative approaches to program planning, and development and service delivery, with an accompanying impact on organizational structures and staffing patterns. Its intent is to utilize in a voluntary and employed capacity the ideas, the energies and the competency of the whole community. This legislation presents both a challenge to agencies and a unique opportunity to further their service goals.

The material that follows on considerations and methods related to implementation of the amendments on the training and effective use of subprofessional staff and of volunteers is offered to provide States with the necessary framework to develop or expand their plans and programs of service and training in accordance with Federal regulations.

II. *Legal Base*

Public Law 90-248 generally known as the "Social Security Amendments of 1967" requires that State plans be amended no later than July 1, 1969, to provide for the training and effective use of paid subprofessional staff as community service aides with particular emphasis on the full-time or part-time employment of persons of low income, and in certain of the titles, of recipients of assistance in the administration of the plan, and for the use of non-paid or partially paid volunteers in the provision of services and in assisting advisory committees established by the agency administering the plan.

The new requirements appear in Title I, Section 2 (a) (5) (B); Title IV, Sections 402(a) (5) (B) and 422(a); Title V, Section 505(a) (3) (B); Title X, Section 1002(a)

(5) (B) ; Title XIV, Section 1402 (a) (5) (B) ; Title XVI, Section 1602 (a) (5) (B) ; and Title XIX, Section 1902 (a) (4) (B) of the Social Security Act as amended by Public Law 90-248, in reference to the training and effective use of sub-professional staff as community service aides with particular emphasis on persons of low income and of recipients of assistance, and of volunteers in State and local agencies administering certain of the programs authorized by the Act. This legislation gives the young and the old, the comfortable and the needy, the opportunity for meaningful citizen participation in all the programs administered within the Social and Rehabilitation Service. It mandates all agencies participating in the program to provide this opportunity. The major target group for employment as subprofessional staff has been clearly identified as recipients of assistance and other persons of low income. Volunteers are to be drawn from persons of low income as well as the more affluent.

III. Objectives

- A. The addition of volunteers and subprofessional staff to the range of personnel engaged in service programs for which the Social and Rehabilitation Service carries responsibility:
 1. Adds new dimensions, qualitatively and quantitatively, to the services heretofore available and makes them more immediately responsive to changing community needs and aspirations.
 2. Makes possible the development of new services.
 3. Serves to utilize all manpower available at their maximum levels of competence and most economically in the use of their skills and time.
 4. Provides opportunities for persons in all segments of the community, particularly those most affected by the program, to participate in formulating policies and in providing services which respond to the expressed needs of persons served and which supplement the basic

agency program of services required by statute.

B. The purposes specific to subprofessional services are to:

1. Open opportunity by providing jobs, full-time or part-time, for persons of low income.
2. Allow entry into jobs which provide a satisfying work experience of persons with relatively little formal education and allow advancement according to the abilities and interests of the individual that is not dependent exclusively on formal training financed by the individual.
3. Benefit the individual personally as he gains new dignity and a heightened self-image through employment, as an expected corollary to the useful service he renders.
4. Allow opportunities for individual development and permit advancement to duties of greater challenge and greater responsibility with commensurate increases in pay.

C. The purposes specific to volunteer service are to:

1. Build into the program of each agency—State and local—the personal concern of the community which the volunteer from all sectors represents most effectively.
2. Provide additional opportunities for participation in community life.
3. Increase the public's knowledge and understanding of health and welfare programs, their potential contribution and their limitations.
4. Offer exposure to an occupational field as an opportunity for career testing.

IV. *Implementation Considerations*

In order to offer a full range of services to individuals and groups and to function as an effective force in improving the community, as well as to implement the regulations on the

training and effective use of subprofessional staff and volunteers, health, rehabilitation, and welfare agencies will need to make use of a balanced complement of staff-employed and volunteer in the planning, administration and delivery of health, social and rehabilitation services. It becomes the responsibility of agency to recruit, select, and train for both these types of personnel—paid and volunteer—in order to insure their availability. In those areas where language is a problem the selection of paid and volunteer staff will need to include individuals who are bilingual.

It is essential therefore that planning for this cadre of manpower be initiated or expanded immediately in the States if a plan is to be in operation by July 1, 1969, that will carry out the intent of the legislation.

A. The complement of employed staff will need to include personnel (and where necessary, bilingual) with advanced post baccalaureate education in professional schools in their respective disciplines, personnel at the baccalaureate level with content relevant to type of position, technicians trained at the community college level, aides and assistants trained for specific tasks in vocational high school and adult education programs, as well as a variety of supporting service personnel for whom there are no educational requirements at point of entry.

The necessary steps in implementation include:

1. Analyzing existing and projected services in order to define duties which permit employment of subprofessional staff as community service aides and which will utilize maximum numbers of persons of low income and recipients of assistance including youths, young and mature adults, older persons, and the physically and mentally disabled.
2. Determining the kind and level of knowledge, skill, and ability required for each job class specification.
3. Establishing a job structure with a clear description of the responsibilities and duties of each particular job,

the career ladder, the salary range, retirement, leave, and other fringe benefits, working conditions and professional prerequisites. Salary ranges should be commensurate with the scope, responsibility, and complexity of the positions as well as the qualifications required of an incumbent. Salary ranges should be equitable in establishing similar pay for substantially similar work and fair in relation to prevailing salary levels both in commerce and industry and in related social service organizations locally and nationally. The salary fixed for the entry level position should be, in any event, above the poverty level. Corresponding adjustments in the ranges for other positions will be required. There is need for a logical relationship between the salary ranges of the various positions from the entry position up to and including that of the director of the agency. There should be an increment plan based on competence and performance as well as length of service, with the number of steps and amount of increments specified within the salary range of each position. The amount of money available to an agency for salaries in a given year determines the number of positions to be filled and directly the amount and kinds of service the community can expect to receive through that agency. It should not determine the level of compensation for its staff members. In the face of realistic budget limitations the executive of the agency with the participation of advisory committees and staff, will need to determine priorities among these several types of staff to assure a balanced complement of staff—professional, technical, subprofessional—even if the total number is restricted.

4. Establishing cooperative working relationships and contracting with State and local educational systems to develop curricula and to prepare persons for employment in the several classifications including vocational

education in high school and adult education programs, community/junior colleges, undergraduate colleges, graduate professional schools in the several disciplines involved; and with community agencies with experience in training subprofessionals.

5. Developing and providing budget support for both induction and in-service training, and educational leave programs that will enable the agency to provide education necessary for career development for sub-professional staff employed in the agency.
6. Planning and providing budget support for an extensive in-service training program for the whole staff to prepare them to participate in the provision of the new types of services and to facilitate the reorganization of the service delivery system. Intensive preparation will be needed particularly for the professional and technical staff who will be working with or supervising the community service aides.
7. Establishing recruitment methods to secure candidates through a survey of the persons served by the agency and by publicizing the program through channels such as other community based public and voluntary agencies that will reach persons of low income not in communication with the agency; using a wide variety of neighborhood contacts including those available through employment, social, civic, and recreational organizations, and educational institutions.
8. Establishing selection methods which will recruit persons of low income with undeveloped potential for employment, and ensure optimum placement of candidates. A variety of assessment methods should be used in combination, including such devices as the use of interview panels, having members familiar with the type of community or agency to be served, oral tests of ability to follow directions, standard work samples, and literacy

or other types of tests as appropriate to the duties and training to be mastered.

9. Assuring that general provisions such as those relating to a single State agency, fair hearings and grievance machinery, the safeguarding of information, protection of civil rights, are fully applicable to subprofessional community service aides.
 10. Assuring that specific provisions of the Federal standards for a merit system of personnel administration, including interpretations released on March 13, 1968 are fully applicable to subprofessional staff.
 11. Assuring administrative provision for staff development, training and educational leave provisions including employee rights to job, employee benefits, retirement, workmen's compensation are fully applicable to subprofessional staff.
 12. Revising the personnel reporting system to include information on the training and use of subprofessional staff as community service aides.
 13. Utilizing agency resources such as Work Incentive program funds, funds for services to recipients and developing plans with employment agencies, educational institutions, Office of Economic Opportunity programs for the recruitment and training of persons of low income as subprofessionals.
- B. *The corps of volunteers* will need to include persons (and where necessary bilingual) with competency in a wide range of service activities. Volunteers should be drawn from persons with a wide range of talents, skills, and knowledge to give. These may derive from life experience as well as from education and training.

Whether an agency is engaged in an interagency service program, is cooperating substantially with a private agency, or is engaged directly in its own program of delivery of social or rehabilitation services to a concentrated local neighborhood, it should encourage the use of citi-

zens in assisting any advisory committees of the agency. Volunteers assisting on advisory committees should include representatives from the population served by the agency and representatives from the larger community. The latter should include representatives from business, industry, school programs, health agencies, social service agencies and others as appropriate to the social and rehabilitation goals of the program.

The necessary steps in implementation should include:

1. Establishing specific program goals, supplementing and complementing the services provided by employed staff, that can utilize volunteers in their operation; establishing several classifications of volunteers calling for different personal qualities and skills.
2. Establishing recruitment and selection methods that will secure volunteers from all segments of the population including all income groups.
3. Developing both orientation and continuing training programs to prepare the volunteer for the provision of service and to improve the quality of service that he renders, and providing necessary supervision.
4. Developing or expanding committees advisory to the agency director and committees specific to each of the programs of the agency on which volunteers can serve and through which means they can contribute to the development of policy and program.
5. Providing for meeting the costs to volunteers of providing the services; considering—in order to encourage volunteer service from all community groups including persons of low income—practical and economical ways of avoiding cost to individual volunteers. For each of the classifications of volunteers—advisory and service—an evaluation of costs incident to their service should be made, and decision reached as to what costs

can be avoided or absorbed directly by the agency and for what costs and to what extent cash payment should be provided. A needs test should not be a qualification for payment under any circumstances.

6. Providing through agency sources for workmen's or employee compensation for injuries or disabilities occurring while providing services for the agency. When volunteers escort individuals in their own cars or use agency cars, provide for necessary insurance to protect the agency, clients, and volunteer.

V. *Administration*

To administer the necessary activities as set forth in these guides will necessitate the vigorous involvement of the program directors of each of the State agencies having responsibilities in program operational activities, as well as personnel officers, merit system officials, staff development directors and directors of research and statistics.

The Executive Director, himself, or, in larger agencies, a designated member of his immediate office staff will need to direct and coordinate the activities involved in the implementation of the regulations on use of subprofessional staff as community service aides. Representatives of each of these groups should be given responsibility for reorganizing as necessary the service delivery and staffing patterns to implement the policy.

The director of volunteers will need to coordinate his work with the personnel office, the staff development staff in the recruitment, selection and training of the volunteers and with program directors, supervisors and practitioners in the incorporation of the volunteers into the service program.