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The present editorial policy of VOLUNTEER ADMINISTRATION is to publish articles dealing with practical concerns, philosophical issues, and significant applicable research. The Journal encourages administrators of volunteer programs and volunteers themselves to write from their experience, knowledge and study of the work in which they are engaged. VOLUNTEER ADMINISTRATION is a forum for the exchange of ideas and the sharing of knowledge and information among those in the voluntary sector: administrators, board members, volunteers in social service and social action, citizen participants in the public sector, and members of voluntary organizations.

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Self-Help: Building Communities of Competence

by Sam W. Brown

Keynote address for the Annual Meetings of AVA, AVAS and AVB, October 10, 1979, San Antonio, Texas.

Thank you for the warm welcome. The theme of this conference is voluntarism in the 80's --its implications and the issues. After having attending more than a dozen conferences which have as their theme the 80's, I have come to the conclusion that what people really want to talk about is how to get away from the 70's. No one really likes the 1970's. It is a decade that most people would like to forget.

If the 1950's were like a sunny afternoon for many people to paraphrase Elizabeth Hartwick, and the 60's a vioient summer thunderstorm thats very size drew us outside to look at it, I think most people have come to the conclusion that the 1970's were like a cold, steady drizzle--the type that makes people want to stay in bed.

I say all this because it seems to me that we really can't define the 80's until we take some measure of the 70's which began with one mass movement--the Vietnam Morotorium --- in which I participated, and ended with another, the tax revolt led by Howard Jarvis. If they were dissimlar movements with different ends and different people participating in them they nevertheless had one thing in common--a dislike, indeed what one might describe as an intense dislike, of government policy. The obvious question is what happened in between.

Sam Brown is the Director of ACTION.

There seem to me to be two different perspective about what happened in between the Moratorium and Jarvis. The first perspective is that a great deal did happen that has made it easier for people to volunteer and to participate in the shaping of public policy. Indeed, some people have argued, that more has been done in the last decade to open the system up than in any other in this century and what happened in the 70's can only be equated with the Jacksonian Era in the opening of our political process.

Blacks began to move from the margin of our society, young people were given the right to vote, women began the long process to redress the power balance between the sexes, consumers began with some effectiveness to counter corporate power, and environmentalists, once considered bird and bicycle freaks who were always on a Rocky Mountain High, could look back at the 70's as the decade in which they established their legitimacy.

A whole range of administrative and legislative processes were established to allow people to volunteer--to participate: the Freedom of Information Act, the Federal Sunshine Act, the opening up of our national political parties with the expanded use of primaries, the Federal funding of Presidential Elections, and the use of Environmental Impact statements just to name a few. All of this has led some people to conclude that people's desire to volunteer--and here I mean their active participation in public decision-making "represents a social force that will dominate our social and political life for years to come". Citizen participation has become a movement and voluntarism has a new meaning that reflects the changes that have taken place.

The other perspective is that nothing of fundamental significance really happened in the 1970's. Ralph Nader observed last October at the National Conference on Citizen Participation that of the national problems that confronted this country in 1965 none of them, in his opinion had diminished in seriousness. Except for the ending of the Vietnam War, the retirement of Richard Nixon to San Clemente, and the decrease in traffic casualties --the problems of the 60's had in fact been "exacerbated". What Ralph Nader was suggesting to his audience was that they had become so caught up with tinkering with the "complex systems" which we have created that they were ignoring the fundamental issue of who has power in our society. People had become more concerned with the means--citizen participation and how to do it--than the end--the redistribution of power in our society.

It seems that there are two conflicting trends in our society. On the one hand, we find ourselves in the very strange position of having opened the system up only to have more and more people decide that they don't want to be in it. They don't want to participate. The decline in voter participation is tangible evidence that more and more people are taking a walk--close to 70 million people in terms of the last Presidential election. That is an extraordinary figure.

On the other hand, I think all of us can agree that more citizens than ever are taking an active role and voluntary role in shaping our society. If the 60's was the decade of mass movements and large scale demonstrations, the 70's could be defined as the period when more people than ever committed themselves to the long term effort to bring about fundamental change of those institutional structures and processes that are denying people their dignity--whether it be improving the care given the elderly in nursing homes or fighting the rate hike by a public utility that people believe to be unwarranted.

Voluntarism as it was defined in the early 1970's has changed in terms of who volunteers, how they volunteer and why they volunteer. Voluntarism is no longer just a women's second occupation--40% of all volunteers are men. People increasingly volunteer by joining "self-help" groups and people seem to be volunteering because they perceive that it is in their own long term interest to do so. Voluntarism is now a two way street. For some people voluntarism has become part of the career ladder. For others, voluntarism has become a way to protect themselves against what is considered the corrosive power of government.

So what are we to make of all this?

Obviously, the "flight from politics" is injurious to our society, and in the short term I think more and more people will volunteer to opt out of the political process. That seem's to me to be incredibly bad. No democratic society can endure for long when people withdraw their support from it and that is what people essentially are doing by not voting.

The common explanation for this withdrawal from politics is the decline of the political parties. That's obviously a major factor. But I would suggest that on a deeper level there are other reasons why the political mood of the country is what it is today. I would go so far to say that we live at the "edge of history" in a period of fundamental political transition. Let me cite three reasons.

First, for over forty years, ever since the New Deal, the Federal government has been creating programs in response to emergencies, perceived needs, and our continued efforts to make our society more equitable. They were needed, and to a large extent successful. But, bit by bit, the accumulative effect of these programs has been to strip away from individuals that sure sense that by their participation in them they will have control over their own destiny. People have come to believe that their very sense of self-hood--their identity as individuals and citizens has been taken away from them.

The recognition that the fundamental way we have been doing business at best doesn't work the way it's supposed to and at worst can actually strip people of their dignity has made us all uncertain about what to do. I don't think it is an accident that the Congress has really not passed any major piece of social legislation in the last two years. Congress reflects the doubts we all have.

Second, for many people the solution to this sense of helplessness has been to attack every progressive program established by the Federal government. Anything Federal is by definition bad. The cry has been taken up all across the country and especially here in the West--no Federal controls.

A third reason for the turmoil which exists, and which has led many people to flee away from the realities of politics is simply this: the energy crisis has brought Americans to the edge of an abyss and when they looked over it they have seen that our highway and highrise culture is at best dependent on outside forces such as OPEC and at worst in danger of collapsing. For many Americans that is difficult to accept. It has been made even more difficult by their recognition that we are dependent on nations, largely non-white and non-western, that have been considered in the past oureconomic if not cultural inferiors.

All these forces are at play in our society. It is little wonder why then people have thrown up their hands and withdrawn to Monday Night Football and Howard Cosell.

On the other hand, there is a countervailing positive force that is underway in the effort by those people who are committed to changing our society for the better through "self-help" groups. In a sense, the countless millions of Americans who are involved in voluntary "self-help" groups are attempting to redefine-- to strike a new balance-- between what the individual citizen can do and often do better and what the government should do and must do to protect the integrity of the individual.

Christopher Lasch, the cultural historian, has gone so far as to suggest that the "withdrawal from politics" and the emergence of "self-help" groups which are committed to building "communities of competence at the local level" is the beginning of a general political movement against what he describes as the "new paternalism" of the managerial and bureacratic elite of our society. In doing so Lasch seems to be echoing Aldous Huxley, who wrote in 1946 in the preface to his book, Brave New World, that "only a large scale popular movement toward decentralization and self-help can arrest the present tendency toward statism."

It seems to me that the self-help volunteer movement does reflect a new attitude. Competitive individualism, the traditional ideology of our society, seems to be giving way to what some political thinkers call "communitarianism". A conflict is taking place between those who espouse communal values--sharing, caring, neighborliness, the interdependence of all of us, the common humanity of all of us---and our traditional ethos which has all of us believing that we should be more like John Wayne. Whether this communtarianism is the beginning of a fundamental transformation of our politics as Lasch has suggested is something none of us will be able to discern till we come back together at the end of the 1980's to talk about the 1990's.

And if there is an issue that will define the true measure of the "self-help" movement in the 1980's and determine whether it is to have a lasting effect on our society it seems to me that it will be how we come to terms with the energy crisis. There is a growing recognition, from the experts at the Harvard Business School on down, that a solar/conservation policy is the most clear, direct and efficient way for America to meet the energy crisis. Such a policy is by its nature decentralized and requires a great deal of self-help on the part people in their communities.

Those communities that have succeeded in devising a way to meet their own energy needs like Davis, California and Portland, Oregon are those communities that did not wait for the federal government to put its own energy policy together. They helped themselves.

The self-help volunteer movement does reflect that fact that people want to accept responsibility for their own lives. If it has a slogan probably the most appropriate one is that seen on a storefront in Oregon-- "Together, we can do it ourselves". Though small in numbers the government programs like ACTION's which focus on the use of volunteers can help to breakdown the bureaucratic and social barriers which make people fearful, dependent, and unwilling to reach out to help others.

I believe that people can become self-reliant if we are willing to discard the old assumption that we must be totally dependent on the government or large corporations for the opportunity to work. We can build our communities from the bottom up. Neighborhoods can become as important as downtown skyscrapers. Co-ops can become as important to the economic well-being of our communities as banks. Preventive health can replace curative treatment as the way to stay healthy. Neighborhood justice centers can become as important as lawyers. Economic development which stresses equity for all can replace economic growth for the few. Self-reliance can replace dependency. Self-help can replace welfare. A politics of values can replace a politics of interest.

So it seems to me that what we are about, in a larger sense, has less to do with making sure that the federal government is just open to voluntarism and much more to do with creating a society in which sharing, caring, neighborliness, equity and self-reliance are the core values both here at home and abroad. Those of us at ACTION, our volunteers in the Peace Corps, in VISTA, and in our older American programs are committed to that larger goal.

Communities do not grow overnight. Communities do not spring up because government officials, like myself, say they must. They develop only if there are people concerned about shared values--which can be the bedrock for building a loving national community.

This conference has as its focus a new strategy for the 1980's. It also, I think, celebrates the human spirit and your determination as volunteers and friends to break down the barriers of greed, fear, injustice, and cynicism that prevents America from living up to the dreams we have for it.

Tax Deductions for Volunteers

A number of tax benefits are available for volunteers under the general charitable contribution deduction of the Internal Revenue Code. The Internal Revenue Service explains this by noting that volunteers can deduct "unreimbursed expenditures made incident to rendition of services to a qualifying organization." Translated, that means that a volunteer may deduct out-of-pocket expenses incurred when doing volunteer work for certain groups approved by the Internal Revenue Service.

Qualifying organizations include, but are not limited to: units of government; organizations formed for scientific, literary, or educational purposes; charitable groups; organizations for the prevention of cruelty to animals; organizations for national or international sports competition; and certain veterans groups. The organization must have prior approval as a qualifying organization from the IRS. If in doubt, ask for proof of tax-deductible status.

The following are representative types of expenditures that volunteers may wish to deduct:

-*direct gifts of money to an organization*

-*automobile mileage and expenses*

-*bus and cab transportation expenses*

-*parking and tolls*

-*special uniforms*

-*telephone bills*

-*entertainment and meals given to others*

-*costs of meals and lodging, if away overnight*

-*travel expenses above per diem allowance*

-*tickets to charity benefits, above intrinsic value*

The following may not be deducted:

-*value of volunteer time donated*

-*dependent care expenses*

-*your own meals (unless away overnight)*

-*your own entertainment*

Automobile-related exenses may be deducted either at an 8¢ per mile standard rate or an actual expenses basis.

The "out-of-pocket" requirement eliminates from deduction any amount that is to the direct benefit of the taxpayer (or the taxpayer's family) rather than to the organization. Thus, for example, most meals and entertainment are excluded.

Items for which a volunteer receives reimbursement may be deducted only to the extent that actual expense exceeds the amount of compensation.

In general, the following requirements apply to the above deductions:

1. Must be amount actually paid during the taxable year, not just a pledge.
2. Must be made to a qualifying organization.
3. Must be actual out-of-pocket amount: if banquet ticket is bought, deduction is the amount in excess of the actual value of the meal.

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4. Must be recorded: volunteer should know name of organization to which contribution is being made; amount and date of each contribution; and method of valuing in-kind gifts.

5. Where possible, especially for large gifts, a statement of donation should be obtained from the donee organization.

For the more common out-of-pocket expenses, such as transportation costs and meals, voluntary organizations can assist recordkeeping by providing forms listing date, amount, and beneficiary of the expenses.

Remember that the above deductions, as with all charitable contributions can be directly taken only by those who itemize their deductions, and not by those who elect to take the standard deduction. If the Fisher-Conable proposal (HR1785) passes, these deductions would be extended to all taxpayers.

A complete description of federal tax deductions for volunteers can be obtained from your local IRS office. Ask for Publication #526, "Income Tax Deduction for Contributions."

Be It Resolved

by Kenneth F. Lewis

The Directors of Volunteer Services (DOVS) of Palm Beach County, Florida, have proposed a change in the U.S. Tax Code that will, if enacted by Congress, provide for a tax credit for a broad array of volunteer services. To get the proverbial 'ball' rolling we held a meeting with Representtive Daniel A. Mica (D-Fla.) on August 17, 1979, to present him with a resolution, and supporting rationale.

Congressman Mica was quite impressed with our presentation, both because of its purpose and because, as he put it, rarely has he received such a "succinct" proposal from a constituent group. He commented that if associations such as ours throughout the U.S. were to hold similar meetings with their representatives and senators, the recommended tax credit would receive greater attention. We couldn't agree more!

The DOVS recognizes that there have been numerous tax benefit plans introduced in both the House and Senate. We believe that what we are proposing is the most equitable and all-inclusive offering to date.

WHY A CREDIT?

The resolution proposes a credit, rather than a deduction, for one primary reason. Ostensibly, a tax credit could benefit a larger number of people. The itemizing of deductions is a laborious process that people in higher income brackets tend to use more often than those in the lower income strata. Many people simply don't have enough allowable deductions to claim anything but the standard deduction. A credit would allow more people to take advantage of this new form of charitable contribution. (In order to simplify matters, the IRS could possibly even add this type of credit claim to the Standard Form 1040 so as to speed the filing of returns.)

ON THE NEGATIVE SIDE

The spirit of volunteerism would be undermined, if a tax credit for voluntary service were to be instituted. Also, such a credit would open the door for governmental intrusions, leading to overbearing regulatory practices. Some agencies and organizations would be excluded from the benefits of such tax credit legislation, which would then lead to a siphoning off of volunteers by agencies whose volunteers do qualify.

ON THE POSITIVE SIDE

With respect to a tax credit being contrary to the spirit of volunteerism, it should be remembered that the credit, as proposed, would likely serve only as a means to equate the work done by volunteers with other charitable contributions. The real value of the work and the accrued personal satisfaction would hardly be compensated for, or directly affected by, such a credit. In regard to governmental encroachment, it is hoped that regulations will be kept to a minimum. The spectre of a maze of regulations is not at all comforting.

However, there doesn't seem to be any prima facie justification for instituting new

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regulatory practices in order to implement the proposed credit. For an agency or organization to have its volunteers qualify for the credit it could simply institute a procedure, which many already use, for a daily logging of each volunteer's hours of service. The log would then be signed daily by the director of volunteer services or the executive of the agency or organization. The volunteer would also sign the log, and could, in addition to the hours worked, enter a summary of the work done that day. The IRS could develop a simple form that the appropriate agency representative could complete, which would verify the total hours of service the volunteer performed, with a copy going to the volunteer, to be filed with their annual income tax report. Present Internal Revenue Service practices would probably suffice to provide necessary checks.

In addition, providing tax benefits for volunteers would: (1) augment volunteer recognition; (2) bolster the ranks of volunteers, both in number and in commitment; and, (3) tend to decrease the disparity between the charitable contributions of the rich and those less affluent.

Unquestionably, if the federal government were to pass legislation which allowed tax benefits for volunteer service it would be a signal to volunteers everywhere that, instead of empty rhethorical propaganda about the merits of citizen participation, the government would have finally recognized that such voluntary action is, indeed, a valued national resource. Realizing that the performance of volunteer service could be credited as a charitable contribution, a whole new segment of the population might consider such community involvement; and volunteers who are already working would have a greater incentive to stay with their chosen agency or organization. In addition, less affluent people, who heretofore found it difficult to contribute money to charitable organizations, could readily equate their time, talent and intellect in terms of dollars and cents, in much the same way as the wealthy are allowed to deduct their charitable contributions for tax purposes.

ORGANIZATIONAL ELIGIBILITY

Any service-oriented, not-for-profit, tax-exempt agency or organization should automatically qualify, so that its volunteers could claim the tax credit. It is not only necessary, but often desirable for non-governmental agencies and organizations to provide services thjat may or may not already be provided through government operated programs. This diversity of services is a mainstay of the American way of life. To exclude certain types of service organizations would be to hasten the demise of many worthwhile and much needed community-based programs.

Without a doubt there will have to be exceptions for certain profit-making concerns. (However, exceptions such as the following, should be specified in the legislation so as to avoid the need for a certification process Self-seving enterprises should be excluded, but the "service-oriented" criterion should suffice to limit those agencies and organizations that may qualify.) One example would be a private, money-making hospital, particularly one located in a small town or city. Often such businesses would not even have been established, unless they were able to earn a return on the money invested. Many small communities would be without adequate medical care facilities were it not for these businesses. The volunteers who work in them could care less about the hospital's financial structure. Their work is performed for personal or altruistic motives that go well beyond any profit motive. Yet, they, just like any other volunteer, are making a charitable contribution.

RESTRICTING ACTIVITIES?

As long as the agency or organization has qualified as an eligible entity, there should be no restrictions with respect to allowable volunteer activities, provided no other federal regulations are violated. An advisory board member's time is just as important as a volunteer who engages in direct service. An office helper is no less valuable to a health care facility than is a physician who contributes a few hours per week of his/her time. Fund-raising, and other indirect activities, are of vital importance to many agencies and organizations and, therefore, should be allowable. Even lobbying should be permitted, so long as the agency's or organization's status as a not-for-profit, tax-emempt entity isn't affected.

WHAT IS A VOLUNTEER'S TIME WORTH?

The tax credit, as purposed, should not be equated with payment for service rendered. Obviously, a psychiatrist who contributes time to a mental health clinic would normally be worth more in economic terms, than an envelope-stuffer in a fundraising campaign. However, that clinic might not be able to use the services of that psychiatrist if there weren't enough people stuffing envelopes, which allows it to raise enough funds to open the doors. A credit, as used here, is not payment for a particular service, it is simply a convenient way of providing more people with a means of taking a tax credit for a charitable contribution, using a base formula, without having to itemize deductions, when reporting their income.

Therefore, it is proposed that the hourly minimum wage be used as the multiplier for computing the credit. Without becoming extremely cumbersome, there would appear to be no more acceptable and equitable basis for calculating the credit.

The two thousand five hundred dollar ($2,500.00) maximum credit would be claimed by only a relatively few volunteers. The average volunteer probably only works four to six hours per week. At the present minimum wage that would mean an average credit of between six hundred forty ($640.00) and nine hundred sixty ($960.00) dollars.

MINIMUM NUMBER OF HOURS TO QUALIFY

If they so choose, anyone who provides voluntary assistance to a qualified agency or organization, no matter how few hours, should be allowed to apply for the credit. There are many volunteers who give just a few hours of valuable service each month. Discriminating against such individuals, by excluding them from eligibility, could result in a loss to some volunteer-dependent programs. Such a requirement might even lead to agencies reporting more hours for a volunteer just to maintain existing contributions of time. However, it is more likely that a person who does volunteer work for only a limited number of hours will not even bother claiming the credit.

RECORD KEEPING

As mentioned earlier, minor adjustments in the record keeping practices of most agencies and organizations would suffice for accurate reporting of volunteer service hours. Also mentioned previously was the possibility of having the Internal Revenue Service develop a form to satisfy its requirements. Something akin to a W-2 Form would be quite sufficient.

RESOLUTION

Whereas, we, the Directors of Volunteer Services of Palm Beach County, Florida, are engaged in the coordination and management of an indispensible, invaluable community resources; to wit, a large segment of the local gratuitous, voluntary workforce; we have, as a by-product of the inflationary spiral of recent years, become increasingly concerned apropos of the dearth of legislative action on the federal, state and local level, directed at providing incentives, and supports, both financial and otherwise, which would foster a greater commitment, by individual citizens, toward voluntary contributions of their time, talent and intellect for the betterment of their community and the advancement of our democratic system of government, a system of, for and by the people.

We therefore, do hereby, resolve to communicate to our elected representative, the Honorable Daniel A. Mica, M.C., the following:

> *Be it known that we, the Directors of Volunteer Services of Palm Beach County, Florida, do emphatically support and duly recommend that the Congress of the United States of America enact legislation providing for:*
>
> > *A tax credit, for all volunteers who provide any service to a service-oriented, not-for-profit, tax-exempt agency or organization, of up to two thousand five hundred dollars ($2,500.00) per annum, for duly recorded, authorized hours of service, to be calculated at the hourly minimum wage, as set by the United States Department of Labor.*

Advocacy: The Basics

by Jerry K. Lynes, ACSW, CVAS

The basic assumption of this article is that there is one model for advocacy which can be modified as it is applied in efforts to influence legislation, raise funds or to develop a new social policy. The writer is not an expert in any of these fields but has absorbed some knowledge of the model by working in all three areas with "experts". The model is utilized in all aspects of every profession, be it human care services, politics, industry or military endeavors. Successful application of the model does not necessarily guarantee successful goal attainment due to resource limitations (time, people and money) and the inability to control all intervening variables. The definition of advocacy utilized herein focuses on "the process of applying influence to sway the decisions or actions of individuals or groups". There are several basic steps in any advocacy plan, and all must be accomplished fully in order to maximize the possibilities of success. One must recognize that the limits of resources bare a large influence on success, but do not necessarily control it.

Advocacy requires that individuals involved attempt to get beyond their own biases and prejudices to increase their insight into the expected reactions of persons or systems that are the focus of the advocacy plan. You must be able to predict reactions in order to prepare counter arguments and win support. This means getting beyond the seemingly logical self-interests, by weighing others' thoughts and countering with "keys" to win their "vote". Just because a plan is perceived "good" by it's supporters, the decision makers must be convinced of its worthiness also. The advantages of a program or idea must be clearly delineated.

The basic components of any advocacy movement have been layed out many times by experts in all fields. Capitalizing on this previous literature, the author will illustrate some of their applications. The initial step is to:

> — *CLEARLY PREPARE A STATEMENT OF PURPOSE, DEFINING THE GOALS.*

In creating the statement, the following questions should be answered:

> *"Why should someone do as the movement requests?"*
>
> *"What decisions are desired?"*
>
> *"What are the benefits?" "To whom?"*

To use fund raising terminology, you need to build a "case statement". The statement will have many uses as movement advances but primarily it should be thought of as the "key" by which representatives of the movement will be opening the doors to the publics that they hope to influence. It can be used as a basis of coalition building by gaining the backing of other groups in the community, be that community a local town, state or nation. The statement must be provocative and attention getting while still adequately covering the principle focus of the movement. It should be backed up by additional research that the movement has been able to generate. In order for that research to be made available to the person or persons that are the focus of in-

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fluence, their attention and desire to know must be generated.

In order to be successful in this phase, one must conduct applicable research; research on both the "pro" and "con" sides. Ideally, the statement will expand the "pro" side to the ultimate and counter all of the "cons" which will eliminate or minimize their influence. Obstacles which may occur and cause this step to fail or be less successful are:

* *lack of control and/or knowledge of all influencing factors.*
* *lack of ability to fully weigh all viewpoints.*
* *lack of enough time or resources to create appropriate counter balances to the extent needed to adequately refute arguments.*
* *lack of thoroughness in research; full examination of all perceivable impacts.*

Few single organizations or individuals can mobilize a successful advocacy movement on their own today. We are seeing the erosion of the concept of "power politics" where the situation is almost totally controlled by an individual or small group of highly influential persons. The power of politics and/or advocacy movements today are now being seen to be vested in larger groups of persons, mobilized and organized as a force focused on the state goal of the movement.

Advantages to the movement of this enlargement of the membership are many. The resources of the movement are expanded in that more persons are available to share the responsibilities. Additionally, the larger membership brings built-in ties or linkages in the community which in turn expands the movement's ability to apply influence. The impact of the total numbers is always a strong influence.

Disadvantages also are apparent; namely, the larger the membership the harder the coordination and organizational aspect of the movement. Each identified member of the movement will be seen as a represenative of the movement and therefore, the effective organization/orientation of each member is necessary to insure coordinated and uniform material and statements made in the name of the movement. Uniformally applied guidelines, either written or unwritten, for handling public statements is necessary for any movement and will help to insure, depending on the group's adherence to the guidelines, a uniform public appeal. Their content must be well known to all members and, of course, adhered to for unified results.

However, regardless of the disadvantages, most authorities agree that the advantages of expanded membership far outweigh the disadvantages. The number of affected and/or involved backers of the movement is its most influential force. Recognized leadership is essential, however, their ability to apply influence is directly proportional in most cases, to the size of the audience they can be said/-seen as representing.

Another essential step in creating a successful advocacy movement is:

— IDENTIFICATION AND CLARIFICATION OF OPPORTUNITIES TO INFLUENCE.

Questions which must be answered are: Can the the goal be reached? Who are the controllers of the situation that must be influenced? How can they be influenced? Who is the best person(s) to apply influence? What systems must be impacted, and what are the processes for making input? Is the personal, one-to-one approach most likely to succeed or would mass demonstrations be seen as having more potential impact? Of course, in many movements, both ends of this continuum, (one-to-one to mass groups) are utilized in various states of the movement.

An example from our community is when influence was being focused at our County Board of Supervisors. Prior to our item coming up on their agenda, delegations of one or two representatives met with each member of the Board to give them information and state the focus of the influence. Although no direct answer was requested from each member at these meetings, their responses were interpreted as being in favor or not. Going into the Board meeting, our movement was able to predict the vote of the five members. We packed the audience with movement members and a series of representatives gave presentations with the audience illustrating response. The movement attained a positive decision although not full goal attainment.

Once the avenues for applying influence

are identified and the processes for application of influence are agreed to, the next step is:

> *—IDENTIFY A PERSON IN THE MOVEMENT WHO IS BEST ABLE TO CARRY OUT THE APPLICATION OF INFLUENCE.*

A good deal of "ego balancing" will be required. The most dedicated, hard working supportive member of the movement may not be its best spokesperson or organizer of mass groups. The process requires objective analysis of members' skills as resources, keeping in mind all the accumulated research on the person(s) or systems to be influenced. Objectivity will be hard to maintain; it is essential in the selection/delegation step.

Accompanying these cautions is the advice to attempt to capitalize on the impact of each person to influence the situation. Some members can be best utilized in obtaining broader endorsement through their existing linkages to the community. Others, may be better utilized for one-to-one meetings with persons who have been previously identified as a key to the success of the movements. This analysis is part of the resource development step in any movement: identifying strengths, weaknesses, linkages, reputations, etc. of each member. This is the ideal — the closer any movement comes to fulfilling the ideal, the greater the movement's chances are for success. In fact, recruitment of the movement's membership should take all of this into account with both purposed and general recruitment procedures utilized, i.e. attempt to recruit specific persons who are seen as having value to the movement.

To summarize, the basic steps in an advocacy plan are:

* *Goal identification;*
* *Organizing people and power resources;*
* *Networking outreach and team building;*
* *Clarifying process(es) to influence;*
* *Applying planned strategies;*
* *Evaluating effectiveness;*
* *Re-planning in lieu of evaluation; and finally,*
* *Application of the final plan.*

Let us examine some problems with each step that must be overcome by the movement.

The objective of the movement -- goal of the advocacy -- focus of change -- must be clearly defined with all of its implications and impacts examined. In this examination process, alternatives must be considered with research completed to build a case for which the one movement adopts and refutes the other alternatives. Additionally, since rarely are we caused to be in an ideal world, all possible compromises must be analyzed and prioritized. "Bottom lines" need to be firmly agreed to by the membership with the compromise positions rated. Each movement may not completely and fully achieve its optimum goal. (If so, the movement's goal should be examined in light of whether it was "high" enough). This acceptance of something less than the optimum goal should not happen; but if necessary, it should happen in a planned manner. Then negotiations and trade-offs can be made where necessary for partial goal accomplishment is possible over complete failure. In some situations, compromises are not always possible. In those particularly, and in all movements in general, the subsequent steps will aid in preventing too much dilution of the goal.

Resources, people and financial, whatever the goal, will be necessary. The broader the people base that is mobilized, in person and in statements, the higher the estimates of success. The broader the impact of the goal, the broader the representation in the advocacy movement. Recruitment is backed up by the research. It aids: in identification of potential members; in explaining case; and providing motivation for joining the movement. The research will also identify points in the recruitment process which are in need of further research.

In recruitment strategy, it is hard to overcome previous judgments -- linkages, nonlinkages. All individuals or groups, who/which might potentially aid in the movement should be contacted. This will most likely involve preadvocating work to create coalitions with membership in these coalitions not always reflecting normal or previous relationships. The essential characteristic to keep in mind is that the consensus of opinion of a broadly representative group is the best "selling" vehicle on the local level. The image of the "big bucks" must be countered; influence, although at times swayed by finances, is now seen as in the hands of well organized broadly representative groups.

In our community, our local Title Twenty Plan (plan for all publicly provided social services) was created by our Department of Public Welfare. The Department is regularly the focus of advocacy groups in our community. In order to secure approval of the Plan, the final local approving authority as well as the state approval was dependent on the Plan containing evidence of coordination with all social services in the community and broad base endorsement by affected individuals. Therefore, even though, usually seen as being opposed, private agencies, the Welfare Rights Organization, and organizations representing specific sub-groups, i.e. minorities, aged, handicapped, etc., all were asked to endorse the Plan. Presentations were made before them, their input accepted and reflected in the Plan, and their representatives appeared at the hearing giving endorsements. With the approval of the Plan, the relationships changed with the advocacy groups again trying to bring about change in the Department. But for the passage of the Plan, normal relationships were overcome.

Preliminary research aids in accomplishing the initial recruitment of the core group. To broaden membership, additional research is necessary to effectively "sell" the focus of the movement. Secondly, research needs to be done concerning resources the new members bring with them. What are their skills and linkages, formal and informal, which may be utilized as avenues for applying influence in the movement's progress? Which key guides in the opposition may be influenced by whom? Who in the group has skill in organizing, motivating and coordinating volunteers into an effective team? Who would be able either because of reputation, stature or personality, to best present the movement in public?

A third area of necessary research is the identification of avenues available to apply influence, processes within and without the system(s) involved, and the normal steps in the systems for making input on the issue. There may not be any normal opportunity to input; in this case, other, perhaps more forceful strategies would be needed. If there are normally available opportunities for making input, they should be utilized in all available manners realizing that, if in the evaluation of the group they will not be successful, additional strategies would be needed. However, if the system under focus has these avenues, the system is usually found to be less resistive to opening debate if these are first or simultaneously utilized, i.e. "presentations before a packed house". Also, less alienation of the decision makers is generated if their normal processes are respected. However, this is not always possible. Resistance, anticipated and actual, must be researched in advance and continually in order to eliminate or counter acts of resistance from non-supporters. This may mean use of face-to-face meetings with individuals or groups with subsequent meetings if the resistance was not countered initially. Some resistance will not be mediated and counter pressures will have to be mounted.

As a factor in retaining, as well as providing ongoing motivation to the members of the movement, the long range plan must be analyzed in advance to identify points where there is a fairly sound assurance of success. The membership of the movement will need these benchmarks in their progress and keep their spirits high. Additionally, the group will need "mini-successes" along the way to maintain their motivation and enhance their momentum. If "mini-successes" are not experienced early in the movement's history and periodically along the course, then the persons steering the overall movement must try to create strong, ongoing, internally stimulating motivation to retain the enthusiasm and commitment by the members during the long-pull of the movement.

Any long range advocacy movement be it in fund raising, legislation or social policy development should operate according to a calendar. This doesn't mean that the movement would be bound in on a daily basis to a concrete calendar set in advance of the movement's beginning. It does mean that the movement, due to the research that they have completed on the system or systems that they wish to influence, have generated an action plan that meshes with the calendar that the system is focused on. For instance, if preliminary steps must be taken prior to making appearances before a public body such as requesting time on their agenda in advance of the appearance, then this item should be noted in the overall calendar of the movement. It is this writer's opinion that it is easier and creates less long term alienation if appropriate steps are taken to apply influence to the systems. This does not mean that more "militant" steps may not be necessary either in tandum or on top of attempting to meet the system's requirements. For instance, to appear before a local governmental decision making body and to attempt to apply influence in the appropriate manner, utilizing the steps they themselves have created for community input, will usually generate less alienation by that body to the movement than if the movement initially starts "storming" their meetings. However, if blocked or ineffectual in appllying influence utilizing these steps, then the "storming" may be necessary in order to have more assurance for success of the movement.

HOW BEST TO APPLY INFLUENCE

Most persons be they corporate representatives, legislators or the general public are more receptive to influence being brought to them by representatives who:

1) are seen as their peers;
2) are among their normal constituencies or contacts;
3) are not seen as having a vested interest in the outcome of the movement.

This third characteristic cannot always be met. If at all possible, attempts should be made to have the movement not be seen as self-serving. Usually, in fund raising when the chief executive officer of one corporation is being requested to aid in the fund raising drive, it has been found to be far more successful to have another chief executive officer of a similar size firm which already supports the movement to call and attempt to gain the cooperation of the person being recruitted. The executive is not only seen as a representative who has similar problems and who understands their situation but who may also be among their normal contacts and, therefore, the preliminary linkage or relationship is already there prior to having to use that relationship. Additionallly, representatives of the movement are aided in their endeavors if they can be seen as having a large organization behind them. This doesn't mean that only large groups can apply advocacy, instead, the broader base that the representatives can be seen as leading, the more successful they will be in applying influences along the movements history. For this reason, it is essential that the previous referred to manner of building constituencies be focused on as well as an analysis of other groups that should be involved.

Movements should not make the error of attempting to wait on creating critical relationships or linkages to persons that are to be the subject of the influence. Also, they should not wait until the situation becomes critical prior to creating the relationships. It comes down to the "base statement"; developing a strategy for educating the contacts by passing on information concerning the movement. The persons who are the objective of the advocacy plan should be given information about the field, issue, agency or what-have-you, and then, later, when it is necessary to use those relationships they will be there for the movement to utilize. In order to do this, the movement again must do some research to gather the background information on who is to be influenced. What are their track records? What are their ties, interests, voting record, etc.? Persons and systems will vary on each issue, therefore, your strategies will vary and the subject of the research will also have to vary. For instance, if specific members of a city council regularly vote in favor of human care service projects that would be a plus. However, a number of the concil are also know to be ultra-conservative whenever appropriations are necessary which may have to be countered in the presentation by building on the benefits to be achieved by the costs. If the movement is focusing in a human care service project which does require an appropriation from the city council, then research will have to be done on the track records of the members of the council in order to predetermine the strategy and material that is to be given to them either in advance, through one-to-one meetings or oas a group in the city council meeting.

NATURE OF INPUT

The movement should attempt to be short, concise, concrete and totally accurate in its statements before the public or persons that are the focus of the influence. The last term, "accurate", is crucial; credibility of the speaker or of a movement will be "wiped out" if the relability of the information being put forth is in any way severly questioned and found to be inaccurate. Additionally, the credibility of the individuals that are the spokespersons must also be carefully screened so that their previous reputation will aid the movement rather than detract from it. Again, this relates back to the research on those individuals that you are attempting to apply influence to. For instance, it is known that a specific member of the decision making body can only be influenced by corporate executive officers, than a corporate executive officer, if available, should be used for their one-to-one meetings prior to the total council meeting. If another member is influenced by their previous history of being involved in human care services network, then a representative that the person knows in the human care service field should be utilized in making those contacts. It is essential that the relationships not be overused. For example, if in a meeting, a member of a decision making body that you are applying influence comes to a point of showing resistance to anything further, then the interview should be terminated and later attempts made utilizing different persons or strategies. A personalized approach to persons you are attempting to influence is best especially when they see you as a committed individual without a vested interest. In some movements, the personalized approach, accompanied by petitions defining constituencies and their support, are necessary. An example would be the referendum procedure within a state election.

To summarize, specific tactics which can be utilized to maximize advocacy success are:

1) Personalization counts; petitions and case studies which assist in defining the constituencies or better illustrate the problem also help.

2) Information used must be accurate, reliable, and withstand close scrutiny by others.

3) Informal meetings are excellent: to create linkages; to develop the knowledge base of the individual you are attempting to influence; and to better determine what you may expect from that person in critical "voting session".

4) Your choice of spokespersons for the movement in the public is essential for the success of your program. The spokesperson must be be knowledgeable, articulate, forcefull, as well as respected by those that the influence is being applied.

Another point that should be kept in mind, for any kind of advocacy movement, personal testimony from affected parties is an excellent force to capitalize on in applying influence. In legislative actions, personal letters from the grassroots level make an impact; they should not be form letters merely signed by the individual. As an example of the effects of letters, a staff person in our Governor's office did report that the thirteen and a half inch pile of letters did sway the Governor's decision to sign the bill.

In fund raising, personal stories of aided clients or recipients can affect the outcome. Pictures of children, seniors, or other examples of affected population do say more than narratives. The graphics substantiate the "case statement". Also, in social policy development, letters, personal testimony or graphics do aid in application of influence.

The following are three illustrations of advocacy movements, influencing legislation, raising funds and developing a new social policy, utilizing the aforementioned basic principles.

SOCIAL POLICY DEVELOPMENT

Problem: What and/or who is the focus of the social policy?

Research: Who is affected by the problem or situation being addressed in the proposed social policy? What are the extent of the effects on the group? Who are the "controllers or decision makers" that must be influenced and what processes or steps exist for applying the influence? Who is needed to apply the influence?

People Power: Usually accomplished by appealing to groups/ networks of persons affected by the policy. They are natural resources or constituencies for the movement as well as their natural linkages can then be utilized to expand the constituency behind the movement.

Opportunities for Influence: Part of the research should have determined who are the decision makers and the ability to make the necessary input.

Workplan: Planning strategy and steps to be taken is even more important with a larger based constituency of any movement. It will take time to develop their knowledge base, to coordinate their activities, to direct, appropriately, their actions.

Evaluation: Again, evaluation of each step, of each impact for its value to the overall plan.

From our community, an example is our "alien" or "non-resident, "transit" population from Mexico. For years the planning efforts of the two affected border communities have been carried on independently of each other, with only some degree of coordination. Now, due to some long-term advocacy, planning for the two communities on central issues is beginning. The advocacy movement focused its goal on the need of regional planning not being blocked by the "artificial" border. Groups of influencial community leaders on both sides of the border were recruited. The common issue was addressed and both groups applied influence.

FUND RAISING

Problem: For what are the funds needed and who will benefit from them?

Research: Again, research is necessary to determine answers:

* *Who is affected?*
* *How benefitted?*
* *Why is it desirable?*
* *What are the goals and administration costs?*

People Power: What numbers of persons are available for movement? Who are the best persons to work in the movement? What type of organizatin of these persons is needed? What resources would be necessary for goal attainment?

Opportunities to Influence: Are permits required? What are the community's regulations affecting fund raising? What avenues are seen as having the greatest chance of success, i.e. door-to-door, mass mailing, television, approaching corporations, etc.? What are the best methods of solicitation?

Workplan: All fund raising eforts should have both a dollar goal and a calendar. For instance, $6,000 to be raised in one event, one month or over several months.

Evaluation: Report meetings for the benefit of the drive's personnel as well as points of re-evaluating progress.

Few individual programs or agencies can afford to sustain a fund raising effort as broad or for as high a goal as local United Ways or large corporate agencies like the YMCA. However, the steps, strategies, techniques employed by these larger organizations can be utilized by any group focusing on any size goal. First and foremost, analysis must be completed as to what are the costs involved and what resources, people and financial, are necessary. If affordable, then the "case statement" is written and recruitment begins. For foundation grants, a one page letter (application) must be created and where possible, followed by personal contacts by representatives with foundation staff or volunteers. For government contracts or grants, a "case statement" is the application with representatives appealing to the deicision makers. For special event fund raising, a statement of who will benefit from proceeds should be utilized by volunteers as they sell tickets, talk with neighbors or are interviewed.

LEGISLATIVE ADVOCACY

Problem: Statement of intent of legislation translated into "legal" language in draft form for review by possible sponsors.

Research: Definition of who is and how the legislation will impact system(s) or public(s) including specific attention to any fiscal impact that may be projected.

* *Who is affected?*
* *How benefitted?*
* *What outcome is desirable?*
* *Costs - financial and other?*

People Power: Creation of grassroots network of supporters who will personally (not form letters) write letters of support as legislation passes throgh the system. Initially, the network must be recruited and then kept abreast of progress and successes. Creation of the network must happen prior to its use to enable the development of the knowledge base for each member. Also, it is essentail that supporters be made aware of how they will benefit if the legislation is passed.

Opportunities to Influence: Initially, it must be determined which legislator will introduce the bill. Then utilizing known voting records and linkages, the group must attempt to predict which legislators will go "in favor" and which ones must be convinced. The formal steps the bill goes through are easily defined; smooth transition through these steps and ultimate passage is dependent on the constituants letters and one-to-one contacts with key legislators.

Workplan: Calendar and steps as determined in the formal process and modified as the bill moves through its steps.

Evaluation: Objective evaluation should be done at each step of the process in order to determine:

1) where more research is needed;
2) who can best influence and alter planned strategies in light of situational circumstances.

In California, due to creating a broad base, statewide coalition of affected groups, we have been met with some success on clarifying 1) what is a volunteer? (legal definition); 2) necessity of providing worker's compensation insurance coverage for volunteers; and 3) effects of reimbursing volunteers for "on-the-job" expenses. Our previous law was vague and subject to many interpretations with polarized volunteer organizations and insurance companies against each other. Negotiations were attempted with the insurance industry but it was apparent a clarified law was necessary. The proposed modification to the law was drafted, a sponsoring legislator recruited, and the bill was introduced. In the meantime, through all known linkages, grass-root constituencies were recruited: churches, PTA's, volunteer bureaus, United Ways, local governments, etc. The coalition kept the members informed; testimony was given by representatives of many of the groups. Many, many letters were sent to the author, to members of the hearing committees, to legislators in both houses, and to the Governor. The bill passed and is effective January 1, 1980.

One interesting example of use of resources was the persons selected to give testimony at a key hearing. United Way was represented by it's lobbyist, other groups were represented by corporate volunteers, but the turning point in the hearing was the woman who represented the PTA. Physically, all the legislators, after hearing the concrete data from others, sat straighter, started asking key questions and began paying more direct attention as she, in her quiet but direct voice, related her emotional statement. United Way and PTA are not often together in focuses; this time they were to the benefit of the field.

Meet the Presidents

ASSOCIATION OF VOLUNTARY ACTION SCHOLARS

Dr. Louis A. Zurcher is Professor of Social Work and Professor of Sociology at The University of Texas at Austin. Was elected President of AVAS at the Annual Meeting in San Antonio, Texas. He holds the B.A. from the University of San Francisco and the M.A. and Ph.D. from The University of Arizona at Tucson. During 1978-79 he was Associate University Provost and Dean of the Graduate School at Virginia Polytechnic Institute and State University. Prior to that he spent eleven years as Professor of Sociology, Chairman of the Department of Sociology, and Associate Graduate Dean at The University of Texas at Austin.

Trained as a social psychologist, he has published nine books and sixty articles which bridge the fields of sociology and psychology. Among his other duties, Professor Zurcher is currently Editor of the Journal of Applied Behavioral Science and President of the Association of Voluntary Action Scholars. He is Phi Beta Kappa and was recently elected to the honorary position of Fellow of the American Psychological Association. Dr. Zurcher's present research interests are centered upon personality and social structure, particularly upon self-concept and social change. Those interests are most recently reflected in his book The Mutable Self: A Self-Concept for Social Change.

ASSOCIATION OF VOLUNTEER BUREAUS, Inc.

Kay Eshleman Rapier was elected President of the Association of Volunteer Bureaus, Inc. in October, 1978. She formerly held the positions of Membership Chairman and Region VI Representative for AVB.

A native of New Orleans, Rapier received a Bachelor of Arts degree in Zoology from Sophie Newcomb College of Tulane University in 1958 and was employed as a research assistant in the Pharmacology Department of Tulane Medical School.

Rapier has been active in community affairs, having served as President of the Junior League of New Orleans, and a member of the Boards of Directors of the Young Women's Christian Association, New Orleans Council on Aging, Family Life Apostolate (Archdiocese of New Orleans) and Eye and Ear Institute of Louisiana. At present she is serving as President of the Volunteer and Information Agency, Voluntary Action Center of Greater New Orleans. Special interests include development and coordination of high school volunteer programs.

She is married to Michael J. Rapier and they reside in New Orleans with their two sons and two daughters.

Current officers:

Mrs. Hope M. B air
Vice President, Administration

Mrs. Ann Shanberg
Vice President, Accreditation

Dr. Jeanne Diana
Vice President, Program

Mrs. Betty S. Hepner
Vice President, Special Projects

Mrs. Ellen R. Lorch
Secretary

Mr. Jerry Lynes
Treasurer

ASSOCIATION OF VOLUNTEER ADMINISTRATION

Sarah Jane Rehnborg, a member of AVA since 1973, certified in 1974, comes to the office of President of Association for Volunteer Administration with experience as an administrator of volunteer services, a researcher, a consultant and at present is the director of community and staff development at the John J. Kane Hospital in Pittsburgh, PA. She has served on the AVA board as Research Committee Chairman and Certification Chairman. She later served the Association as consultant to develop the new Certification program. Sarah Jane has also served on the board of AVA as well as on task forces of the Alliance for Volunteerism.

Sarah Jane will focus her efforts as president on four critical issues: Promotion of Volunteerism, Professional Preparation, Public Policy and Program Assistance. She will be doing this in a critical transitional period when all the important decisions made at the 1979 Annual Meeting "become a reality". To accomplish these objectives it will require a hard working association believing in the potential of volunteerism. It will require a strong and growing membership, fund raising efforts and committed and dedicated leadership.

Current officers are:

Vice President: Joe Rozelle, CAVS
Secretary: Sarah F. Kegerreis, CAVS
Treasurer: Mary Ann Lawson, CAVS

Regional Chairman:

Region I:	*Betsy Aldrich Garland*
Region II:	*Linda B. Hawley, CAVS*
Region III:	*Eleanor M. Glauser, CAVS*
Region IV:	*Norma W. Johnson, CAVS*
Region V:	*Mary Joan Meisner, CAVS*
Region VI:	*Michael Uriniak, Jr.*
Region VII:	*Bonnie L. Strait*
Region VIII:	*June K. Huss, CAVS*
Region IX:	*Barbara A. Bradley, CAVS*
Region X:	*Jean S. Higginbotham*

Boards and Committees: Their Functions and Process

by Robert C. Moffitt

One of the most common and counter-productive experiences for staff, and for board and committee members of private non-profit organizations is the absence of a clear understanding of their respective roles as they interact with each other. I say this from two perspectives.

Perspective one: during the past nine years I have, in the context of consultations, conferences, workshops, etc., shared with program staff and board members of many non-profit organizations, particularly criminal justice volunteer programs. In these settings I have observed this problem is 1) shared to some degree by almost every program and 2) has become serious enough in some instances to be the primary cause of project death.

Perspective two: for the last eleven years, I have served as Executive Director of Partners, Inc. Partners also has not been immune to the problem of confusion over board and committee roles.

Through a long, sometimes tortured, sometimes exciting evolutionary process of the two above experiences I have developed what seems to be a workable understanding of the functions and processes of boards and committees. In this article I will share, for what it is worth, my current thinking. Also, because of my familiarity with it, I shall use the Partners board and committee model as the frame of reference for this discussion. But first, some background.

Partners is a juvenile justice delinquency prevention and diversion program which teams coping adult volunteers in one-to-one relationships with youngsters referred to the program from the juvenile justice system. In 1968 Partners began in cooperation with the Denver Juvenile Court as a totally volunteer effort. At that time, I served in a volunteer capacity as the coordinator of the project. Supporting me were a group of a half-dozen community people including two judges, a probation officer, a minister and several businessmen, all of whom served in an advisory capacity. Eleven years later Partners has a full-time staff of over 40 individuals operating from a Central Office, three operating and three developing branch projects. Parallel to the staff is a sophisticated board and committee structure accommodating more than 60 individuals.

During the development process which brought Partners from a purely voluntary operation to today's relative level of sophistication, Partners has experimented with a number of board and committee designs. The current model is complex but the principles which make it work are the same that I would apply to simpler designs.

ORGANIZATIONAL MODEL

Our current board and committee structure is illustrated in Diagram 1. As the diagram implies, the Board of Directors is the decision-making body of the organization. A group of its own members is elected as the Board's Executive Committee. The Board of Directors meets semi-annually. At that time, the Board reviews the overall program and makes major

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Mr. Moffitt is the founder and for the past 12 years has been the Executive Director of Partners, Inc. He is the immediate past President of the National Association on Volunteers in Criminal Justice and is the Chairman of the Alliance for Volunteerism.

policy decisions. On a quarterly basis, the Executive Committee meets. The Executive Committee hears from committees of the Board and from me, the Executive Director, and my management staff. The areas of input from the Executive Director and the committees are: 1) reports from our respective areas of responsibility and 2) recommendations for policy.

Each Partners branch has a Council which is simultaneously 1) a mini-Board for its respective branch and 2) a committee of the Board of Directors. Structurally and operationally, these Councils are a reflection of the Board of Directors. Included in their functions are the responsibility 1) to provide management counsel to the staff of their respective branches, 2) to provide reports of branch and Council activity to the Board of Directors and 3) to make recommendations on policy which would effect overall program. For a more complete description of role, see note at end of article.

Partners has a second board called the Advisory Board. The Advisory Board is a group of national and local individuals who, because of their position in the national area and local community and who, by association with Partners, 1) provide credibility for the Partners organization, 2) provide advice on program activities to Partners' staff through the Executive Director and 3) advice on major policy decisions to the Board of Directors through the Executive Director.

The key to the smooth working of the above committees and boards is a clear understanding on the part of the members of both the function and the process of these groups. I will define function as the expected role of the group and process as the method the group uses to fulfill its function.

FUNCTION

Two helpful ways to see the inter-relationship of process and function are illustrated in Diagrams 2,3, and 4. In Diagram 3, we see that function is divided into two categories, advice and policy. Boards and committees which provide advice consider problems or issues which are presented either 1) by the management, 2) by outside consultants, or 3) by their own members. They then make recommendations to the Executive Director for implementation.

Boards or committees which have a policy function make final decisions which, in essence, are 1) specific directives to the Executive Director for implementation and/or 2) policy decisions which establish overall program philosophy and posture which necessarily have implications for program operation. The arrows in Diagram 1 show the function of each element of the board and committee. For example, the standing committees only give advice to the Board through the Executive Committee or the staff through the Executive Director. Advice to the Board would tend to be in the area of management practice. Advice from these committees may or may not be turned into program policy or management practice by/the Board and/or Executive Director, both of whom have policy setting responsibility in their respective areas.

PROCESS

The process or method by which boards and committees meet either one of the above two functional roles can be exercised in two ways: 1) in a work group or 2) in an examining group (Diagram 2). Boards and committees which arrive at advice or policy decision as a work group are task oriented. They either take for themselves the specific task necessary to produce a product or they assign the task to management or a third body. The outcome of the task is 1) a plan, 2) a design, 3) a report or 4) a recommendation to boards, committees or staff.

An examining group considers information which is presented to it, and on the basis of the expertise within the group and/or its consultants, makes recommendations either to staff and/or to the Board of Directors for final decision making.

In Diagram 2, we see that groups which have advice as a function, suggest, counsel and advise. Groups which have policy as a function direct or order or tell themselves, the community at large and/or the staff that the program has assumed a particular policy position which confirms current program operation or requires new action.

Committees and boards which arrive at their process by serving as an examining group listen, respond, reflect, consider, react, provide opinions about, challenge, ask questions about information, plans, designs and studies which are presented to them. Boards and committees which work using the process of a work group investigate, study, design, plan or propose.

POSSIBLE POSITIONS

In Diagram 3, we see the matrix has four quadrants representing four possible theoretical positions for boards and committees. In quadrant 1, a board or committee examines information with which it is presented and then, on the basis of that information, provides advice and counsel. A board or committee in the quadrant 2 position would accept information and recommendations and then, on the basis of that information, would make a policy decision. Boards and committees functioning in quadrant 3 would perhaps accept information from other groups but would take for themselves the primary responsibility for investigating, studying, designing, planning and making final recommendations. However, instead of making a policy decision on the basis of the work it had done, it would provide only advice and counsel. Boards and committees taking a quadrant 4 position would go through the same process as the boards and committees in quadrant 3 but would, instead of offering advice, make policy decisions on the basis of the recommendation from their work group.

Now we shall examine the specific quadrant positions of each Partners Board and Committee (see Diagram 4). Positon 1: The Finance Committee, Branching Committee, Communications Committee and Advisory Board most often act in this position. For example, the Finance Committee receives budgetary information from staff and on the basis of that information and the expertise within the committee, 1) advises staff in budgetary matters and 2) makes fiscal policy recommendations to the Executive Committee or the Board of Directors.

Another example is the Branching Committee which has as its responsibility monitoring Partners' branch development and making recommendations to Partners management for management decisions and to the Board of Directors for major branching policy. This committee does not, for example, set branching policy but on the basis of the information it receives from branch Councils and the Partners management, makes recommendations back to the management and to the Board of Directors for branching policy decisions.

Committees which primarily serve in position 2 are the Board of Directors, Executive Committee and branch Councils. The Board of Directors, for example, is not a working group in the sense that it does its own investigations. It accepts recommendations, studies and reports from Partners staff and from its own committees and councils. On the basis of that input, it sets overall policy for the program.

The Executive Committee also serves in the same function as the Board of Directors but in an interim sense. In other words, it acts for the Board of Directors between Board meetings but its decisions must be ratified by the full Board of Directors.

Branch Councils also serve in this primary policy position, at least in terms of policy for their respective branch operations (see Diagram 1).

The Evaluation and Membership Committees primarily serve in position 3. The Evaluation Committee, for example, is a group which has a great deal of academic expertise. There are currently five Ph.D.'s on the Evaluation Committee. Their charge is to monitor the ongoing research projects in all Partners programs and to make policy recommendations as a result of research findings as well as to make recommendations for new studies. Members of the Evaluation Committee have talent and expertise that is not present in the Partners staff and, as a result, they are in the best position to conduct studies of evaluations and to design new research projects.

The Membership Committee also serves in this capacity. Its function is to nominate new members and officers to the Board of Directors. It is in the best position of any group in the organization to do its own work in terms of studying and investigating various individuals for open Board positions. Though it does its own work, it provides recommendations in the form of nominations to the Board of Directors.

Another example is the Board of Trustees. The function of the Board of Trustees is to raise money in the community. Individuals on the Board of Trustees were elected to serve because of their particular expertise and ability in contacting financial donor sources within the community. Consequently, they are the group that does the work of their committee. In a sense this committee sets its own policy, but even this is subject to the review of the Board.

There is only one entity that primarily operates in position 4 in the Partners organization, the Executive Director. The Executive Director represents the staff of the program.

The Executive Director with the staff of the program does much of his own work in studying, investigating, designing, planning and coming up with policy plans. Because the Executive Director is the chief executive officer of the organization, he is in a position to establish management policy but even so, his policy decisions are subject to review of the Board of Directors and/or the Executive Committee.

POSITION ON A CONTINUUM

In the real world of board and committee activity, however, board groups do not precisely fit into one of four quadrants illustrated in Diagram 3. Generally, they fall somewhere on a continuum as is illustrated in Diagram 5. The Board of Directors, for example, sometimes provides advice but it also sets policy. The Finance Committee formally makes policy recommendations which, though these recommendations are technically sent to the Board of Directors for ratification, are for practical purposes set by that particular Committee. Branch Councils set policy for individual branches as long as that policy is not in violation of overall branch policy. However, Branch Councils can only advise the Board of Directors in terms of overall policy decisions. In the examining and work group continuum, boards and committees generally leave the work to the group which is most qualified to conduct the work, whether that be program staff, outside consultants or the board or committee itself.

As alluded to in the opening paragraphs of this article, one of the major problems with boards and committees is the confusion of their roles i.e. their functions and processes. Before it is possible to clarify their roles, it is essential to understand the possibilities of roles as described above.

PRINCIPLES OF OPERATION

Now I would like to propose two principles which will help define which process and which function boards and committees should use and play respectively.

The first principle is that staff work for boards and committees should be, whenever possible, the responsibility of program staff. Example: the Finance Committee should not do the work of building a budget and then making recommendations for monthly, quarterly or annual budgets. Program staff should, on the basis of its information and experience, 1) design a budget which it feels is appropriate and 2) submit that design to the Finance Committee. The Committee then uses its expertise to 1) design a budget which it feels is appropriate and 2) submit that design to the Finance Committee. The Committee then uses its expertise to 1) evaluate the budget, 2) ask questions relating to the budget's efficacy and soundness and then, on the basis of a give and take between staff and the Committee, 3) make policy recommendations regarding budget to the Board of Directors.

There are, of course, exceptions to this principle. The exceptions to this principle would be exercised when two criteria are met. 1) Staff lacks the skill, knowledge and time to develop the information necessary for a committee to provide advice or make a policy recommendation, and 2) staff would invite the committee for a specific reason, perhaps that of conflict of interest, to engage in the work of conducting the study, designing a plan for the board's or committee's consideration and further advice or policy recommendation.

The second principle is that both boards and committees and staff should understand not only the task, but the primary process and function of every board or committee. Within reason, the primary process and function should be adhered to and respected by both the staff and the respective boards and committees. If, for some reason, the boards and committees move into a different function and process than that originally agreed upon, there should be 1) open recognition of this move, 2) understanding of the reasons for the change in position, and 3) an understanding of the limits for this new position in terms of process, function and time.

CONCLUSION

What has been presented so far is theory. However, it is theory based upon eleven years of experience, trial and error, and literally thousands of board and committee meeting hours. In these meetings I have personally become convinced not only of the value but also of the necessity for input from and accountability to the community through community boards and committees. A full utilization of boards and committees in volunteer programs such as we have experienced in Partners has proved a tremendous asset to the program's creativity, efficiency, effectiveness, advocacy and public relations within the communities in which Partners operates.

Boards and committees can also, however, be a serious liability. I believe the key factor in determining the difference is an understanding of both the alternative processes and functions in which boards and committees can serve and a proper positioning of these groups within those alternatives. It is the intent of this article to challenge the reader to an examination of the current position and use of boards and committees in their respective programs and hopefully to a positioning of those groups in their most productive posture.

NOTE:

From the Partners Contract with other branches, the following detail Board of Directors' and Councils' responsibilities:

Board of Directors' responsibilities are:

- a. To elect its membership
- b. To operate within the By-Laws of Partners, Inc., and amend the same as appropriate
- c. To select and determine compensation for the Executive Director
- d. To ensure the integrity of the Partners program in relation to:
    - 1) The Preamble and Goals of Partners, Inc., as described in Article 1 of the By-Laws, and
    - 2) The program policy as adopted by the Board of Directors
- e. To review overall program performance
- f. To determine annual budget of Partners, Inc.
- g. To determine future directions of Partners, Inc.
- h. To assist in providing and developing resources

Branch Council responsibilities are:

- a. To elect its membership
- b. To operate within policy and By-Laws of Partners, Inc.
- c. To participate in screening of and to recommend three candidates for Branch Manager
- d. To ensure the integrity of the Branch Operations in relation to:
    - 1) The Preamble and Goals of Partners, Inc.
    - 2) The overall program policy as set by the Board of Directors, and
    - 3) The branch policy as established by the Branch Council
- e. To review program performance on a monthly basis
- f. To recommend an annual branch budget
- g. To recommend future directions
- h. To assist in providing and developing resources

The editors invite response to this article and other articles relating to program management.

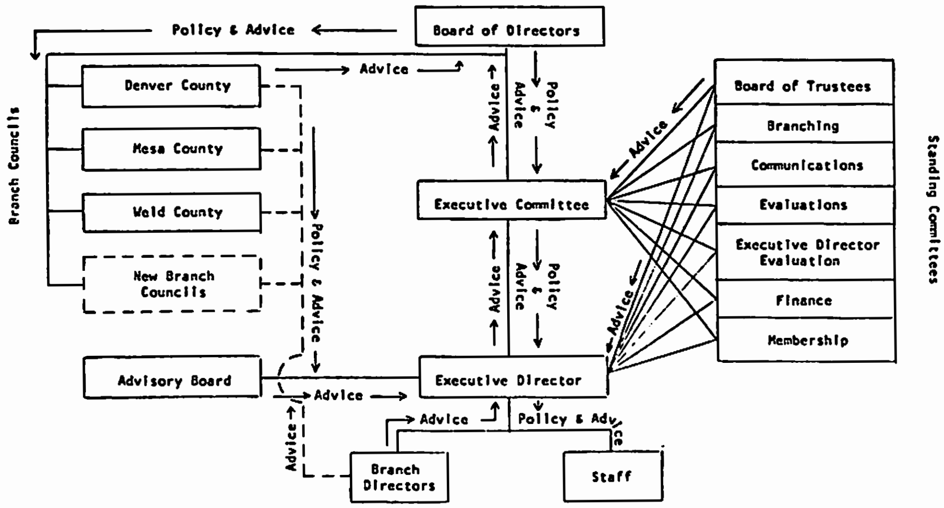

Diagram 1: Board/Committee Structure

FUNCTION

- **Advice:** Suggest, Counsel, Advise
- **Policy:** Direct, Order, Tell

PROCESS

- **Examining Group:** Listen, Respond, Reflect, Consider, React, Opinion, Challenge, Ask
- **Work Group:** Investigate, Design, Propose, Plan, Study

Diagram 2: Function and Process Implications

		FUNCTION	
		Advice	Policy
PROCESS	Examining Group	1	2
	Work Group	3	4

Diagram 3: Board/Committee Function and Process Matrix

Position 1	Position 2	Position 3	Position 4
Finance Committee	Board of Directors	Evaluation Committee	Executive Director
Branching Committee	Executive Committee	Membership Committee	
Communications Committee	Branch Councils	Board of Trustees	
Advisory Board			

Diagram 4: Board/Committee Primary Positions

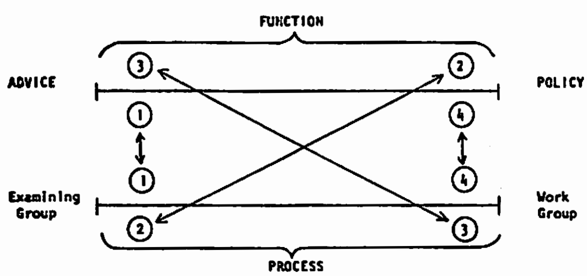

Diagram 5: Board/Committee Function and Process Continuum
(Circles represent positions in Diagram 3)

The Use of Lay Volunteers as Community Dental Health Workers in Jerusalem, Israel

by Dr. Irma Newmark, Ph.D.
Dr. Howard Newmark, D.D.S.

Introduction

This is an initial descriptive report on the use of volunteers as community dental health workers. The program is a two year field research project under the sponsorship of Hebrew University-Hadassah School of Dental Medicine Founded by Alpha Omega Fraternity. This project is presently being instituted in the Kiryat Hayovel section of Jerusalem. This is a suburban area of Jerusalem with a mixed socio-economic population.

Before we can discuss any sort of community programs we must first understand that the family is the underlying structure of all communities. Therefore, we must realize that there is, on a most basic level, the need for social, preventive, and curative programs to enhance family health. The family is one of the most significant social forces in human development, especially in Israel, where the Jewish tradition considers the family as a central unit of society.

The entire family plays a role in dental-decision making. Mothers hold the dental fate of their children in their hands in providing infant feeding practices. The extended family, aunts, uncles, grandparents, further affect the dental health of the child by the use of sweets as gift-giving and reward system. The family then both contributes to dental disease and at the same time attempts to function in support of the child in obtaining curative treatment.

Objectives

Most people, and mainly those on the lower socio-economic levels, have difficulty in seeking and obtaining dental care and using it effectively. They may have little or no experience in organizational life and are insecure in the middle class world. They are especially vulnerable to the impersonalization of massive medical organizations and large buildings. Complexity and bureaucracy lead to an unfriendly and impersonal atmosphere. The poor do not know how, nor do they have the resources to cope with the system; and they seldom have anyone to help smooth their path.[1]

Families learn to deal with the frequent crisis they face. They are generally uniformed about dental disease and seek treatment only when in pain and when that pain disrupts the family harmony. Families are generally skeptical about the value of prevention and early dental care and seek treatment relatively late.[2] Many families have little understanding of how to carry out routine home care.

Efforts to bring families into early dental care need the active support and participation of the professional community. The effective delivery system of dental health can best be achieved when the provider is sensitive to the families' cultural, social, and ethnic background. When the provider and patient have different backgrounds, success in obtaining patient cooperation depends on the provider's

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intelligent and thoughtful accomadation to the cultural, social, ethnic differences that present themselves.[3]

Since full curative treatment can only be given to the few, we are suggesting that to benefit the family in a more general sense, priority must be given to a preventive program and primary curative treatment, and families must be given help towards the enhancement of dental self-reliance. Too often, as WHO has stated: "It has been made painfully clear in recent years that health services too frequently lack relevance to the total needs of the people".

We called for a revamping and a rethinking of the present community dental care delivery system in order to give service to the many and not the few.[4] Following were our recommendations for the utilization of volunteer man-power for the dental delivery system.

1. To have a comprehensive preventive and primary curative program thereby reaching the maximum number of people with the present man-power available and facilities available.

2. The development and the promotion of research on the utilization of volunteers within the dental health team and the use of volunteers in the setting-up of community self-help groups.

3. To study the composition and training of these volunteers.

4. To devise preventive curriculum and training for the dental volunteers.

5. For the dental volunteers to help the community to become self-reliant in relation to dental health and to be able to dessiminate and operationalize information on dental health.

Use of Volunteers

The dental profession, we feel will be able to work with the people within the community (the dental volunteers) to act as a bridge between patient and provider. In addition to bring the patient towards dental awareness and care, the dental volunteer will also be needed to interpret, act as the patient's advocate, and to help the patient understand and effectively use treatment. This person can also facilitate follow-up the best care may be ineffective.

Besides being a disseminator of information and an educator in the field of dental health, the volunteer must have a sensitivity to the family's needs and perceptions for the dentist to function properly. The volunteer must be able to convey to the provider an understanding of why some families with strong orientation to their ethnic or racial backgrounds will not follow advice on medication or change their infant's eating habits.

The development and use of volunteers can be a significant and meaningful aspect of community dental health programs. Volunteer dental health support services include health education, case management, transportation where needed and advocacy. The volunteer helps to bridge the cultural gap between patients, professional staff and the community; improves communication between these groups and assists in the effective delivery of health care to patients and their families.

Volunteer dental workers will be under the supervision of a professional staff member. They will be trained to perform a variety of services based upon their capabilities and the needs of the communities into which they will go. Some of these activities are:

- *providing information on dental health related problems.*

- *assisting in the development and use of dental health educational materials in language and cultural content that is understood.*

- *assisting patients in follow-up therepeutic regimens.*

- *assisting families in obtaining and keeping appointments.*

- *conduct follow-up visits in homes.*

- *participating in community and health care team discussions.*

- *reinforcing within the families the need for regular dental care.*

- *recommending and reinforcing dental hygiene, tooth brushing and the use of fluoride when none is available in the water.*

- *counseling against sugar-loaded diets.*

- *counseling against sugar-loaded bottle feeding habits.*

- *to become knowledgeable about dental resources available to the family and the community.*

Conclusion

Though our initial objective in this field research project, which is presently being implemented in Jerusalem, is to ascertain the feasibility of the use of lay dental health volunteers, our long range target is to set-up a model of functioning for all countries facing a dental health crisis and for the creation of a new para-professional position, the community dental health worker.

We feel that lay volunteers should be only a stage in a process. The use of volunteers, in our view, has a definite purpose. It helps both society and the volunteer. When a society needs work that it is unable to pay for, it seeks volunteers. That is find as long as, in our view, the work itself is utilized as a training ground for future paid work.[5]

We believe that the sequence of self-training should go something like this:

1. A non-trained person takes on volunteer work.

2. The work acts as a training ground in the same or related field.

3. Para-professional work in the volunteers field is a next step towards self-training and self-development.

4. Finally, if the person so chooses, higher education in the chosen field should bring the person to full careerhood in his or her chosen field.

Under these circumstances, volunteer work is fair to both the people involved and to the society. We believe that this paradigm is the one that should be utilized by governments, and organizations generally in the use of lay volunteers to do the important work that is needed. This will benefit all.[6]

Therefore, we posit that a new emphasis in health care should be instituted. We believe that through the work of a volunteer comunity dental health work (a position which will evolve into a paid para-professional) a new shift in point of view might be attempted to provide universally accessable health information and conseling to all members of a society - as a basic health right, at a cost the community and country can afford. The dental health of a community is related and integrated with the general health of the community, and thus with the development of a competent and effective citizenry. A multi-disciplinary approach (both social science and medical) is necessary to accomplish this objective because of the many social factors affecting dental health.

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Those who wish to submit manuscripts are encouraged to do so according to the following guidelines.

1) Manuscripts should be five to twenty pages in length, with some exceptions.

2) Footnotes should appear at the end of the manuscript followed by references listed in alphabetical order.

3) Manuscripts should be typed doubled-spaced on 8½" x 11" paper.

4) Unpublished manuscripts will be returned to the authors with comments and criticism. Published manuscripts will not be returned to the authors.

5) The authors should send a cover letter authorizing Volunteer Administration to publish the article submitted, if found acceptable, and a brief biographical sketch.

6) The author should not submit the article to any other publisher during the period when it is under consideration by Volunteer Administration.

7) The review process for a submitted article usually takes six weeks to three months. Each article will be reviewed by at least two consulting editors and an Association editor.

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