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voluntary action
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SUMMER 1979

ISSUES

Volunteers in Strike Situations

Women and Volunteering

National Youth Service—Yes or No?

ZERO-BASE BUDGETING FOR NONPROFITS

VOLUNTEER RECORD KEEPING

Energize
CREATIVE CONSULTANTS AND TRAINERS



VOLUNTEER

The National Center for
Citizen Involvement



AS I SEE IT



The Four 'Isms' (Voluntarism, Pluralism, Volunteerism and Privatism) and Their Effect on the Voluntary Sector

By Joyce M. Black

Joyce Black, an established leader in the volunteer field, is president of the Day Care Council of New York and is active on many other boards, including those of VOLUNTEER, Big Brothers/Big Sisters of America, the Child Welfare League of America, the New York Council for the Humanities. Her involvement on NCVA's board dates back to her presidential appointment in 1969 as one of the original board members. Throughout NCVA's ten-year history, Black was a key figure in the development and launching of the Voluntary Action Center concept, the National Congress on Volunteerism and Citizenship 1976, and NCVA's first Salute to Corporate Volunteers dinner.

AS WE APPROACH A NEW DECADE, let us take a few minutes to reflect upon the impact of the four "isms" on the voluntary sector throughout the '70s. We in the volunteer field are quite familiar with these four words—voluntarism, pluralism, volunteerism and privatism. We might even say the media has promoted them into popular usage. Even so, I would like to give you my definitions:

Voluntarism—organized voluntary effort for the common good, the development of man's social structure, and the enhancement of the quality of life through voluntary action.
Pluralism—the belief that more than one opinion or way of doing strengthens society, that options and diversity are healthy and right.

Volunteerism—individual or group effort voluntarily given. You may view voluntarism as the corporation and volunteerism as the individual or group effort that makes the corporation work.

Privatism—self-indulgence about one's own self to the exclusion of thinking about or helping society to be a better place for all people.

Voluntary sector—the not-for-profit, third sector, as opposed to the private profit-making sector or the government sector, which delivers services to people and organizes for change, social action and legislative improvements with the help of voluntary citizen participation.

The '70s are ending with increased social pressures, increased differences on the part of individuals, and political abdication of the responsibility to build a more equal

society. These circumstances place enormous pressure on the voluntary sector to meet the challenges of the coming decade.

Although weakened by its laissez-faire attitude in accepting new and larger government funds, the voluntary sector is gaining stature. Because of government overspending and the taxpayers' revolt, it is being looked to for leadership in

I believe the volunteer — the citizen who voluntarily participates in the solving of community problems — is the ingredient that will bring about the Renaissance of Voluntarism.

solving the age-old problems of adequate service delivery in such areas as health, education, welfare, recreation, civic and cultural affairs.

As the '70s come to a close, we read more and more about voluntarism, about the increase of citizen participation (volunteerism), and about individuals having options (pluralism). Yet, this decade just ending probably will be known as an era of limits and selfishness (privatism)—the withdrawal of individuals to do their own thing, an "I got mine, who cares about you?" reality. If this attitude in-

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voluntary action leadership

SUMMER 1979

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The National Center for
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ISSUES

Attention Subscribers!

The circulation function of this magazine has been transferred to Boulder, Colorado. If you need to change your address or if you have any questions regarding your subscription, write **Voluntary Action Leadership, Subscription Department, PO Box 4179, Boulder, CO 80306.** VAL's editorial office will remain in Washington, D.C.

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COMMENT



THE MERGING OF THE NATIONAL Center for Voluntary Action with the National Information Center on Volunteerism is good news for VAL readers as well as the entire volunteer community. Already, we have transferred our circulation function from Washington, D.C., to Colorado, taking advantage of our Boulder office's experience with computerized mailing lists and membership services.

While the merger means the loss of one of VAL's most popular departments—NICOV Takes a Look at ...—the gain is more diverse input and feedback on magazine content. An enlarged staff experienced in all aspects of volunteer administration, and a board of nationally prominent and skilled volunteer leaders, will streamline our efforts to keep you informed of the latest trends and techniques in volunteer program management.

* * *

As VAL's new publisher, VOLUNTEER acquaints us with new friends while maintaining an attraction for

old supporters. In this issue, three recent NCVA staffers contribute articles and resource information. Donna Hill, now a free-lance writer, and Feroza Allee, an editorial assistant with a national association, both worked on the one-year Volunteers from the Workplace project. Their stories appear in the news section. Martin Miller, who consulted with us on an efficient circulation transfer from Washington to Boulder, continues his free-lance writing and consulting. He compiled the Tool Box for this issue.

* * *

Another long-time supporter of NCVA and VAL, Joyce Black, is our guest editorialist for this issue. Now a member of VOLUNTEER's executive committee, Black's involvement in the volunteer community spans innumerable voluntary, nonprofit board memberships, including appointments by three different governors of New York and four different mayors. Her views on the state of the voluntary sector at the end of the '70s (As I See It) create a fitting reflection for the beginning of a new organization in a new decade. "If this ['I got mine, who cares about you?'] attitude increases," she writes,

"I wonder how great are the survival chances for the voluntary sector."

* * *

Although merger is the talk of the day, the ten pages of volunteer issues presented here we hope will provide a forum for discussion and long-range policy planning. As with any movement that organizes and grows, volunteering bares a number of thought-provoking, sometimes controversial, aspects. Beginning with Steve McCurley's thoughts and warnings on volunteer-union relations (Advocacy), we present the views of those with first-hand experience in the continuing debate over volunteers in strike situations, woman's role in volunteering, and a voluntary national youth service.

CANDID COMMENTS



Connecticut is actively working to instill in its young people the spirit of volunteerism and mutual assistance that ... will become a life-long value. Today's high school involvement will serve as the education for a concerned adult in tomorrow's society.—Governor Ella Grasso at a statewide conference of Connecticut high school students to launch a series of volunteer efforts, April 1977.

When I invited the first students to come to the capitol to talk with me about the pressing problems I saw as governor, I asked for their help for people in Connecticut who were going to be suffering terribly during a fiercely cold winter ...

With all the power of the governor's office, with all of our state and local officials working overtime to try to solve these critical human problems, I thought there was a resource in our communities that could accomplish what none of us could do alone. The tremendous response to our challenge to youth from students all over Connecticut has made me a believer in the fact that youth make a difference—Governor Grasso at the Fourth Statewide Youth Action Conference, January 1979.

MERGER

NCVA and NICOV Form New Organization

VOLUNTEER: The National Center for Citizen Involvement was born on July 2, 1979. That is the date on which the merger of the proud parents—the National Center for Voluntary Action and the National Information Center on Volunteerism—became final.

In approving the creation of VOLUNTEER, the boards of directors of the two organizations adopted the following statement of mission and goals:

VOLUNTEER is dedicated to stimulating and strengthening voluntary action and volunteer involvement—those traditions through which responsible citizens, individually and collectively, in neighborhood and nation, seek to build a free society.

VOLUNTEER is committed to:

- The securing of the rights of all citizens to fully participate in seeking solutions to human, social and environmental problems and in making those decisions which affect the lives of their neighbors and themselves.
- The promotion of volunteering and citizen participation as a way for all people to seek their full empowerment as citizens.
- The preservation and strengthening of the voluntary sector as a partner with government and business in charting the future of our society.
- The development of local capabilities to effectively involve citizens in the full life of their community.
- The development of an enlightened and effective leadership for the volunteer community.

The decision to seek merger came almost exactly a year before it became a reality. In July 1978 the NCVA executive committee and the NICOV board of directors, acting on the recommendation of the two executive directors, approved the creation of a Joint Committee on Merger. This committee of eight (four from each organization) was charged with the responsibility to develop the rationale, plan and timetable for the merger.

The committee's final report was

presented to the boards in early February 1979. Seeking to build on the strengths of NCVA and NICOV, the committee proposed a new organizational entity dedicated to becoming an effective, visible advocate for volunteering and citizen involvement. Highlights of the report included:

● **Name:** VOLUNTEER: The National Center for Citizen Involvement. The NCVA heart logo will be retained and its use encouraged as the national symbol of volunteering.

● **Location:** VOLUNTEER will maintain offices in both Washington, D.C., and Boulder, Colorado.

● **Management:** The organization will have a unique dual management structure of two executive vice presidents, each responsible for roughly 50 percent of the organization. Dorothy Denny, former executive director of NICOV, will be responsible for all technical assistance, training and constituent relations services as well as business management and publications. She will continue to be based in Boulder. Ken Allen, who had been NCVA's executive director, will be responsible for public policy and public awareness efforts, fund development and research. Each also will have management responsibility for a number of special projects.

● **Governance:** Responsibility for the

organization is vested in a board of directors, which never will exceed 42 persons. The new board was selected from the NCVA and NICOV boards in two steps. First, the merger committee recommended the first slate of officers and members of the executive committee as part of their final report. Second, the Board Development Committee, also composed of equal representatives from both organizations, selected the balance of the slots to be filled. This latter group included four elected representatives of the Voluntary Action Centers and a representative of the state offices on volunteerism.

In addition, the merger committee recommended the election to the executive committee of two persons who had not served previously on either board: Ruth Wilson of Jackson, Mississippi, and Celina Rael de Garcia of Las Vegas, New Mexico.

Representing NCVA on the merger committee were Mary Ripley and Maurice Schwartz, both of Los Angeles, and Diana Lewis of New Orleans. Ivan Scheier of Boulder, Montine Clapper of Washington, D.C., and Jack McClure of San Francisco represented NICOV. The organizations' executive directors, Dorothy Denny and Ken Allen, also served on the committee.

The decision to merge came at a



Volunteer leaders plan merger of NCVA and NICOV. From left, Honorable George Romney, now chairman of VOLUNTEER; Mary Ripley, acting president; Dorothy Denny and Ken Allen, executive vice presidents.

time of strength for both organizations. Merger was seen by the leaders of both as the next logical step toward better serving the volunteer community. Although not unheard of, the merger of national voluntary organizations is relatively rare. In the case of NICOV and NCVA, the rationale for merger can be summarized in five basic reasons:

First, a merger offers the opportunity to improve services to the volunteer community. A major determinant in the decision to merge was the identification of each organization's strengths and weaknesses, the degree of compatibility and complement of the two programs and staffs and the potential for extension of services either to new audiences or into new areas. Together, NCVA and NICOV offer the most comprehensive array of services ever available from a single source in the volunteer community. Together, NICOV and NCVA give leadership to meeting the need to avoid duplication, to sharing resources and capabilities and to building effective programs responsive to new needs.

Second, a merger strengthens the ability of NICOV and NCVA to act as advocates for the volunteer community. Increasingly, each organization is called on to interact with government, business, philanthropy and the media about the issues and challenges confronting the volunteer movement. Increasingly, each organization has sought to participate in collaborative efforts at building consensus around



VOLUNTEER retains the NCVA heart logo as the national symbol of volunteering.

issues. A merger by its very nature brings increased visibility and, ultimately, increased influence. Both NCVA and NICOV believe that positive, dynamic national leadership is

critical to the future of the volunteer community and that this leadership can best be provided by the new, merged organization which will listen carefully to this community.

Third, a merger will strengthen both organizations. Both bring to the merger well-developed constituent relations, active boards of directors, committed staff management and increasingly secure bases of funding. Both have played positive leadership roles in seeking closer collaboration with other national, state and local organizations. But the volunteer community remains diverse and fragmented; realistically, competition is an increasingly important element with which voluntary organizations must contend. Together, NCVA and NICOV are stronger and better able to participate effectively in the marketplace of ideas, constituents and resources.

Fourth, the merger is consistent with the growth and change that has taken place in the volunteer community in recent years. Perceptions of the breadth of volunteering have expanded to include self-help, neighborhood and community-based organizations, advocacy efforts. First steps have been taken toward the reconciliation of these new elements with the traditional agency-based volunteering. Collaboration and sharing of resources and potentials have become increasingly important. NCVA and NICOV have played major leadership roles in each of these developments. It is appropriate that they should now once again demonstrate the feasibility and value of an even closer relationship.

Fifth, and perhaps most important, this is a critical time in our society. The challenges to the viability and even the survival of the voluntary sector are increasing. Personal commitment to service and to responsible involvement is being questioned. It is a time when positive leadership is needed to advocate for effective, widespread citizen involvement. Citizens must be mobilized to voice their concerns with the goal of making an impact on public policy as well as delivering needed service. Together, NCVA and NICOV can more effectively give the leadership that is needed by the volunteer community.

Program Development

Initially, the programs of VOLUNTEER will directly parallel the efforts of its predecessor organizations. But the goal for VOLUNTEER is to develop ongoing program efforts in seven areas:

- **Citizen mobilization:** VOLUNTEER will encourage and facilitate the involvement of citizens in problem-solving in two ways: through assistance to local efforts to match resources with unmet needs, and through demonstration of effective and innovative ways to enable citizens to volunteer in the broadest variety of service, advocacy and decision-making roles.

- **Organizational development:** VOLUNTEER will assist in the development of effective organizations and agencies which involve citizens as volunteers.

- **Leadership development:** VOLUNTEER will assist individual volunteer leaders and administrators in improving their professional capabilities, broadening their horizons and participating in professional and personal development activities.

- **Public policy and advocacy:** VOLUNTEER will further the involvement of the volunteer community in deliberation about public policy, and advocate for those policies which will facilitate the effective involvement of citizens and the voluntary sector in problem-solving.

- **Demonstration and research:** VOLUNTEER will create new models for citizen involvement and pursue those research and study questions critical to the volunteer community.

- **International Development:** VOLUNTEER will take an active role in establishing international networks of citizens and organizations committed to voluntary action and involvement.

- **Broadening bases and reconciliation:** VOLUNTEER will seek to constantly expand the bounds of the volunteer community and to create networks and coalitions that will bring together the various parts of that community.

Volunteers Involve Seniors In Humanities Talk Groups

By Dotty Miller

At hundreds of sites across the nation, volunteers are helping older people engage in learning and self-discovery by serving as leaders of discussion groups on literature, history, philosophy and drama. Known as the Senior Center Humanities Program, the venture is funded by a grant from the National Endowment for the Humanities, and sponsored and directed by the National Council on the Aging (NCOA) in Washington, D.C.

Volunteering in this capacity is bringing special satisfaction to persons with backgrounds as diverse—culturally, economically and socially—as those of the older Americans they assist.

"My discussion group is intergenerational," says Saralyn Levine, a housewife and mother of two teenage boys who leads a group at the Jewish Community Center in Skokie, Ill., a suburb of Chicago. "I have American-born young elderly in their 60s interacting with people over 80 who came to this country as immigrants and so have very different experiences and attitudes to share."

Levine's group, which she describes as "very worldly and book smart," uses the study unit, *The Remembered Past: 1914-1945*, as the basis for discussion. One of six published program units, it includes selections by Ernest Hemingway, Harry Truman, P.B. Wodehouse, John Steinbeck and Ernie Pyle. Among the other thematic units designed to evoke memories and reflections are *Americans and the Land*, *Exploring Local History*, *A Family Album: The American Family in Literature and History*, and *Images of Aging*, which has a Spanish version. The flexibility of these units allows easy adaptation to the special gifts and needs of all older persons—well and frail, educated and uneducated.

Dotty Miller, a staff member of the National Council on the Aging, coordinates the resources of voluntary organizations for the Senior Center Humanities Program.

"The participants in my group bring more to me than I give to them," says Levine. "I come away exhilarated after every session . . . not only from the excitement of the exchange but also from the living history I've been exposed to." She finds that her background as social case worker rather than humanist does not provide the handicap she thought it might, and attributes this to the materials and guides supplied by the Senior Center Humanities Program. "The role called for is that of facilitator, not teacher," explains Levine.

Another humanities discussion leader, Ralph Laundy, represents the growing group of older volunteers who are serving their own segment of the populace. A retired plumber who audits literature courses at Cleveland State University, Laundy's initial contact with the multipurpose Senior Center in Lakewood, Ohio, had been through a bridge group. He accepted the invitation to lead a discussion

group as soon as it was offered.

When he talks about the experience, Laundy dwells on the warm friendships he has made, both within the group and with community members he has brought in to enrich the program. "Something like this breaks down barriers very quickly," he says. "You get talking about real things, things close to you, in the space of a few weeks' time."

The experiences of Levine and Laundy are typical of those of other volunteers who lead such groups in nearly 500 senior centers, nursing homes, day-care centers and other similar facilities serving the needs and interests of older people.

Participants meet once a week for eight weeks in groups of 20 or fewer. They use packets of materials, which include copies of the study units, a set of cassette tapes on which professional actors narrate selections, two kinds of discussion leader guides (one analyzes the literary excerpts and the other outlines techniques for facilitating group discussions among older participants), posters and diplomas.

A limited amount of professional staff assistance in implementing the program is provided. Training



Volunteer Emily Monk displays tobacco leaves to participants in the Senior Center Humanities Program during a field trip to explore local history at the Lyceum in Alexandria, Va.

Photo courtesy of the National Council on the Aging

workshops also are offered, under certain circumstances, to help organizations and individuals newly involved in delivering the humanities program.

Voluntary groups only recently have been invited to participate in NCOA's humanities program, which had been limited primarily to senior centers. Civic, fraternal, church and professional groups who are members of the National Voluntary Organizations for Independent Living for the Aging (NVOILA) now are being given the opportunity to generate new mechanisms for reaching the isolated, the disabled homebound and the minority elderly who are not being served at the present time.

Two routes are suggested for voluntary groups who want to help expand the humanities program. They can assume complete responsibility for setting up and conducting discussion groups or they can support sites where the program already operates by providing transportation for field trips, by serving as discussion leaders, by bringing homebound elderly to the sites, by

making contributions to underwrite support of the program, or by assisting in whatever unique ways they are needed.

Dual sources of volunteerism are developing through expansion of the humanities program. As groups commit their organizational resources to sponsorship of particular sites, their individual members volunteer their talents and skills in meaningful and satisfying ways.

The humanities groups themselves provide reservoirs of volunteer talent. New or renewed interest in literature and local history on the part of program participants, coupled with an awareness of contributions they can make to the local community, has prompted many of them to offer their services to museums, libraries, schools and historical societies.

Groups or individuals who are interested in learning more about the Senior Center Humanities Program are invited to contact Dotty Miller, NCOA/NVOILA, 1828 L St., NW, Washington, DC 20036.

Parents Without Partners: Growth through Self-Help

By Marcia DeWolf

Parents Without Partners (PWP)—an international organization for single parents and their children—depends on a dedicated volunteer membership to achieve its goals.

The problems of bringing up children alone are overwhelming to some. The adjustments and emotional conflicts of separation and divorce often leave many scars. As a self-help organization, PWP's aim is to provide assistance and support to confused and isolated single parents in reshaping their lives.

Members must be single through divorce, separation, widowhood or "never-married" status, and they must be the parent of a living child. They

Marcia DeWolf, a free-lance writer in the Washington, D.C. area, is a member of the Fairfax County, Va., chapter of Parents Without Partners.

represent a cross-section of the millions of husbands and wives who have suffered a breakup of their marriage and are reorganizing their lives. Some have young children to raise alone, some are parents of teenagers, while others are "noncustodial"—those who have visitation rights and pay child support.

To help parents raise their children to healthy maturity in a one-parent home, PWP conducts seminars, conferences, scholarship programs, information centers, legal research and offers such membership benefits as low-cost health insurance.

Discussion groups, led by trained volunteer moderators, encourage members to share experiences and feelings. Chapter newsletters publish a calendar of events and other useful materials, such as available human services in a community.

"No matter where we may be in our lives, the need to be a valued member of a family is basic and healthy." This basic credo has served as a guideline for Chapter 715 in Fairfax County, Va., in its design of a series of family enrichment programs. These workshops and discussions focus on communications skills and provide a nonthreatening forum for both children and adults to air their mutual problems in a congenial atmosphere.

"Watching another family struggle to listen to each other helps us understand how important listening is to the art of family building," says Dick Danforth, a chapter leader and moderator trainer. "The focus is to break down the barriers that interfere with healthy family communication."

The Fairfax chapter's 1,400 members also form what they call Friendship Circles to create lasting relationships among members who meet regularly for dinner and socializing. By meeting in small groups, members have a better chance to make friends and develop a supportive "extended family."

The Dads' Program, a small group of devoted, caring men, provides valuable male companionship and attention to youngsters who receive little or no contact from their own fathers. These volunteers spend their Sunday afternoons with children who are in the custody of their mothers. Likewise, the Moms' Program focuses on children in their fathers' custody and in need of special female guidance in their lives.

If a member needs his/her car repaired, a leaky faucet fixed or a suit mended, the 715 Neighbor-to-Neighbor Committee matches individual to need. No money changes hands—it's the old-fashioned trading of services. The N-to-N chairperson keeps current records of PWP volunteers who are willing to give of their talents and expertise in needed areas.

One of the chapter's more recently organized programs is the Grief Support Group, which assists members who are undergoing the intense pain of a serious loss—the death of a loved one or the pain of separation and divorce.

PWP program activities vary from chapter to chapter. A group in New Jersey, for example, is involved in child abuse prevention. Members help with

research, staff a hot-line and lobby for legislation. A Texas chapter has its own day-care center operated by unemployed teachers and staffed by volunteers. It is licensed and offers minimal rates to PWP members. A chapter in Iowa has developed a Borrow a Dad, Borrow a Mom program, which fosters a one-to-one relationship between a child and an adult.

Many programs have expanded from strictly members' activities to community outreach. Various social service agencies have adopted some PWP activities to meet the special needs of single parents and their children.

The popular SOS program, for example, is a public meeting for those who are considering divorce, who are in the

midst of it, or who are recently widowed or divorced. The program consists of talks by professionals on the legal, parental, emotional and financial aspects of ending a marriage, followed by group discussions. SOS kits enable all PWP chapters to plan and conduct effective volunteer SOS programs in their own communities.

Though not a dating or marriage bureau, PWP is the largest singles organization in the world. It is the vitality and enthusiasm of Parents Without Partners which have helped the organization's membership double every three years since its inception in 1957. Because of its collective experience, PWP can make a valuable contribution to all single parents.

Neo-Fight Fights for Life

By Donna M. Hill

In 1976, Rajahn Austin, two-and-a-half months old, had to be transferred from a hospital in Newark, N.J., that lacked intensive care nursery equipment to a second one. After the transport and considerable effort on the part of Beth Israel Hospital, he died.

His mother, Betty Austin, did something besides grieve for her baby. She founded a nonprofit organization that is dedicated to reducing infant mortality in Newark and surrounding areas.

Neo-Fight, Inc. tries to improve the quality of life for newborn infants. Its prime objective is to raise funds to purchase intensive care nursery equipment, which is then donated to special-care newborn units in hospitals in New Jersey. The organization has an advisory board—the majority of which is medical personnel—who tells members whether the machines they wish to purchase are practical.

Since its founding, Austin says, Neo-Fight has purchased seven pieces of equipment, each of which was presented to a hospital at a special dedication ceremony.

Austin says they have a reason for purchasing the equipment themselves. "We don't just say, 'Here's some money,'" she explains. "We can actually say to the mothers, 'Yes, the machine is there that your baby needs.' It's there because we put it there. That's what we wanted to do."

Part of the money the group collects comes from fundraising events, such as luncheons, dinners and Tom Thumb weddings. (According to Austin, the weddings are extremely popular.)

It took a great deal of work to get Neo-Fight off the ground. "It was a slow starting process," said Austin, explaining that it took a full year to get the organization incorporated and tax exempt. "A lawyer usually does this, and it would have taken less time."

But Austin did most of the legal and

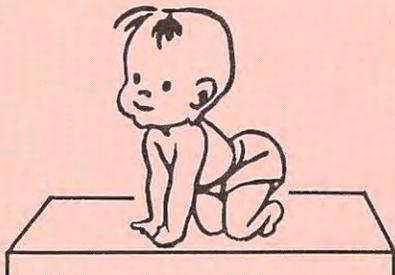
Donna Hill, a frequent contributor to VAL, is a free-lance writer in Washington, D.C.



IRS groundwork on her own, then had it checked by attorneys.

Neo-Fight now has 150 members, including the advisory board and honorary members. Everyone except honorary members are asked to pay dues, and meetings are held each month on every other Sunday.

Members volunteer at most of the fundraising events. Austin said many



of the members who cannot attend meetings, such as senior citizens, volunteer to do typing and envelope stuffing. Members can join several clubs within the organization, including the Baby Club, the Grandparents or the Young Adult Club. Volunteers are solicited through the directors of their respective clubs.

Not all volunteers are members of Neo-Fight. Several of the Newark hospital personnel frequently help by selling personalized items and novelties to raise money. Volunteers show the items and take orders from buyers.

"People who help us say they don't want to be paid," says Austin. "They want to help out because they see that we do what we say."

Neo-Fight solicits contributions and members by mail, and through audio-visual presentations shown at men's groups, civic associations, Kiwanis clubs and others. Persons need not join the group to make a contribution.

On a small scale, Neo-Fight offers patient education for the prevention of birth defects. The target area is teenagers and women of childbearing age, 11 to 45.

In addition, the group is working on developing a nutritional and drug abuse program. "If we can work on reducing birth defects first, then we can go about reducing infant mortality," Austin says.

For further information, contact Neo-Fight, Inc., 965 Thorn Street, Rahway, NJ 07065, (201) 499-0518.

Volunteer Counseling Service Fills Budget-Cutting Need

By Ruth Kostik Grossman

A family court judge, an 18-year-old school dropout who has lived in seclusion for two years, and a mother and former grade school teacher, all have something in common: a need for a service.

The Volunteer Counseling Service of Rockland County, (N.Y.) Inc. has been responding successfully to these needs since its inception in 1970. It provides the family court with a source of counseling services for cases where legal intervention is not the answer; it provides a constructive involvement for qualified trainees and professionals; and it provides children, couples, and entire families with much needed help at a fee they can afford. VCS also promotes cooperation between county agencies by cosponsoring conferences that focus on community service needs.

With \$25,000 from the Ford Foundation, the Volunteer Counseling Service program began operation in October 1970 as a pilot program. The proviso: that local funding pick up support of the organization within four years. The hypothesis: the community would find these services so valuable that it would wish to fund them. It worked.

By 1972 the organization had become an autonomous, incorporated, voluntary agency receiving fees on a graduated scale and funds from the Rockland County Legislature.

The 120 volunteer counselors and 50 volunteer professional supervisors served over 1,200 families in 1978 and provide roughly a half million dollars in services a year. The \$56,000 earmarked for the VCS this year by the county legislature will produce savings on the county's expenditure of anywhere from \$50 per day in jail costs to \$22,000 per year in institutional costs for a single child. This savings is the primary rationale for local funding.

The major success of VCS comes

Ruth Grossman is a free-lance writer based in New York who specializes in the health-care field.

from the unique triad set up between the family court or schools, parents, and counselors utilizing a pragmatic problem-solving approach. Efforts are concentrated on preventing domestic violence or child abuse and neglect through parent education and direct counseling on interagency referral cases. Walk-in clients or those with the ability to pay for private counseling are not encouraged to use VCS, although no one in need is turned away.

"We have the agreement of two Rockland County Family Court judges to steer people into our workshops when they come before the court, whether they are mandated to counseling or it is simply recommended," says VCS Executive Director Dr. Stephen Shapiro. "Some of our services could only work in relation to the family court."

In fact the Models for Parents program was requested by Family Court Judges Alfred J. Weiner and Howard Miller. "They do an absolutely fantastic job," Judge Miller says, "and we've come to rely on them very heavily."

Volunteers are trained by professionals to promote a participant-advisor relationship and often serve as role models. Meeting the developmental needs of both adults and children is the basic goal, combined with a concrete approach to the daily problems of the specific client.

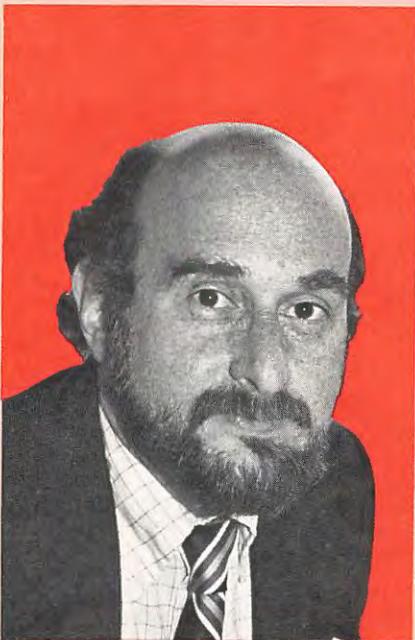
Counselors are neither left on their own in their new counseling roles nor exploited in their volunteer services. Professional supervisors support and assist trainees who attend seminars and group discussions on counseling techniques. Each counselor receives weekly personal supervision. Further, volunteers can receive credit toward a master's degree from their VCS work, and many go on to achieve advance degrees.

Two hundred VCS-trained counselors have now become professionals in the mental health and social work fields—and many remain with VCS as counselors, supervisors, board members and consultants. "The kind of

volunteers that we use are not chauffeurs or babysitters or big sister-type volunteers. These are sophisticated people doing sophisticated work," Shapiro says.

Gloria Anderson joined VCS five years ago at the suggestion of her college professor. Today, she is working on her master's degree in counseling in addition to her volunteer work. "I've had quite a bit of formal education in psychology, but what I have experienced with VCS, the weekly lectures plus the experience of actually counseling, has been much more valuable," she said in a recent interview. "I started out with adolescents and then I got involved with counseling criminals."

Anderson attributes the success of the VCS program to the support system behind the volunteers. "Each counselor has a supervisor professional who has at least a master's degree in social work," she says. "You can interpret this as saying that each client has not only a counselor, but also a supervisor analyzing each case." The weekly sessions to which Anderson and all counselors bring their cases provide a constant feedback and expert analysis of



Stephen Shapiro

Photo by Toby Litoff

each case. "You're constantly learning," Anderson says.

VCS' autonomous status allows it the freedom to implement new programs

with only the approval of its board, giving it a flexibility to meet the needs of the community that government agencies don't have.

In 1975 VCS began the Models for Parents of Pre-school Children program. Counselors serving as parental role models are professionally trained by child psychiatrists, social workers, and the director of child protective services. In 1978 pediatricians participated in the training. The subject matter is determined by the parents in the workshops, who express their own fears and insecurities about raising their children. This program is being expanded to help parents of adolescents.

VCS also has instituted a counseling program for divorced parents having visitation problems and a Models for Parents of Adolescents in Trouble program. In 1978 VCS was a leader in the county effort to respond to a new law providing concurrent jurisdiction on battered spouse complaints. The counseling agency not only provided services to battered spouses, but also organized many educational meetings for the police, district attorney, and other county agencies dealing with this problem. VCS is now gathering police data on domestic violence and planning a unique educational workshop, which will focus on reducing violence, for abusive spouses.

Rockland County legislators like John Murphy believe VCS is the "best human resource we've got in the county. Every dollar we put in here saves us dollars at the Mental Health Center and the Department of Social Services."

"Whether you use state grant money, or local community money, or federal grant money, this kind of program remains the lowest cost way to develop services," adds Shapiro, who envisages the future role of VCS as a model for other communities where more alcoholic husbands, wife-battering husbands, and runaway children ordered by local courts to seek help will have a place to go without imposing a heavy financial burden on local budgets.

"There is a desperate need for services in a time for budget cutting," he continues, "and this is a good way to provide those services with just a little bit of seed money to start up."

NCVA Sponsors Workplace Conf.

By Feroza Allee

"It was good to share ideas with so many people doing the same thing you're doing—promoting volunteerism," said Barbara Burwell, administrator of corporate responsibility at Bankers Trust Company, as the Volunteers from the Workplace conference came to a close.

On April 17 and 18, 1979, the National Center for Voluntary Action sponsored its first national Volunteers from the Workplace conference in Washington, D.C. The meeting was the culmination of NCVA's 15-month research project, which identified what corporations and organized labor are doing to encourage employee volunteer involvement in the community.

"But, it is also the beginning," said Shirley Keller, project director, "of what we hope will be a continuing dialogue and sharing with NCVA among those responsible for employee volunteer programs about mutual successes, problems and ideas for expanding and increasing community involvement by corporate and labor's human resources."

Focusing on the themes of employee and union member volunteerism, the conference was a diverse gathering of 150 participants. Top management from the business community, key leaders of international labor unions, individuals responsible for organized labor's community services activities, public policy makers who deal with human service delivery, and representatives of national voluntary organizations were there to share ideas and resources, seek solutions to common problems, and plan for the future.

For companies who recruit employee volunteers and refer them to community agencies, a workshop entitled "The Volunteer Clearinghouse" was designed to help participants achieve wider exposure for the

Feroza Allee recently completed her work with NCVA's Volunteers from the Workplace project. She now is an editorial assistant with the National Electrical Manufacturers Association.

clearinghouse within their companies. It also explored working relations with Voluntary Action Centers and other agencies.

Another workshop, "The Retired Worker," looked at specific ways to reach this pool of potential volunteers. "The United Labor Agency: Mobilizing Union Volunteers" traced the evolution of the United Labor Agency and its impact on the delivery of human services. The ULA, an independent nonprofit organization, is the heart of organized labor's community services program.

These and 12 other workshops were conducted during the two-day conference. Each was hosted by several experts, who came from all parts of the country. Workshop session leaders included Richard Contee, president of the Dayton-Hudson Foundation, Minneapolis; James Hosey, executive director, U.S. Steel Foundation, Pittsburgh; Mel J. Witt, executive director of the United Labor Agency, Cleveland.

"Having been very impressed with the thoroughness and scope of the contents, I feel a strong urge to let you know how useful the conference was to me," said Muriel Mahon of Metropolitan Life, New York, in her conference appraisal. "I came away with a greater sensitivity to what corporate volunteerism is doing around the country."

At the first luncheon, conference participants had the opportunity to hear speaker George Gallup, Jr., president of the Gallup Poll in New York. John Mack Carter, editor of *Good Housekeeping* magazine, presided as

master of ceremonies at the conference dinner, an occasion for special tributes.

NCVA Chairman George Romney was presented the first Distinguished Corporate Citizenship Award for his active support of volunteerism and the voluntary sector. Special awards for their continuing support of the Volunteers from the Workplace project and conference went to Stanley G. Trembicki, a retired IBM executive in California; Richard A. Plumb, president of the Barbers, Beauticians and Allied Industries International Union, AFL-CIO; and Archie R. Boe, chairman of the Allstate Insurance Company. Plumb and Boe served as cochairmen of the project's advisory committee.

In addition, three of the six National Volunteer Activist Awards winners for 1978 were honored at the conference dinner. (See related story.)

Leo Perlis, director of the AFL-CIO's Department of Community Services, addressed participants at the conference's other luncheon.

For Ken Allen, NCVA executive director, "a very important accomplishment of the conference was to begin to create communications and sharing networks among the participants. The interest displayed by the participants reflects the increasingly close cooperation between the profit and nonprofit sectors in our society."

The Volunteers from the Workplace project was made possible by grants from the Charles Stewart Mott and J.M. Foundations. Additional funds for the conference were provided by the Charles Stewart Mott Foundation and Allstate Insurance Company.

Nat'l. Volunteer Activist Awards Go to Six Winners

Four individuals and two groups were selected this year as the 1978 National Volunteer Activist Awards winners. The awards are given each year by NCVA as a means of focusing public attention on the unique contributions citizen volunteers make to improving the quality of life in their communities. This year's winners are:

- Phyllis Dennery, New Orleans, La., responsible for the initiation and passage of an amendment to the 1978 Telecommunications Act, which allows public broadcasting radio and television stations to count their volunteers' hours as "gifts-in-kind" as partial match for federal funding.
- Dr. Charles Garfield, Berkeley, Calif., founder of the Shanti Project, a volunteer counseling project for families of the terminally ill.
- John Olmstead, Inverness, Calif., designer and builder of a trail and campground accessible to wheelchair-bound outdoors enthusiasts.
- Partners, Inc., Denver, Colo., a support service agency, which matches coping adult volunteers with kids in trouble in year-long relationships.
- REACH (Reassurance to Each) Task Force, Minneapolis, Minn., a self-help group for families of the mentally ill.
- Dolores Wong, Los Angeles, Calif., advocate for improving the quality of life in the Chinatown community.

Three of the winners were honored at NCVA's Volunteers from the Workplace conference dinner in Washington, D.C., on April 17. The other three received their plaques on the West Coast at NCVA's Salute to Corporate Volunteer Leadership dinner in Los Angeles on April 24.

Nominees for the 1979 awards were drawn from two primary sources—the winners in some 35 local and state awards programs and nominations submitted directly to NCVA from around the country. Out of 2,500 individual and group nominees, 27 were chosen to receive citations in recognition of their distinguished service. These awards were presented during National Volun-



Archie Boe (second from left), chairman of Allstate Insurance Companies, receives award from NCVA Chairman Governor Romney at Volunteers from the Workplace conference dinner. NCVA Executive Director Ken Allen (left) and Good Housekeeping Editor John Mack Carter (right) participate in the presentation. Carter was the master of ceremonies for the evening.

teer Week, April 22-28, by the Voluntary Action Center in each winner's community. From these citationists, the national award winners were chosen.

The awards program began over 30 years ago, under the sponsorship of the Lane Bryant Company. In 1975, NCVA began cosponsoring the program with the Germaine Monteil Cosmetiques Corporation. This year, for the first time since 1974, the awards were given under the sole sponsorship of NCVA.

NCVA Sponsors Corporate Dinner On West Coast

Chief executives of 27 Southern California corporations were honored for their outstanding employee volunteer programs at NCVA's first Western Salute to Corporate Volunteer Leadership dinner on April 24 at the Beverly Wilshire Hotel in Los Angeles.

Banquet cochairmen J. Robert Fluor, chairman of the Fluor Corporation, and C. J. Medberry, chairman of Bank of America, took advantage of the dinner's scheduling during National Volunteer Week to honor three of the six National Volunteer Activist Awards winners (see p.12), in addition to the corporate award recipients. Both groups were recognized for outstanding voluntary involvement in community problem-solving activities.

Invited to participate in "A Very American Evening," the 350 guests were greeted by a fife and drum corps and seated amidst red, white and blue streamers. They were welcomed by Governor George Romney, NCVA chairman.

After dinner Robert O. Anderson, chairman and chief executive officer of Atlantic Richfield Co., gave the keynote address. Then, local media personality Mario Machado and Governor Romney presided over the awards ceremony. Representatives of top management from the following corporations received the award:

Allstate Insurance Company, American Airlines, Atlantic Richfield Company, AVCO Financial Services, Bank of America, Broadway Department

Stores, Broadway Federal Savings and Loan Association, Carnation Company, Denny's, Inc., Walt Disney Productions.

Fluor Corporation, General Telephone, International Business Machines Corporation, Lloyds Bank California, Northrop Corporation, Occidental Life of California, Pacific Telephone, Rockwell International Space Systems Group, San Diego Gas and Electric Co., Security Pacific National Bank, Southern California Gas Company.

International TRW Systems and Energy, Defense and Space Systems Division, Union Bank, United Airlines, United California Bank, Wells Fargo Bank, Xerox Corporation.

Volunteering in Good Shape—LHJ

- Most volunteers are housewives, otherwise unemployed.
- Volunteers work in hospitals, mainly holding patients' hands.
- Volunteering is a luxury of the upper class, a case of the overprivileged helping the underprivileged, in a form of "noblesse oblige."
- To be a good volunteer, you have to be self-sacrificing.
- Volunteer work doesn't lead anywhere.

The *Ladies Home Journal* refutes these traditional notions about volunteering in a lengthy article, "The New Volunteer: Getting Ahead While You Give to Others," by Mary Scott Welch in its April 1979 issue.

After four months of research and interviews with volunteer leaders and working women across the country, Welch presented an optimistic report on the current state of volunteerism.

"A fresh breeze is blowing through the volunteer world," she wrote, "clearing the air of old-fashioned attitudes, outdated methods. It rises straight out of women's heightened self-image, our better sense of who we are and what we can accomplish. When the dust settles, volunteer jobs will be more exciting, more personally rewarding than ever before. And the whole nation will sit up and take notice, at long last valuing not only the estimated 68 billion dollars worth of services that volunteers provide every year but also the professional experience that the in-

dividual volunteer gains through unpaid work."

In the course of her travels, Welch made several discoveries:

- Homemakers, a vital component of the volunteer force, are out-numbered by volunteers who hold full-time jobs.
- Today's volunteer is involved in every conceivable aspect of American life—environment, politics, media, social services, health care, religion.
- Today's volunteer force represents a variety of social/economic backgrounds—not just the upper middle class.
- Today's volunteer is more apt to be motivated by self-interest rather than self-sacrifice.
- Volunteering is not directionless. It promotes a sense of community, "proving what we all so need to believe—that the individual counts, and that human beings care for each other"

NSVP Encourages Service-Learning

The responsibility of educational institutions to their communities and the value of encouraging students to learn through community service were stressed at a national forum conducted by the National Student Volunteer Program (NSVP) March 8 to 11, 1979, in Washington, D.C. NSVP is part of ACTION, the federal volunteer service agency which administers the Peace Corps and Volunteers in Service to America (VISTA).

About 200 educators, students and other people from all over the country gathered to explore the significance and potential of service-learning programs which enable high school and college students to learn through volunteer service in their communities. NSVP provides technical assistance and training for about 2,600 of these programs.

"The complexities of today's society force us into the awareness that we're not just encapsulated bags of skin dragging around dreary little egos," said Dr. Jean Houston, president of the Association for Humanistic Psychology and director of the Foundation for Mind Research.

The importance of bringing community concerns into the university

was emphasized by ACTION Director Sam Brown. "Students should be encouraged to know and discuss social injustice as it exists, not in the abstract with no relationship to the community," he said.

"Instead of providing an academic overlay on the community, the resources of the university should serve the people in the community. If we lose sight of that, we lose sight of the whole concept of service-learning."

Georgia State Senator Julian Bond credits an early experience in service-learning with having a "great deal" to

do with the way his life developed. As a high school student, he was encouraged to volunteer weekends to help inner-city residents of Philadelphia rehabilitate their homes.

Introduced by John Lewis, ACTION's associate director for domestic and anti-poverty operations, as a "living example and product of service-learning," Bond recounted his experiences painting and cleaning run-down houses. "I learned a great deal about how people lived in a big city," he said. "It was a unique experience that stayed with me from then to now!"

District Takes Shelters From Volunteers

By Laura Murray

(The following article is reprinted here as an example of a volunteer program that failed—and why. It appeared in The Washington Star on April 6, 1979, as one of many reports in the past year on an emotional and complicated issue involving both private and public individuals and agencies.)

A six-week experiment to allow volunteers to run city-owned shelters for homeless "street people" has ended in failure.

The volunteer program was instituted in February after demonstrators protested the "regimentation" and "lack of shelter" for the homeless, with one radical Christian group taking over Union Station to show the District how to run a shelter.

But several incidents of violence, a loss of volunteer interest and generally deteriorating conditions led the city to assume control of the Pierce School shelter on Wednesday and to close a second shelter at the Lenox School.

City officials and volunteers blame each other for the decline of what Albert P. Russo, head of the D.C. Department of Human Resources, called "a noble idea."

Some have accused the volunteers of being unrealistic and romantic in dealing with the street people, while several of the volunteers claim the city did not give them the facilities to run the shelters.

The crisis point came Tuesday night when a man staying overnight at the Pierce shelter, 14th and G Streets NE, began wielding a hatchet when he was refused immediate admittance to a locked room where he had stored a second set of clothes. Police arrived and ejected him.

City officials say there was no volunteer staffer on duty that night either at Pierce or Lenox. They said the shelters were being run by some of the "street people" who had been assisting the volunteers.

The Rev. Don Bruce Lowe, one of the leaders of the volunteer effort, said someone had been on duty for three hours that night.

But Linwood Cooper and Leroy David Scott, the two "street people" who called police about the hatchet wielder, said there was no volunteer Tuesday.

On Wednesday morning the city announced that it was back in charge.

Warren Graves, special assistant to the mayor, said the lack of supervision was "unacceptable. The city had to take some steps."

Mayor Marion Barry Jr.'s office agreed in February to let volunteers join the city's shelter program.

That decision came after concerned District residents conducted a round of demonstrations criticizing the city for providing too little shelter and for regi-

menting homeless people as if they were in an institution.

The demonstrations were begun last fall by a radical Christian group, the Community for Creative Nonviolence. CCNV took over the National Visitors Center at Union Station and others soon joined CCNV's cause.

Lowe, not a CCNV member, was named chairman of the Mayor's Advisory Commission on Homelessness.

Yesterday Lowe said the mayor never gave the volunteer program a chance to work.

Among other things, he said the city failed to provide enough dinner food; discontinued serving breakfast after a trial run; failed to issue a city-wide call for more volunteers; and failed to name a homeless person to the commission on homelessness.

Lowe said lack of official support has made it difficult to implement the commission's policy of providing "adequate, accessible space, offered in an atmosphere of reasonable dignity, for every man, woman and child within the District who wants and needs shelter."

Lowe said it was the city's failure to provide sufficient food and other services that created the tensions that led to the recent rash of fights at Pierce. Lenox, a smaller shelter at 4th and M Streets SE, was understaffed but not plagued by violence.

Lowe said recruiting and maintaining volunteers had become a problem. He said some were discouraged by the city's "indifference" and others scared away by the violence.

City workers, and the two street people who helped out at Pierce, said the volunteers didn't know what they were doing.

The street people, Cooper and Scott, said the Pierce volunteers were "too young," and were "playing around and not paying enough attention to the needs of residents."

Though the city is back in the shelter business, it won't be there beyond July. Russo said that by then shelters for men and women will be run by private social service agencies under contract to the city. Contracts will be offered for bid soon.

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ADVOCACY

Volunteer-Union Relations: Thoughts and Warnings

By Stephen McCurley

ONE OF THE ISSUES WHICH THE VOLUNTEER COMMUNITY basically has been avoiding in the past few years lies in the relationship between volunteer workers and unions. Two questions in that area seem to be of common concern:

- Should volunteers replace paid staff?
- Should volunteers work during a strike of paid staff?

Other articles in this issue discuss some specifics of the relationship between volunteer workers and unions in the health-care and education fields. This article is an initial exploration of some developments and activities throughout the volunteer community.

The Replacement Question

The question of replacement of paid staff rapidly is becoming of increasing importance. Henry Chapin of the Canadian Council on Social Development noted the essentials in this 1977 description of the Canadian experience:

Traditionally, volunteers in service organizations have been viewed as providing a support service to 'professional' staff; however, recent cutbacks in public and private funding have led many organizations to place volunteers in positions which had previously been filled by staff. This practice has caused a great deal of conflict... Organizations are not aware of the personnel problems, not to mention the ethical considerations, created by using volunteers to replace paid staff... Unions, on the other hand, are preventing volunteers from carrying out essential support services which volunteers are best equipped to handle.

In the United States the issue usually has not been so heated. Many volunteer organizations have attempted to soothe

Steve McCurley is VOLUNTEER's director of public policy.

In practice, our theory seems to have changed. From an absolute position of nonreplacement, we've moved to a new standard....

union fears by drafting clear statements in this area. The California Volunteer Network's "Direct Service Volunteer Program Standards" contains one of the most definitive statements:

Volunteers shall supplement, not supplant, activities and functions of employees and departmental programs and special projects.

- Volunteers shall not displace a paid worker or be placed in a job slot for which funding is available. This does not mean volunteers cannot apply for paid positions.
- Tasks assigned to a paid worker shall not be removed for the purpose of creating assignments for volunteers.
- Volunteers shall not be substituted for classified staff when authorized positions can be filled.

The Proposition 13 experience in California has brought this question to a head. Many voluntary groups drafted statements reiterating their support for

paid staff. The Los Angeles DOVIA (Directors of Volunteers in Agencies) wrote, "Volunteers cannot be directed or required, nor should they be expected to do that work which can and ought to be done by paid staff." The San Diego Volunteer Bureau noted in its policy, "... within all possible limits, never to place volunteers where they are to replace paid staff."

It soon became apparent, however, that if services were to continue to be delivered in California, some replacement must take place. Volunteer groups now are cooperating, mostly tacitly, to some extent with this replacement effort. As a result, services are being delivered which otherwise would not. The *Wall Street Journal* recently noted the reopening of California libraries through volunteer assistance—in Sonoma County, where 97 part-time volunteers do the work of the 20 displaced paid staff; in San Marino, where 45 volunteers replaced 17 paid staff.

In practice, then, our theory seems to have changed. From an absolute position of nonreplacement we've moved to the following standard: Volunteers should not be responsible for replacement of paid staff, but if outside forces create that vacancy, volunteers may step in to deliver essential services.

That, to be blunt, is a dangerous tightrope to tread.

The Strike Question

Of related concern is the issue of volunteer activities during strikes of paid workers. This question has been dealt with somewhat less directly by voluntary organizations. The National School Volunteer Program is one of the few groups to enact a clear position statement in this area:

The best interest of students is served when volunteers and school staff work cooperatively. In any situation of controversy, the successful relationship between volunteers and teachers can best be maintained if the school volunteer program adopts a position of neutrality. In the event of a strike or other interruptions of normal school operations, the school volunteer program shall not function in the schools.—*Joint statement of the National School Volunteer Program and the National Education Association*

The union position, naturally enough, is against volunteer activity during strikes. This includes regular program volunteering and replacement volunteers. William Lucy, secretary-treasurer

of the American Federation of State, County and Municipal Employees (AFSCME), described it as follows:

During strikes, a volunteer's proper position should be as a neutral bystander. Certainly, the volunteer shouldn't cross a picket line and take a regular worker's job. This neutral stance is dictated both by humanitarianism and rationality.

The field position on this issue is mixed. A survey done by NCVA in 1976 produced the following results:

	YES	NO
● Should volunteers continue to work during a strike of paid staff?	1,584	1,058
● Should volunteers take on duties of striking paid workers?	860	1,876

The reason most commonly cited for continuing volunteer work during a strike is that of the need for emergency help, particularly applicable for volunteers in the health field. For example, the *New York Times* reported on a nursing home strike in New York City in 1978 where volunteers came in to care for almost 20,000 residents.

This issue should also become more pronounced as a result of the Proposition 13 movement. As budgets are cut, strikes should become more frequent and more important as a negotiation device, with volunteer programs caught in the middle.

The Remaining Questions

In essence, volunteer programs must decide who are their real clients—those in need of services or the staff with whom they serve.

One of our most powerful arguments for volunteer usage has been that volunteers can stand outside the system and provide impartial advice and care to those in need. On the other hand, harsh realities may dictate compromise if programs are to avoid conflict with staff and eventual dissolution. And we must learn to consider the equally real needs of the staff, either to retain their jobs or to obtain better conditions.

If your organization hasn't thought about the above questions, it's time that it does. They involve both ethical and practical considerations with grave implications.

Please let us know what you decide, or what further questions you have. Write: National Affairs, VOLUNTEER, 1214 16th St., NW, Washington, DC 20036

FOLLOW-UP

Follow-Up is a column of current developments and discussion as well as additional resource information on key topics reported in previous issues. Reprints of "Motivating Volunteers" and "Recruitment: A Super Market of Volunteers" are available for \$1.00 each from VAL Reprints, VOLUNTEER, PO Box 8179, Boulder, CO 80306.

The Exchange Theory

(A follow-up to *Recruitment, summer 1977*, and *Motivating Volunteers, summer 1978*)

By Larry W. Bohleber

THERE IS NO DOUBT THAT AS A GROUP, ADMINISTRATORS of volunteer programs are seriously building a new profession based upon the works of intellectual giants in the areas of community organization, business administration and

- Volunteers engage in volunteer activities to obtain desired goals.
- All volunteer activities entail some cost to the volunteer.
- Volunteers seek to economize activities.
- Only those activities that are economical for the volunteer tend to be perpetuated.

psychology. Increasingly, colleges and universities are expanding their programs to include courses for those students interested in volunteer administration as a career.

The leaders of this new profession, e.g., Harriet Naylor, Marlene Wilson, Eva Schindler-Rainman, are taking an eclectic approach toward explaining their observations of voluntaristic behavior. One area of study that seems

Larry Bohleber is interested in organizational structure and processes, particularly as they relate to volunteers. He is the past executive director of the Evansville, Ind., Volunteer Action Center, and currently is the coordinator of workshops and seminars at Welborn Baptist Hospital in Evansville.

underrepresented in their approach, however, is sociological theory. Sociologists, like psychologists, are searching for one general theory that can explain all types of human behavior.

In sociology today, no one theory can explain all social acts, but there is one theoretical perspective that may have some relevance to explaining voluntaristic behavior. It is loosely referred to as "exchange theory" and has its intellectual roots deep in utilitarianism and classical economics, anthropology and psychology. In fact, it was Claude Levi-Strauss's analysis of cross-cousin marriage that drew many social scientists into discussions on exchange theory. This group quickly modified the assumptions and concepts of exchange theory and added behaviorism to the theory.

The recognized initiator of exchange theory is George C. Homans, who began his conceptual explanation of social exchange theory by defining its subject matter as social behavior. That is, when a person acts in a particular way, he or she is usually rewarded or punished by the behavior of another person and, perhaps, also rewarded or punished by the nonhuman environment. Thus, Homans's perspective is concerned with human interaction of a face-to-face, give-and-take nature.

Homans, like the behavioral psychologists, focuses his interests on factors that determine changes in the rate of emission of learned behavior. Homans explored factors involved in the maintenance and termination of pigeon-pecking behavior based on laboratory experiments. For example, the more hungry the pigeon, the more often it will peck for food. If the pecking behavior is rewarded by the attainment of considerable food, the rate of pecking will diminish as satiation increases. On the other hand, if pecking to relieve hunger is not reinforced by the reward of food, the pecking rate eventually will become extinguished. But all behavior, no matter how rewarding, entails cost.

For the pigeon, the cost is energy used in the pecking behavior. For humans, costs may be measured in many ways, such as energy expended in a work situation or money invested to make a profit.

The thrust of Homans's theoretical perspective may be stated as four basic assumptions about social actors and social activities:

- Social actors engage in activities as a means of obtaining desired goals.
- All social activities entail some cost to the actors, such as time, energy or resources.
- Social actors seek to economize their activities as much as possible, by keeping costs below rewards.
- Only those activities which are economical—those that produce a profit—tend to be perpetuated through time.

Social interaction begins, then, when a social actor attempts to gain some kind of benefit from another actor by exchanging something with him or her. If the other actor also believes that he or she will benefit from such an exchange, interaction occurs. The basis of this mutual attraction can take many forms. For example, each has objects that the other desires, each can perform services

for the other, they enjoy one another's company, or they share common goals. In any case, the resulting interaction is an exchange process.

The initial, emerging relationship may be somewhat precarious. Unless the actors share a norm of reciprocity, neither actor has any guarantee that his or her actions will be reciprocated by the other. If reciprocity does not occur, no relationship will develop. Furthermore, if the second actor does not reciprocate, it will be nearly impossible for him or her to receive any future benefits from the first actor. To perpetuate the relationship, the actor must return a compensatory benefit to the other actor. Except for purely economic transactions, the payment for benefits received need not be an exact equivalent as long as both actors believe their rewards exceed their costs. The exchange relationship will continue as long as it proves rewarding to all participants.

The maintenance of exchange relationships is dependent upon an environment of mutual trust among the actors. The actor who first offers a benefit to another actor does so in hopes of receiving a desired return, but has no assurance that this will occur (coercion excluded). Once an exchange relationship has been established, the actors begin to trust one another on the basis of past experience. As the relationship strengthens, the participants feel secure in committing increasing amounts of their energy and resources to the exchange relationship.

The exchange theory can provide a basic foundation upon which volunteer administrators can build their own structure for recruiting, motivating and retaining volunteers. People who perform volunteer work usually, if not always, do so in situations that involve face-to-face interactions with other people (clients, other volunteers, the volunteer administrator, etc.) as they seek rewards and avoid punishment, e.g., pain. In the volunteer setting, rewarded behavior will continue until a satiation point is reached or the volunteer changes his or her goal(s). Thus, the rewards no longer will be relevant. If, however, volunteer behavior is not rewarded, the volunteer quickly will seek a different setting where his or her behavior will be rewarded and where the volunteer feels that the rewards are greater than the costs.

Thus, if we alter the four basic

assumptions of exchange theory, perhaps we can see more readily the utility of this theory:

- Volunteers engage in volunteer activities as a means of obtaining desired goals, e.g., recognition, experience, companionship, self-fulfillment.
- All volunteer activities entail some cost to the volunteer, such as time, energy, money.
- Volunteers seek to economize their activities as much as possible, by keeping costs below rewards.
- Only those activities that are economical for the volunteer—those that produce a profit—tend to be perpetuated through time.

Applying this theory to the task of recruiting volunteers, the volunteer administrator must be able to accurately ascertain what rewards or "goals" can be gleaned from the volunteer jobs and then try to find people who are seeking those goals. For example, the goals that can be obtained from a clerical volunteer job may be companionship and membership into a team. The volunteer administrator should recruit individuals who want to realize these goals. Knowledge of the first assumption listed above should also help the volunteer administrator select an appropriate marketplace for his or her recruitment efforts which are tailored to specific volunteer jobs.

The volunteer administrator responsible for volunteer recruitment must realize that people, generally, will give their time, energy, and other resources *only* in exchange for opportunities to achieve their own goals.

Following the other exchange theory assumptions, the volunteer administrator must motivate volunteers in such a way that they feel the rewards of performing volunteer work exceed the costs. As long as volunteers believe they are getting a "payoff" they will continue their volunteer work. Likewise, the volunteer administrator must feel or believe that the volunteer is returning a compensatory benefit to the agency or volunteer program. This exchange relationship will continue as long as it proves to be beneficial to both parties. As the relationship grows, and each continues to reciprocate, a mutual trust may develop to a point where both the volunteer and the volunteer administrator will be willing to commit increasing amounts of time, energy, and resources to their relationship and to the volunteer program.

COMMUNICATIONS WORKSHOP

How to Read Body English

By Vivian Buchan

WHY ARE SOCIOLOGISTS, PSYCHIATRISTS, CORPORATE executives, lawyers, professionals in all areas placing so much emphasis on the art of negotiation? Because successful negotiations result from communication between two sides where both parties have a stake and a gain in the outcome.

We think it's talking that accomplishes this meeting of the minds. And, of course, words do play a vital part in communicating. But there's more to communication than words. In fact, 45 percent of communication takes place without words. And even when you're listening ... not just hearing ... you're only understanding about 35 percent of what's being said.

It's a miracle that we understand one another as well as we do when two-thirds of the time we may be either misunderstanding or misinterpreting what we're hearing.

This is why so much emphasis is being placed on nonverbal communication taking place through kinesics (bodily action) that influences us far more than we know. Anxieties, tensions, fears, resentments, desires are revealed more often through bodily movement and gestures than through words. Many times these subconscious feelings aren't even recognized ... let alone verbalized. And even if those feelings were recognized, they would be suppressed in a negotiating situation.

Gerard I. Nierenberg, coauthor of *How to Read a Person Like a Book*, conducted a series of video-taped sessions to observe people in negotiating situations. He found that the way they moved their hands, feet, arms and heads revealed more about what they were thinking than anything they said.

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Some of the prominent psychiatrists are taking their patients to the research laboratory of the Eastern Pennsylvania Psychiatric Institute in Philadelphia to conduct therapy sessions in front of movie cameras. A follow-up analysis of postural changes and gestures reveals the hidden emotions that are controlling behavior and the rationalizations the emotionally disturbed person is hiding behind.

Let's look at some of the gestures that reveal emotions and identify those that a person may be trying to hide. Take, for instance, the man who doesn't really like to lie but finds he must do so on oc-

casation. If you're adept at reading nonverbal language, you'll recognize when that man is lying if he covers his mouth with his hand, coughs or turns sideways. Contrary to some opinions, a person telling a falsehood doesn't shift or drop his eyes or look away. Some of the most convincing liars, con men and racketeers look you straight in the eye while they smile disarmingly.

Watch a politician wooing a group of union leaders. If he says, "Without the labor unions, this country wouldn't be producing the fine products this country exports. It's the unity within the unions that will pull us out of the economic mess we're in," but is pounding the podium with a clenched fist, you can be pretty sure he really thinks the unions are ruining the country.

Nierenberg classified Body Language into two broad categories: Open and Closed. And to successfully negotiate at any level, an understanding of these two forms of nonverbal communication is essential.

The Open person, eager for information and in accord with your ideas, will lean forward and keep his hands stretched toward you with his palms open indicating receptivity. The Closed person, however, leans back, tucks his legs under the chair, and folds his arms across his chest.

You can never negotiate with a Closed person because "a man convinced against his will is of the same opinion still." Your only hope of getting his cooperation is to turn him into an Open person by manipulating the conversation. Ask him to clarify his position, change the subject temporarily, or propose solutions he might partially agree with.

If you're getting the right feedback, Nierenberg said, "You keep control of the situation and succeed in whatever you're wanting to put across. Not until the Closed person becomes an Open one can you expect cooperation and receptivity from that man." Battering against a

closed mind is futile, for the more coercion and pressure you exert the more the person retreats behind that wall.

Other nonverbal clues to watch for that provide insight into hidden and



unexpressed feelings are those we encounter every day in various situations. To keep control, be alert for the postural changes or gestures that are clues to what's going on in the minds of the people you're dealing with:

The Mirror Image: The people in a group who agree with one another unconsciously assume the postures of those persons. For example, the Open persons will make postural changes and use gestures that are similar. Conversely, so will the Closed persons. If the majority are Open persons, concentrate on them by paying more attention to them so that gradually the Closed persons will begin reacting favorably to your ideas. You can read this by watching how they sit, move or gesture.

The Gender Image: Somehow American males assume a position they consider masculine and sophisticated by crossing their legs in the "broken-four" position (one ankle resting on the other knee). When young men are trying to appear nonchalant they adopt this position, unconsciously assuming this posture will create the impression they're more confident than they feel.

The Barrier Image: If a person leans back and puts one hand on his chin or over his mouth, he's erecting a barrier

between himself and you. He appears to be listening, but he's reacting negatively to what you're saying. Until you can remove that barrier, you'll be wasting your time trying to win his cooperation or approval. When you see him leaning forward and perhaps extending an open hand toward you, you'll know he's becoming an Open person.

Although gestures vary from culture to culture ... as does verbal language ... many are universally understood. The shrug, wink, clenched fist, furrowed brow, tightened lips, turned-down mouth, thumb and forefinger in a circle, the V sign are accurately understood by all of us.

Some gestures are instinctive, reflecting both conscious and unconscious



emotions; some are imitative and adopted by members of a family or ethnic group; others come from out of nowhere. Even a child blind from birth will shrug his shoulders. Why? Nobody knows.

Nierenberg found "women are better at interpreting gestures than men because of their intuitive ability. It's a matter of understanding what minute gestures mean." Is that why a man often wonders, "How could she know what I was thinking when I hadn't said a word about it?"

The persuasive and effective speaker anywhere has become skillful at reading Body English. The person who always seems to influence his colleagues has

made a study of "sign" language to keep him on course when he's dealing with both Open and Closed persons.

Actually, Body English is more dependable than spoken English, for there's less chance of a misunderstanding. Semantics can be treacherous because the connotations of many words can trigger unexpected emotional reactions.

Begin learning more about Body English by watching television personalities, politicians making campaign speeches, your coworkers, people in restaurants. Listen to what they're saying and see if you can interpret what they're doing with their hands and postural changes.

When you're in a negotiating situation, be alert to the bodily action of those you're talking with.

It's a sobering thought to realize that 55 percent of communication takes place on the verbal level with the other 45 percent going on without words. Effective communication results only when an idea from one mind is sent into other minds arriving there exactly like it was when it left the mind of the speaker. If that idea is distorted, misunderstanding results.

The art of negotiation is something we learn through many methods. But learning Body English is one method that will



pay dividends no matter in which arena you're functioning. It not only will make you more skillful negotiating on any level but gain you the reputation of being observant and intuitive.

Some of the most talked about

ISSUES of the Volunteer Community

Volunteers and Strikes: Good Motives Should Not Be Exploited

By Peter Laarman

VOLUNTEERISM IS A GREAT AMERICAN TRADITION which needs to be reinforced rather than undermined. But the heritage of volunteer effort *is* undermined when well-motivated people are induced to perform roles which prolong or complicate a strike by paid staff. The

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desire to help is exploited by employers intent on "winning" the strike at all costs.

The use of volunteers to perform "struck" work simply is not a problem in most manufacturing and other private-sector employment. No one enters a steel mill or a coal mine to "help" maintain the nation's steel or coal production. People *do* cross picket lines in these situations, but their motive in doing so is money, not altruism. People who take the jobs of striking employees in these situations are known as scabs.

The sectors of the economy where volunteers are likely to appear and where their contributions may cause real problems include health care, education and other social services. In many instances, the institutions or agencies utilizing volunteer services will be *public* institutions, which by definition are not operating to make a profit. As a result of their nonprofit status, these institutions may give the impression that they are not really *employers* subject to labor-management problems. Yet the National Labor Relations Board and the Congress, recognizing the economic impact and scope of the health care industry, granted the employees of private nonprofit hospitals the rights and protections of the National Labor Relations Act (NLRA) in 1974. And a majority of states permit *public* employees in educational, health care and similar institutions to organize and bargain collectively. These states recognize that the employer-employee relationship in a public employment context does not differ significantly from such a relationship in private industry. So the legitimacy of strikes in the public

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The best service a would-be volunteer can render is to do whatever he/she can to *end the strike*.

sector, based on the realities of working for a living, should not be in question.

Unfortunately, the right to strike as an extension of the right to bargain is very much in question where public employees are concerned. Most public sector bargaining statutes are weak compared to the NLRA, and nearly all of them prohibit strikes. What this means in relation to volunteerism is that volunteers are likely to encounter a wave of suspicion and hostility when they "fill in" for public employees, since public employees generally take a huge risk when they decide to strike. Mass firings, heavy fines and even jailings are not unusual in public sector strikes, whereas such penalties are unknown when teamsters or machinists or carpenters walk out. Therefore, an individual considering a volunteer role during an actual or threatened public employee strike should be aware that the regular staff members are under extreme pressure, fighting for their rights as workers as well as for improved compensation and working conditions.

A more obvious consideration for volunteers in a strike situation, whether private or public sector, is that people strike for a reason. Employees are not militant by nature; they make the sacrifices involved in a strike because they feel they have no alternative. While it's in management's interest to represent a strike as unjustified and irresponsible, strikes as often as not are precipitated by management's own unreasonable posture. A school district facing budget problems, for example, can save money and balance its budget if it can provoke the teachers into a strike. While one's decision to volunteer cannot be guided exclusively by the question of "who's right," the employer's motives and culpability must be examined carefully. And the volunteer should also bear in mind that health care institutions and school systems traditionally pay their employees as little as possible. Unlike profit-making corporations, they cannot simply "pass through" their labor costs to the consumer.

Public relations constitutes a major factor in any labor dispute, and employers will go to great lengths to score public relations victories. A favorite tactic of hospitals in a strike situation is to accuse striking employees of callous disregard of human suffering or even of human life. What often is not disclosed is that the striking workers have *offered* to perform live-saving roles but have had their offer *refused* by managers determined to discredit the union. Similarly, school boards and administrators frequently will suggest to the media that senior students will be denied college admission on account of teacher strikes, even

though the union involved has attempted to establish tutorial programs to enable students to complete required coursework. And adding insult to injury, the same employer who accuses the employees of indifference to human needs and suppresses their offers of help will call upon volunteers.

As the many sets of guidelines developed by volunteer organizations make clear, the rules for volunteers are relatively simple: Never supplant the roles and functions of regular employees, never volunteer for a program or function which *should* call for paid staff, never accept a volunteer position which might subject you to liability lawsuits, and never volunteer in a context which would protract or exacerbate a strike.

The best service a would-be volunteer can render in a strike is to do whatever he or she can to *end the strike*. Not only does a strike settlement mean restoration of the best possible services for the consumer, but it also means that volunteers can return to their proper *adjunct* role in the institution.

Strike, Stress and Community Response

By Rochel U. Berman, M.S.W

THREE DAYS PRIOR TO THE JEWISH festival of Passover in 1977, 400 employees of The Hebrew Home for the Aged in Riverdale, New York, went on strike due to an impasse in labor-management negotiations. Although a strike plan carefully detailing the role of each department was prepared in advance, the reality and enormity of the responsibility of continuing to care for 700 aged people were overwhelming.

The crisis, which would be difficult to manage at any time

Rochel Berman is the director of volunteer services at The Hebrew Home for the Aged at Riverdale, a Jewish orthodox long-term care facility serving 780 residents.

During the strike the role and effectiveness of our existing volunteer corps varied.

of the year, was complicated further by the fact that it was Passover. The monumental task of koshering a kitchen that prepares food for more than 1,000 people (700 residents plus staff) was in process. This particular time of year carried with it still another negative component. The holiday also meant our existing volunteer corps and the primarily Jewish community in which the home is situated were busy with their own preparations for celebration and family gatherings.

“Love Thy Neighbor”

So, we turned to our Catholic neighbor, The College of Mount St. Vincent, which had helped us during another crisis—the New York transit strike of 1966. At that time, most of the home's essential staff could not get to work. Jacob Reingold, executive vice president of the home, called upon students of the college to assist the aged and infirm.

The common thread of humanity which had grown stronger and firmer in the intervening decade helped sustain us for the next few days. Both faculty and students came early in the morning, between classes, and in the evening to make beds, feed and assist in the care of our elderly population. This source of help was short-lived, however. A few days after the strike began, Easter vacation commenced and the girls headed home.

Mobilization of the Jewish Community

With the first 48 hours of the strike behind us and no settlement yet in sight, another attempt was made to reach the Jewish community. In order to highlight and underscore our need for help, we called each rabbi prior to the Sabbath at his home. We requested that announcements concerning emergency be made from the pulpit on the Sabbath.

These announcements were by far the most effective means of recruitment during our entire crisis period. They kindled a massive response. Starting with the first Sabbath of Passover until the end of the strike, we had a minimum of 30 volunteers a day. On some days as many as 70 people came to offer their help. The spirit of mercy and benevolence radiated and encompassed the Orthodox community in Riverdale. Dozens of Jews for whom the home was merely a beautiful edifice on the banks of the Hudson crossed our threshold for the first time. After their initial experience, they were drawn back almost magnetically.

The needs of the residents were great and were matched by expressions of enormous gratitude for the kindnesses shown them. On the Sabbath and on holidays during which riding is religiously prohibited, there were virtual “march-ins” from every corner of the community. In addition to providing essential care, e.g., feeding the blind and infirm, volunteers brought with them a festive spirit which permeated an otherwise quiet and sedate institution. We noted with pleasure that volunteering at the home had become a family affair. It spanned several generations. In one family, adult children and teenage grandchildren were joined by their grandfather in performing the age-old commandment of visiting the elderly and infirm.

In some congregations, the rabbi himself served to coordinate the volunteer effort, while in others a member of the sisterhood was appointed to the task. In all our recruitment notices we emphasized that volunteering was “not for women only.” This helped expand the number of recruits to include several very enthusiastic and energetic males.

The contacts made through synagogues during Passover week led naturally to the further recruitment of volunteers through the three Hebrew day schools in Riverdale. Each school undertook the coverage of one meal a day. Groups of as many as 15 students came each weekday—before school to assist with breakfast, at lunchtime, or after school for the evening meal. The students alternated their service so that there was no significant disruption in curriculum for any individual student.

Here, too, the recruitment had an intergenerational component. The class mothers of one yeshiva instituted a telephone chain that reached all the parents of a school whose student body numbered over 300. Because of their deep commitment to Judaism, these parents were particularly sensitive to the religious needs of our residents. With a sense of dignity and piety they spread white tablecloths for the Sabbath and helped residents bathe and dress for the holy day.

How Volunteers Were Utilized

Volunteers were utilized primarily to assist with the care of skilled nursing facility residents. They worked under the direction of the nurses assigned to each unit. When volunteers arrived, they signed in at a centrally designated point. Meal passes redeemable in the staff dining room were distributed to volunteers who served a minimum of three hours. Volunteers were required to sign out when they left.

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Is it worth risking the destruction of programs and possibly losing those 25,000 hours of volunteer help?

After the first few days, when we had accustomed ourselves to the new system and routine, we identified the most appropriate tasks for volunteers as well as the most crucial times of day during which help was needed:

- 7:00 a.m.—11:00 a.m. Wake patients, assist with washing and dressing, distribute breakfast trays, clear tables, make beds (a formidable task, since each of eight units has about 50 beds!).
- 11:00 a.m.—1:30 p.m. Distribute lunch trays, assist with feeding, clear tables.
- 1:30 p.m.—4:00 p.m. Sort and distribute laundry, sort and distribute mail, escort patients out-of-doors, bring wheelchair patients to physical therapy for treatment.
- 4:30 p.m.—7:00 p.m. Distribute supper trays, assist with feeding, clear tables, assist in preparing for bedtime.

Problems and Reflections

When the possibility of a strike seemed imminent, all families of residents were notified by mail that their assistance might be necessary to continue vital resident services. Family response was minimal. When family members did come they usually tended only to the needs of their own relatives. In a few cases, they became adjunct staff on the unit and pitched in with patient care for the entire unit. For the most part, however, families continued to observe their usual visiting patterns.

The role and effectiveness of our existing volunteer corps varied. About half of the 20 volunteers increased the number of days and hours they gave to the home and performed all of the tasks described above. There were many, however, who chose not to cross the picket line. Some felt that they would be jeopardizing relationships with social workers and aides so that they could not provide quality service to residents following the strike. These volunteers chose instead to keep in touch with the residents by phone or postcard. From this point of view, it was less trying for people who had not previously volunteered to cross the picket line than it was for those with longstanding relationships. Even among the new recruits there was much sympathy for the cause of the staff on strike. Several young people requested to be assigned only to those patients most in need. Another group which experienced considerable conflict was our resident volunteers. Many of them pioneered better working conditions through activism in trade unions and identified with the staff on the picket line. As a sign of support, they felt they should curtail their usual volunteer activity for the

period of the strike. A very conscious effort was made to create an atmosphere in which opposing points of view could be aired, discussed and respected.

Perhaps among the many unusual developments during this crisis, the most positive and heartwarming to observe were the interpersonal contacts which emerged between teenage students and our aged population. Segregation of the aged in our society has left younger generations relatively unprepared to deal with old people or with their long-term future. Assisting during this emergency provided some insights into the aging process.

A "rap session" held with a group of students following the strike revealed that the youngsters were unusually sensitive and upset by any signs of infantilization of the aged or by any lack of credibility or dignity accorded to an old person. It would appear that their level of awareness of the problems of old age increased. It is our hope that with future contact and exposure will also come a greater level of understanding and acceptance.

The Role of Volunteers During a Teacher Strike

By Sue Szentlaszloi

The following article is reprinted with permission from the National School Volunteer Program's Information Bank.

OUR SCHOOL DISTRICT HAS NOT BEEN INVOLVED in a teacher strike, but during negotiations a few years ago, we were close enough that it became necessary to seriously consider the role of volunteers, and particularly our volunteer organization, in the event of a strike.

Sue Szentlaszloi is the coordinator of the volunteer program for the West Chester, Pa., Area School District.

Are we really serving our students and communities best in the long run . . .

This is the framework of reference from which we made our decision:

- The State of Pennsylvania enacted a Public Collective Bargaining Act in 1970 which includes teachers. Act 195 provides the conditions for establishing bargaining units, bargaining guidelines, and a schedule for the collective bargaining process in addition to conditions for unfair labor practices and remedies for resolving problems. The law specifies the point at which a strike may be called. Therefore, assuming parties have followed established procedures, teacher strikes are legal in Pennsylvania.

The bargaining unit is the West Chester Area Education Association, the local branch of the National Education Association (NEA). We have a small AFT (American Federation of Teachers) membership which is very vocal but has not yet become powerful enough to replace the Education Association.

- The West Chester Area School District is in Chester County, about 30 miles west of Philadelphia, with a student population of just under 12,000, a teaching staff of 650 in 11 elementary schools, three middle schools and two high schools. We are the largest in Chester County and have the largest Education Association, and therefore we are watched carefully by the surrounding districts. In a sense, we are likely to establish precedents or at least influence the direction that nearby districts take.

- We have in our district well organized volunteer programs supported by the district. In 1973, the board and new superintendent began establishing throughout the community and within the system the concept that the schools and community needed to find ways to develop a cooperative, collaborative relationship. One step taken that year to encourage the development and growth of that concept was the creation of the position of coordinator of volunteer programs and the commitment to develop volunteer programs in all the schools. Board policy specified that "the district shall maintain a vigorous program of school volunteer assistance." Guidelines indicated that school volunteers will work under the direction of a staff person to provide supplementary and supportive services to students and staff.

Our programs were organized to allow for maximum flexibility in each school. A parent volunteer of each school is recruited to serve as the chairperson for the school's program. They each receive about 16 hours of training for their jobs and are key people in the administration of the programs. Working with principals and staff, they are responsi-

ble for recruitment, scheduling, orientation and recognition of volunteers within the school.

During the first year we confronted all the usual fears and questions of staff members. Will volunteers be expected to replace paid aides? Will volunteers be used to avoid hiring additional teachers? What about liability? Will parents come in to snoop and interfere and try to tell us what to do? If anyone can "teach," who needs teachers? Are volunteers really dependable?

The key to minimizing negative attitudes was to assure all staff members that the decision to request volunteers was up to them. They, too, were in a sense volunteers. Care was taken not to pressure individual teachers to request volunteers. Within every school in the district there were teachers who wanted volunteer help. By the end of the first year, volunteer programs were established in every school.

By the end of the second year, an evaluation by principals indicated that they had begun to consider the volunteer program as a regular part of their educational program. By the third year, expansion and refinement of volunteer programs were being included in the management objectives of principals, and teachers declared they couldn't get along without their volunteers. Individual teachers and schools were beginning to find varieties of creative ways to utilize volunteers and were learning to be realistic about what volunteers were willing and able to do. By this time 550 to 600 parents, college students, high school students and senior citizens were contributing more than 25,000 hours a year. Programs were coordinated by 25 volunteer chairpeople. We had become a solid volunteer organization which had been accepted as a regular part of the school system.

It was out of this background, in the fourth year of our development of volunteer programs, that teacher negotiations became very tense. The possibility of a strike was very real during the first semester of that year. As tensions mounted, both administration and teachers developed detailed "strike game plans." The administration's game plan called for keeping schools open if there was a strike. At this point, we had to carefully consider the role of volunteers.

Because we had a corps of well-trained school chairpeople and more than 500 working and experienced volunteers, it would have been *logistically* possible to use the volunteer organization to help keep schools open during a strike. We could have hooked the volunteer organization into the communications network of the administrative game plan and recruited and deployed volunteers to those schools where they were needed almost on a daily basis. There was sup-

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by choosing to be actively involved in resolving a short-term conflict?

port for this concept within the system and there would have been considerable community support for such action. Parents do *not* want schools closed! In this way, we could have effectively and efficiently used volunteers as strike breakers.

Thus, we could have solved a short-term problem, but what would the long-term results of such action be?

Teachers request volunteers on a voluntary basis. Good volunteer programs require a climate of acceptance, cooperation and collaboration on the part of volunteers and teachers. Even teachers who do not personally use volunteer help must accept the idea for the creation of a positive climate in a school.

Negotiations, by their very nature, set up an adversary relationship between teachers and the board. The reality of the negotiation process is that it is a political process revolving around the issues of money and power. Feelings run high and positions become polarized. By using volunteers to break strikes, we would be formally establishing the "side" of the adversary relationship that volunteers are on, and it isn't the teachers' side. We would be adding a third "power group," the community, to strengthen one side (the board) against the other (the teachers). It would undoubtedly have an effect.

But when the teachers return to work after a strike and are asked if they want their volunteers to return to work, what would you expect them to say? And what position would the Education Association adopt in relation to volunteers? Are we really serving our students and communities best in the long run by choosing to be actively involved in resolving a short-term conflict? Is it worth risking the destruction of the programs and relationships built up slowly over several years and possibly losing those 25,000 hours of volunteer help? What would be the attitude of the children of the volunteers toward their teachers when normal classes resume?

We considered all those questions and chose to keep the volunteer organization out of the line of fire if a strike was called. Letters were sent to all school volunteer chairpeople indicating that we would maintain a position of neutrality. We felt that this position would permit school volunteers to play an active role in the healing process when schools resumed normal activities and could in that way best serve the students and schools.

On Crossing the Rubicon A NOW Editorial

By the National Organization for Women

Change-directed volunteerism. *We have no quarrel with this kind of self-expression, which is the cornerstone of a democratic society. Without such volunteer effort, women could not liberate themselves.*

Service-oriented volunteerism. *This seeks to complement insufficiently funded social services with nonpaid labor in order to alleviate social ills. In addition, it blunts the pressure for a more equal distribution of the nation's wealth....—from "Volunteerism and the Status of Women," a position paper of the National Organization for Women.*

Ever since the National Organization for Women developed its position on volunteerism in the early '70s, the debate over woman's role as a volunteer never has abated. In 1974, for example, Association of Junior Leagues President Mary Poole responded, "It's not service volunteering that degrades women—it's the prevailing attitude toward women that is degrading service volunteering. It's impossible to reconcile exploitation of women with something they do voluntarily. If they are or feel exploited, all they need do is quit."

At its 1975 convention, the General Federation of Women's Clubs passed a resolution reaffirming its mission, "which is to work solely for the common good as it sees the need to be, for the well-being of the people and without remuneration."

In 1977, the National Council of Jewish Women made volunteerism its number one priority, forming national and local task forces. Esther Landa, NCJW president, declared

There is the opportunity for self-development and self-expression unparalleled in conventional employment . . .

this move was neither abdication of the responsibility of serving society, nor agreement that all work must be compensated to be judged worthwhile.

"Voluntarism is the smoothest stepping stone to paid employment a woman can find if that is what she is seeking," she wrote in the December 1977 issue of Council Woman. "Now volunteer service is also a proven means of gaining college or continuing education credit; and certainly, increasing skills will enable one to progress up the ladder of voluntarism, more and more able to take on greater responsibilities."

Despite such positions taken by other women's groups, NOW continues to advocate the kind of volunteering it deems most appropriate for women. The following editorial speaks out on behalf of volunteering for one of the most significant change-oriented activities of the century—the fight for passage of the Equal Rights Amendment. It is reprinted with permission from the March 1979 National NOW Times.

WITHIN THE LAST MONTH AND IN LESS THAN 24 hours, some 30 volunteers were recruited to work in NOW's National ERA Ratification campaign from Michigan, Pennsylvania, Alabama, Mississippi, West Virginia, Tennessee and Colorado.

For these 30 recruits it has meant leaving the accustomed comforts of their own homes, taking leaves of absence from jobs, arranging to have family responsibilities covered, forsaking familiar places and routines for the unfamiliar.

Why do they do it?

Every major city and numberless towns and villages across the country each has a small cadre of people who have rearranged their lives, abandoned successful careers, uncommitted old friends or unsympathetic long-time mates to run the chapters and state organizations, to work every available hour on one or another and usually all (at one time or another) of the feminist issues. Sometimes whole families are involved, juggling the routine with the uncommon.

Why do they do it?

Even leadership at NOW's national level, though presently salaried, involves not only uprooting from home and separation from family, but a crazy kind of commitment no other corporation in this country can command.

Why would anyone do it?

Even the victories, celebrated briefly, mean (as in the myth of Sisyphus) that the stone is at the foot of still another hill to be pushed yet again to the top. Fame, if there is any at all, is fleeting: 40 seconds on the evening news. And fortunes are not made from feminism: Most work for no compensation at all, and many, in fact, incur out-of-pocket expense that will never be reimbursed.

Are there any rewards? Is this all just selfless sacrifice in pursuit of perpetually elusive goals? A masochistic willingness to be unceasingly embattled?

Since 49 B.C. when Julius Caesar made the fateful decision to lead his army across a small river called the Rubicon in northern Italy (an act that precipitated a civil war though it led to his eventual conquest of the Roman Empire), "crossing the Rubicon" has meant—by dictionary definition—"to embark on an undertaking from which there is no turning back."

In a real sense, these feminists have also crossed a Rubicon: It was an act of conviction, heavily laced with unregenerate idealism and a sobering belt of cynicism. There is a passion for the impossible-made-possible by sheer grit and a wily inventiveness. But no one who has worked—as they have—open-eyed in the ERA ratification campaigns in the states retains any naive illusions about the democratic process, majority rule, or the triumph of either logic or justice. With the most prestigious and reliable of polls showing nearly 70 percent of the population of this country in support of the effort to strengthen and change women's status, they—democratic process, majority rule, logic, justice—are all subject to perversion by a determined, moneyed, and frenetic minority.

But those who have crossed the Rubicon still persist.

There *is* no way back, no bridge for retreat. And there are, we've concluded after searching analysis, some distinct rewards.

This side of the Rubicon there is, first of all, the opportunity for self-development and self-expression unparalleled in conventional employment, for learning and using skills that exceed the range of ordinary work and ordinary living.

This side of the Rubicon there is the opportunity for acquiring knowledge of the world and its institutions beyond the scope of routine existence.

This side of the Rubicon there is an awareness of being part of the exercise of power on a grander scale than is possible in any individual, traditional career.

This side of the Rubicon there is the uncommon chance

for learning and using skills that exceed the range of ordinary work and ordinary living.

for living uncommon lives as opposed to those of "quiet desperation."

In sum, there is the opportunity to live extra ordinary lives with the sense of being exceptional people in exceptional circumstances in the vanguard of a great—and historically inevitable—advance of civilization.

For though they lose a thousand "battles," they cannot lose "the war." They are not the defenders of the status quo, the desperate mythologizers of the past seeking to enshrine it forevermore.

Who, after all, celebrates those who fought against education for women? Their right to own property and be guardians of their children? Their right to limit child-bearing? Their right to vote?

Those who have crossed the Rubicon accelerate the future. They know that victory—ultimately—must be theirs. Copyright © 1979 by the National Organization for Women, Inc. Reprinted by permission.

portunity to serve in the military or do nonmilitary work for one year.

In February, Rep. Paul McCloskey, Jr. (R-Calif.) and 14 other representatives introduced a National Youth Service bill (HR 2206). The proposed legislation offers four options to all 18-year-olds, including military service, civilian service or a combination of the two. Then, on May 30, Rep. McCloskey announced he would introduce an amendment to the Defense Department Procurement bill (HR 4040), which would "pave the way [through a study] for a National Youth Service alternative instead of resumption of the straight draft."

May 30 also marked the convening of a two-day National Service Conference held in a suburb of Washington, D.C. The meeting was sponsored by the Committee for the Study of National Service, which recently completed a 20-month study of national service. The 250 conference participants agreed that national youth service is worthy of "a thorough national debate with strong participation by young people." While there was no consensus on what form national service should take, many individuals offered their own ideas and models.

One participant, Donald Eberly, has been an advocate of a national youth service for years. He presents here his personal views on national service, suggesting a model based on this country's past experience with the concept.

A Call for National Service

By Donald J. Eberly

There is a growing interest in a national youth service for this country. A Gallup poll conducted earlier this year revealed a positive response (77 percent) by young people in the 18- to 24-year-old age group to a system of voluntary national service, which would offer them an op-

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THE UNITED STATES NEEDS A FULL-SCALE PROGRAM of national service. The need can be found among its 2-1/2 million 16- to 24-year-olds, who are unemployed and looking for work. Many cannot get a job simply because they never have held a job. The government can break this cycle by becoming the employer of first resort, offering our young people a full year of work experience.

The need can be found in such areas as education, health, conservation and housing, where millions of young people can be engaged effectively to tackle related problems.

The need can be found by examining the bond of trust that exists between young people and their government in a healthy society. In the past 15 years, that bond has become seriously corroded. A properly conceived, well-run program of national service would help restore this bond.

Finally, the need can be found in the idealism of young people. Many believe or want to believe that what needs to be done, can be done. A system which denies millions of

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The need can be found among our 2½ million unemployed 16- to 24-year-olds.

young people jobs of any kind, let alone jobs that young people believe would contribute to meeting society's needs, is a system that sends them an unmistakable message: "Forget about your hopes and ideals. They cannot be realized."

It is this last point that most sharply differentiates a jobs program from a service program. As material resources and opportunities for economic growth decline, as automation increasingly takes care of the production of goods, human needs and the way they are met will take on increasing importance. If the current generation of young people gains the experience of delivering such services, they will have the confidence and know-how to meet the needs of the future.

The Military Service Issue

For most of this decade, some 400,000 young men and women have enlisted each year in the all-volunteer military force. With the approaching decline of the youthful population, however, and with no expectation of a decline in our military establishment, continuation of the All-Volunteer Force in its present form seems unlikely. The government probably will be forced to choose between increasing the ante, thereby adding to inflation and inviting charges of a mercenary force, or cutting back severely on youth employment programs so as to increase the attractiveness of military service to more young people.

A third choice would be a return to the draft. If that happens, the national service alternative would describe the need for young people to serve in both civilian and military capacities, invite them to volunteer for a period of service before they are 25 years old, and restrict the draft to those who had not volunteered for any kind of national service. No one would be drafted except for military service.

Some national service advocates, notably Amitai Etzioni and Reverend Theodore Hesburgh, contend that a long-run program of voluntary national service would obviate the need for a draft, since it would generate a spirit of service among young people that would result in a sufficient number of volunteers for military service.

A National Service Proposal

Ideally, a program of national service should be derived from the mutual responsibility that should exist between a state and its young people. The state, out of concern for its

National service is not a new concept . . .

- **William James** laid the theoretical foundation for national service in 1906 in an essay entitled "The Moral Equivalent of War." If young men were conscripted to do much of the toughest nonmilitary work that had to be done, James argued, they would develop self-confidence and "would be better fathers and teachers of the following generation."

- **The Civilian Conservation Corps (CCC) and the National Youth Administration (NYA)** were organized in the '30s as two of President Roosevelt's responses to the depression. More than 2-1/2 million young men enrolled in the CCC, which was perceived to be the most successful of Roosevelt's New Deal programs. Its purpose was two-fold: to transfer money to the poor (through allotments sent directly to the families of CCC enrollees) and to perform needed conservation work.

The NYA was larger than the CCC but received less acclaim. Also, the NYA was less distinctive in several respects. It enrolled 16- to 24-year-olds of both sexes and had programs for students and nonstudents. NYA participants worked in their home towns. Over the life of the NYA, from 1935 to 1943, there were 4.8 million participants, about equally divided between male and female.

- **The GI bill** is readily acknowledged as one of the best investments ever made by the U.S. government. By returning to the tax coffers several times as much money as the \$15 billion spent on education and training under the GI Bill from 1945-54, it was a sound economic investment. By producing what was generally conceded to be the best group of students ever found on American campuses, it was an investment in the quality of education. By greatly broadening the socio-economic profile of persons going on to higher education, the GI Bill was an investment in democracy.

Initially, there were predictions that the returning GIs would require a great deal of counseling and would not accept the authority of the educators. Instead, the GIs demonstrated the value of an experience-loaded interlude to formal education.

Also, the magnitude of response was vastly underestimated. Although experts predicted that less than one-tenth of the veterans would utilize the GI Bill, the total enrollment came to 7.8 million persons, or 50 percent of those eligible.

- **The Peace Corps**, created in 1961, disproved the predictions of those who called it a "kiddie corps" or compared it with the Children's Crusade of the Middle Ages. Where the assignments

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The need can be found in such areas as education, health, conservation and housing.

future, should encourage and enable all young people to contribute a period of service on the frontiers of human need. Young people, out of respect for their heritage, should feel a responsibility for a period of service on the frontiers of human need.

Based on past experience (see chronology), a national service program could be designed with the following characteristics:

- It would be open to *all* young people.
- It would require a transition period of about three years, allowing time for growth and experimentation.
- Participation would be arranged by a contract, voluntarily entered into by all parties.
- It would be based on the need for having services performed.
- Maximum local support for national service would be encouraged with underwriting guaranteed by the federal government.
- Service would be for no more than four years.

After Service

How will such a program provide for its enrollees after completion of service? First, national service should be a source of information about jobs and education. The program could provide a newsletter, job information sheets, opportunities for counseling and referrals to such institutions as the Employment Service and the Community Education-Work Councils proposed by Willard Wirtz.

Second, national service should certify the work performed by the participant. The certification should be descriptive, rather than judgmental, and should enable outgoing participants to get beyond the initial hurdle to jobs for which they are qualified.

Third, national service should offer participants an educational entitlement—a GI Bill for community service—along the lines of one proposed by Elliot Richardson and Frank Newman in 1972. At a time when the GI Bill for military service is changing its character, and financial support packages consisting of loans, grants and work-study programs are making opportunities for higher education almost universal, this is a complex issue. But if the nation wants to construct incentives for participation in national service, an associated educational entitlement is one of the most consistent ways to do it.

Fourth, the Women in Community Service and Joint Action in Community Service programs of the Job Corps

were manageable, as with teaching and agriculture, the work of the volunteers generally ranged from good to outstanding. Infrequently, where the assignments tended to be vague and the objectives unrealistic, the record was less satisfactory.

While in practice the Peace Corps did not quite live up to the hopes of its early advocates, it continues to stand as a small-scale model of a program where government expresses its trust in young people, where young people respond positively to this trust, where they do good work under difficult circumstances, and where they return with a quality of understanding and wisdom that could be achieved in no other way.

● **A presidential commission**, in 1966, examined national service and seemed to be on the verge of recommending it when White House officials told the commission there would be no money for such a program. Consequently, the commission simply recommended experimental programs to test the idea.

At that time, the national service issue was perceived narrowly, e.g., "Will a national service alternative make the draft more equitable?"

Nevertheless, the national service concept was examined more closely than it had been for many years. Apart from the draft issue, the following rationale emerged:

- There are vast needs for service in the U.S.
- Young people can meet many of these needs.
- Many young people want to meet these needs.
- In meeting these needs, young people may develop self-confidence and civic pride, gain work experience, explore career possibilities, engage in the world outside the classroom and away from TV, discover the rewards of serving others.
- Since the national interest is served by promoting the general welfare as well as fostering constructive growth opportunities for young citizens, the government should guarantee opportunities for all young people to contribute a year or two of service to their fellow man.

There were, of course, variations of this rationale. Some believed the case for national youth service was so strong it should be required of all young people. Some began the argument with the needs of young people for service experience. Either way, it was difficult to satisfy those persistent one-dimensional questioners, who asked, "What are you *really* trying to do, help kids grow up or serve the needs of the community?"

● **Service-learning**, the integration of a service experience with educational growth, has been evolving gradually for several decades. It is a special form of experiential learning, derived directly from the philosophies of William James and John Dewey.

The need can be found in the idealism of our young people.

should be adapted for utilization by national service. These programs utilize volunteers to recruit enrollees for the Job Corps and to counsel and help place them in jobs when they graduate. It is a service that could provide special help for low-income young people without having a stigmatizing effect on the program.

A Five Percent Fund for Experimentation

If such a model youth service program were adopted today, it might prove too rigid to meet unforeseeable demands five or ten years from now. Needs might be anticipated better if sufficient experimental funds—perhaps five percent of the total budget—were allocated to the national service program. This money could be used to test new forms of youth service programs, such as ones similar to Canada's Katimavik or Israel's several modes of youth involvement. Certain cultural and public works projects also could be tested under the experimental program.

Evaluation

A close and continuing evaluation of national service is essential. Among the more obvious elements to be assessed are

- Participation rates by demographic sectors
- Value of service performed
- Impact on youth employment
- Impact on national service participants over time.

As the national service program continues, and teenagers view it as a live option for their post-high-school years, it will be of great interest to observe the choices they make. Will they continue to enter into marriage, employment and educational institutions at the current rate, or will there be marked shifts in the pattern?

Also, what will be the economic effects of national service? Will it prove the hypothesis that it is a counter-cyclical program? Will it produce substantial savings in welfare and unemployment expenditures? Will national service lead to greater productivity in such areas as health and education? Will it be possible to discern changes in the crime rate?

These questions can be debated endlessly, but can only be answered by operating national service for several years. To undertake such an initiative requires trust in young people and hope for the future. From what this observer has seen of young people, such an experience of trust will manifest itself in a better future.

Before the service-learning experience, a student is asked to consider its learning potential and to develop a set of possible learning outcomes. During the experience, the student maintains a daily log, records peak experiences, consults with faculty advisors, and attends occasional seminars. At the conclusion, the student submits to the teacher a portfolio of his/her learning experiences. The teacher assesses the learning acquired by the student and awards academic recognition as appropriate.

The 1969 Atlanta Service-Learning conference was a milestone in stimulating nationwide interest in service-learning. Participants in national service would be encouraged, but not required, to have service-learning contracts.

● **Program for Local Service (PLS)**, with only 1,200 participants over a two-year period, is the smallest government-sponsored youth service program in this review. It may yet prove to be the most significant. It was launched in 1973 as a test of the national youth service idea by two strong advocates, Joseph Blatchford, then head of ACTION, and Daniel J. Evans, then governor of Washington state.

The Program for Local Service was open to everyone aged 18 to 25 living in a specified area in and near Seattle. It offered full-time, one-year community service positions for a stipend equal to 90 percent of the minimum wage. There was no particular effort to sell PLS. It was simply presented as an opportunity to serve for a year.

A survey revealed that 20 percent of the eligible population was aware of the program. Ten percent submitted applications; one of four entered the program. The profile of PLS participants is essentially the same as the profile of applicants, thus indicating no discrimination in the placement process. It shows an above average proportion of women, minorities and persons from low-income families. Surprisingly, the education level of participants was higher than average. The most common denominator among participants was their employment status—70 percent were unemployed and looking for work.

Unlike most other programs in this review, PLS was not for a particular class of people, such as veterans, college students or the poor. It was open to everybody in the age range. Participants included mentally retarded persons, ex-convicts, a veteran classified as 100 percent disabled, and several persons with master's degrees.

The evaluation found the worth of service performed by the average participant to be \$7,000, almost double the unit cost to ACTION of funding the program. It also found the unemployment rate to have fallen from 70 percent at entry to 18 percent six months after completion of service.

—Don Eberly

KEEPING TRACK

Several good reasons why you should go on record

By Patricia Chapel

Professionals lament the fact that volunteering is universally underestimated, without realizing that it may be our own fault! Our failure to communi-

An introduction by Harriet Naylor

cate who volunteers, and what is done by volunteers, makes our own work harder. Old myths and stereotypes inhibit recruiting and staff acceptance of volunteers, and we lack facts to prove what is happening, or to prove the extent of our own services, let alone to form a basis for future planning.

Record keeping is the weakest function of most volunteer offices. Some of us feel that "numbers" are "dehumanizing," but numbers in the aggregate are very impressive, even to humanists. If the trends shown in the 1965 and 1974 Census Bureau studies (Americans Volunteer) have continued, projections show half the United States population affected by at least one volunteer, and probably many more. We don't need complex chi squares, we just need the kind of responsible fact recording and review system that Pat Chapel has worked out.

Most of us would be pleasantly surprised to find out how much has been done, and how much easier coordination and planning will be when we know who has done what, and when. If volunteers need documentation of their experience, there it is. If fund givers need to know what the cost and values are, we will have a sound basis for claims on their respect and support. Most of all, we will really know what has been done for whom, instead

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of depending on someone to remember to thank us. The public gives time, effort and skill. The least we can do is keep track of the way it is used!

(Harriet Naylor, formerly director of volunteer development in the Department of Health, Education and Welfare, is now chief of the intergovernmental planning branch in HEW's Division of Intergovernmental Planning and Coordination. She is the author of two popular books on volunteer administration, Leadership for Volunteering and Volunteers Today: Finding, Training and Working with Them.)

I WAS ONCE A NOTORIOUS RESISTER to record keeping. I was able to dismiss that activity in dozens of ways. I would say, the only reason they want records is to justify their jobs ... and, if we spent half the time it takes to do record keeping on delivering service, we could double our output ... or, people aren't numbers, they're individually unique, let's deal with *them*.

Then, in 1973, the county received start-up monies from ACTION for a Voluntary Action Center, and I was named executive director. I knew our nonrenewable grant would be evaluated; VACs were new at the time. But no one said what measures would be used.

When an organization has just one year to become an institution, one tries to please everyone. I felt a special need to please our two diverse funding fathers—the county board and the United Way. I knew it was essential for agencies to be pleased with our referrals. Of course I wanted our board to be pleased. So, my opinion of the numbers game modified 180 degrees. We began to keep all sorts of records to show what the job was and how we were

doing it. I'm pleased to report that the strategy worked.

Know thy customer.

In the spring of the following year, I read Peter Drucker's *Management: Tasks, Responsibilities, Practices*. I was impressed with his "know-your-customer" marketing approach. Until then we had been acting as if our customer were the county board, the United Way, and the 60 or 70 agencies we worked with. We had to admit that we never really had identified our customer.

From that time on, in our speech and behavior, we identified our client as the citizen who is looking for satisfying and meaningful volunteer work. We are the agent for the volunteer applicant. Our bottom line is measured in customer satisfaction (good placement). We enjoy seeing the shocked expressions of agency staff when we say we're not in business to help them. But we quickly soften that by adding that when the volunteer's needs are being met, agency and client needs will be served better. With that explanation, no one objects. In fact, they are even more enthusiastic about our referrals.

A volunteer profile tells us we must ...

Once our role and purpose were clearly defined, it became absolutely essential for us to know more about our customers—who they were, what they were like, where they lived and what they did with their time. With one year's data we were able to compile a volunteer profile. It's full of implications and indications:

- Sixty-eight percent of all our customers, for example, are between the ages of 19 and 35. We do not have many volunteers from the over-50 group. We're satisfied to have RSVP (Retired Senior Volunteer Program) deal with the majority of that potential. Our ready market is with the fairly well educated. This is consistent with the findings of the 1974 ACTION survey, *Americans Volunteer*. Knowing and sharing this information with the local newspaper editor, we can have our column of volunteer opportunities near the editorials and letters to the editor. That's where the activists do their reading.

- Two-thirds of the people who call us are busy during the day (44 percent employed, 21 percent student). This indicates to us that we need to work hard

that registrations would close three days before the scheduled training. On the day to close registrations, we had only 26 enrollees. Since we had recruited some rather prestigious local folks (a professor of advertising, editor of the newspaper, and a TV public service director), we seriously considered cancelling the event. But we resisted the easy way out. In the two days following the deadline, 48 more people rushed in with forms and checks.

Every training event we've sponsored since then has revealed this definite pattern. About one-third of the participants will register during the first week after the announcement is made. Two-thirds will wait until the last week to commit themselves. As a result, we've made an adjustment; we now close registrations just one day before the event. Because we keep these records, we know enough to anticipate a large late registration, and spend our time in preparation instead of worry.

We keep a notebook for our daily record of phone calls, visits to the office, and business out of the office. We log a short description of each activity. Our log is probably the most useful resource we maintain. A staff member or volunteer can be out of the office for any period of time, and upon return can review the log and not miss a thing. We can review a particular week or month, and retrieve the information of the various activities in an objective way. We know the majority of volunteers call the first three days of the week. We get more calls for information on Mondays and Fridays.

Everything we do should be done with evaluation in mind. It forces us to look at our program and goals. You cannot do that without records.

Yes, now I am an enthusiastic record keeper. Having all this information and trying to use it in meaningful ways is a daily challenge. One of the things I've learned is that it is the job of the chief administrator to be the historian of an agency or program. The chief needs to know what has happened in the past and what is happening now, in order to make sound decisions for the future.

I like putting on my diagnostician's cap and trying to be the problem solver. And how I enjoy watching the unbelieving stares and the pained expressions on people's faces when they ask what I like about my job and I say, "Record keeping."

ZBB* and the Voluntary Sector

(*Zero-Base Budgeting)

By Wm. Harvey Wise

ZERO-BASE BUDGETING, MADE popular by the Carter Administration, has become one of the most fashionable buzz words in management jargon. ZBB is frequently at the top of the agenda at many management symposiums, and scores of articles and books on the subject have been published by a variety of public and private organizations which have used zero-base budgeting with success.

One sector of our pluralistic society, however, has been conspicuously mute in the uproar over ZBB, and that is our very own voluntary sector. This seems odd since we are in a period in which our financial resources are shrinking—at best stabilizing—and inflationary costs are spiraling. Efficient management never has been more crucial to the voluntary nonprofit organization.

Two years ago, JACS—Joint Action in Community Service, Inc.—decided to give zero-base budgeting a try in an attempt to tighten our financial management and to improve fiscal planning. JACS is a national, nonprofit volunteer organization mainly funded by the U.S. Department of Labor to provide hometown support services to returning Job Corps trainees, aged 16 to 21. More than 6,000 JACS volunteers offer these youngsters assistance with employment, housing, transportation, and a myriad of other problems which may arise during the difficult transition from training to employment. Last year, JACS volunteers helped over 20,000 trainees.

JACS is administered by a paid staff of 34, located in 10 regional offices scattered throughout the country and a national office in Washington, D.C. The staff is extremely program oriented and

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dedicated, but many have little expertise in planning or fiscal management. Both factors—our decentralized operation and a staff unaccustomed to financial analysis—would present additional problems in implementing ZBB techniques, but were primary reasons why we needed a more efficient system and why we decided to start from scratch—or *base zero*—to develop one.

After some adjustment problems by a staff wedded to "old school" budget and planning techniques, ZBB has proven to be a valuable tool in identifying and evaluating many aspects of our operation. It has been particularly valuable in allowing us to justify every level of expenditure, both current and future, to our funding sources.

ZERO-BASE BUDGETING" IS A somewhat misleading term, in that it is a systematic method of addressing *planning* as well as *budgeting* targets. ZBB identifies the input required for budgeting, while at the same time identifies the output desired through planning. As Peter Pyhrr, author of *Zero-Base Budgeting*, puts it, ZBB is a tool to "efficiently identify and evaluate activities and their related problems so that management can make decisions, take action to solve those problems, and effectively allocate and utilize the organization's resources."

The key to zero-base budgeting is the *decision package*, which, Pyhrr says, "identifies a discrete activity, function or operation in a definitive manner for management evaluation and comparison with other activities." Once a specific activity or function is identified in such a manner then "management can (a) evaluate it and rank it against other activities competing for the same or similar limited resources, and (b) decide

whether to approve or disapprove it."

There are three types of decision packages. The first type describes different ways of performing an activity. For JACS this could mean subcontracting part of our work to other volunteer organizations or having our staff, rather than our volunteers, provide support services to the Corpsmen.

The second type of decision package

computer to manage the system and, more importantly, the packages were meaningful to those preparing and reviewing them.

After the first step of developing decision packages is complete, it is time to rank the packages. According to Pyhrr, the "ranking process provides management with a technique for allocating its limited resources by making it concen-

need a tailor-made system. As Pyhrr reminds us, ZBB is a "basic planning and budgeting philosophy with a very flexible set of procedures that need to be adapted to fit the specific needs of each user."

To custom-fit ZBB to the JACS operation, we first decided that the cost centers which would generate the decision packages would be our ten regional of-

Example of Decision Packages for a Hypothetical Region IV Office (6,000 Clients=100%)

	Proposed Expenditure (Budget)	Increase in Expenditure	Additional Number Of Clients	Cost Per Each Additional Client	Total Number of Clients Served
Zero Base	\$ 0	\$ 0	0	\$ 0	0(0%)
Decision Package 1	\$ 9,000	\$ 9,000	3,000	\$ 3.00	3,000 (50%)
Decision Package 2	\$ 12,600	\$ 3,600	900	\$ 4.00	3,900 (65%)
Decision Package 3	\$ 18,090	\$ 5,490	900	\$ 6.10	4,800 (85%)

identifies different levels of effort in performing an activity. For JACS this means providing assistance to different percentages of the total Corpsman traffic.

The third type includes new activities and programs. For JACS this could mean anything from recruiting young adults for the Job Corps program or sponsoring alumni associations for the returning Job Corps trainees to developing new contracts with other agencies that would utilize volunteers.

With our very limited resources, the second type of decision package seemed best for JACS. By isolating incremental levels of effort, we could identify a minimum level of spending for an activity in one package and the costs and benefits of additional spending in separate packages. Through this method we quickly discovered that an incremental increase in spending does not necessarily result in the same increase in objectives. In some instances we found that to increase our objective by 15 percent would require a 30 percent increase in spending!

To keep our process simple, we identified three sets of goals, objectives and budgets for each of our ten regions, giving us a total of 30 decision packages. Since the number of decision packages in many corporations runs into the hundreds, our total was very modest. This meant that we did not need a com-

puter to manage the system and, more importantly, the packages were meaningful to those preparing and reviewing them."

At JACS, packages are ranked in order of increasing unit costs. We determine this by dividing the incremental cost of a package by the incremental number of people in our client population that we expect to service. This gives us a "cost/unit of service." The first decision package of each regional office is accepted before ranking begins. Then, we rank the least expensive remaining packages based on cost/unit first. Succeedingly expensive packages are ranked lower until all 30 packages are ranked, with the lowest ranked package being the most expensive to install.

The third step is to allocate resources. When we have determined our funding for the year, we peruse our ranked packages and start "purchasing" them. Purchasing the cheapest first, we continue "buying" until we are out of money. The "purchased" packages are adopted as part of our program for the year. The others are held in abeyance and may be used if increased funding becomes available.

APPARENTLY SOME COMPANIES have tried to superimpose a standardized model on themselves, and this type of ZBB has not worked. We realized from the start that we would

need a tailor-made system. As Pyhrr reminds us, ZBB is a "basic planning and budgeting philosophy with a very flexible set of procedures that need to be adapted to fit the specific needs of each user."

Third, the annual work plans which required goals and objectives would be different from what had been used in the past. Recognizing our staff's limited experiences in this area, we developed three sets of standardized goals and objectives. Each set of goals and objectives was based on different levels of performance, which provided us with a uniform basis for viewing the coming year.

Fourth, we developed a timetable for communicating information, having regions develop decision packages and submit them to the national office, reviewing the packages at the national level and returning them to those regions which performed the processes improperly, then ranking the packages.

With these procedures in mind, we set about the process of communicating ZBB to our regions. A ten-page detailed memorandum of instructions and forms was sent to each region, and one month was allowed in which to submit decision packages to us. Much of that time was spent on the phone answering questions about ZBB. Some regions initially submitted documents which were totally unacceptable, and we had to sit down with them and write out their packages

for them. Once we had the packages, the evaluation and ranking went quickly.

The entire process, however, was very time consuming. We had estimated the planning and budgeting would take twice as long as our old system, but in reality, it took three times as long. Our first year experience seemed to support the findings of the Association of Government Accountants, which discovered that ZBB did little more than create new paperwork when applied to the so-called "uncontrollable" programs whose spending is preset by law.

In JACS' case, uncontrollable costs were direct labor costs, which were included in the first year's decision packages, but deleted the second year. Another problem was that our regional staff still tried to defend their budget requests based on prior years' funding levels. Some had trouble understanding that a minimum level of performance did not mean the current level of performance. In some cases this might mean operating at between 50 percent and 70 percent of the current level of performance! Also, our staff made the mistake of thinking that the minimum level of performance would completely achieve the organization's goals. In reality, the minimum level included only the most basic elements of the goals.

By the second year, most of these mistakes had been ironed out and the whole process was much smoother and quicker. It is important to note, though, that zero-base budgeting is not a planning and budgeting shortcut. Even when properly implemented it may require some additional time and effort. But, it is our feeling that the benefits derived from the system more than offset the extra effort.

ONCE THE ZBB PROCESS WAS installed and allocations had been made to the regions, the only real criticism came from those regions that did not get the funds they requested. One region continued to operate at the same level as the prior year even though it was awarded a decision package at a lower (minimum) performance level for the current year. By the fourth quarter it would have run out of money if the national office had not intervened. Another region was awarded funds to operate at a higher performance level, but continued to perform at the prior level.

One of the benefits of ZBB is the

ability to identify quickly those regions which either do not take their planning and budgeting seriously, or are poorly managed. With our quarterly monitoring system, we are alerted to these shortcomings before they reach the crisis stage.

The flexibility of the system also

the actual costs of servicing our client population.

We feel strongly that zero-base budgeting was a major factor in producing our best year to date. After three years of a stable volunteer force, it has increased by 15 percent this past year. With this expanded volunteer force and new em-

Decision Packages by 5 Hypothetical Regional Offices			Ranking of Decision Packages (including "Region IV Office" from example)		
Office	Decision Package	Unit Cost Of Each Package	Office	Decision Package	Unit Cost Of Each Package
Region I	1	\$3.10	I	1	\$3.10
	2	\$3.50	II	1	\$2.25
	3	\$4.00	III	1	\$2.50
Region II	1	\$2.25	IV	1	\$3.00
	2	\$2.40	V	1	\$3.10
	3	\$4.50	(Ranking begins here with the least expensive additional cost per client first:)		
Region III	1	\$2.50	III	2	\$2.25
	2	\$2.25	II	2	\$2.40
	3	\$3.55	I	2	\$3.50
Region IV	1	\$3.00	III	3	\$3.55
	2	\$4.00	IV	2	\$4.00
	3	\$6.10	I	3	\$4.00
Region V	1	\$3.10	II	3	\$4.50
	2	\$7.00	IV	3	\$6.10
	3	\$4.25	V	2	\$7.00
			V	3	\$4.25*

*It appears that package V-3 is out of order. This is not the case. Since we are dealing with incremental costs, we cannot accept the less expensive third package of any office without accepting the first and second packages which might be more expensive initially.

became apparent during the second year of ZBB operation when we were able to identify excess funds in one region and channel it to a higher performance region which was more cost effective. The result is better cost efficiency for the entire JACS program—a most attractive factor in any funding proposal.

In addition, ZBB proved to be an excellent means of communicating to our staff the importance of good fiscal management and good performance (e.g., meeting objectives). By requiring the staff to identify and evaluate different levels of effort under the new system, they have become much more aware of

emphasis on performance, we were able to offer services to 13 percent more young people.

Does zero-base budgeting work for a small nonprofit? For JACS, the answer is yes! For other nonprofits, we believe it is a valuable management technique worth investigating.

ALLIANCE ALERTS

On Awards and Changes

By Susan R. Greene

“YA CAN'T FIGHT CITY HALL!” OR SO THE SAYING goes, but all over the country, mayors and volunteers are realizing that they don't want to fight because there's too much important work to be done together.

This was the experience of the Alliance for Volunteerism as we judged and awarded the Second Annual Mayors' Awards in Pittsburgh at the 47th Annual Conference of the United States Conference of Mayors in June. Earlier this spring the Alliance invited over 900 mayors to submit applications documenting how he/she encourages, promotes and maximizes the involvement of volunteers both in city agencies and the entire community.

This year's recognition program was generously supported by the Xerox Corporation. For the many cities involved, the competition reinforces and supports your local efforts to establish new channels of communication, innovative approaches to citizen participation, new opportunities for voluntary service delivery, and significant improvements in the involvement of citizens in the budget process, on boards and commissions, and in decision-making throughout City Hall.

The Alliance's experienced panel of independent judges included Dorothy Height, president of the National Council of Negro Women; Carol Moore, president of the Association for the Administration of Volunteer Services; Susan Davis, president of the National Self-Help Resource Center; Pablo Eisenberg, president of the Center for Community Change; and Gordon Manser, coauthor of *Voluntarism at the Crossroads*.

Seven major awards for general excellence were presented to Mayors William Donald Schaefer, **Baltimore, Md.**; Tom Bradley, **Los Angeles, Calif.**; Angelo R. Martinelli, **Yonkers, N.Y.**; George M. Sullivan, **Anchorage, Alaska**; Charles D. Bowling, **Fort Collins, Colo.**; Edmond J. Russ, **Gardena, Calif.**; and Ken Hertz, **Bellingham, Wisc.**

Susan Greene was the executive director of the Alliance for Volunteerism from June 1978 through June 1979. She explains in this article why she resigned.



Bob Moffitt

In addition to these major awards, 13 special recognition awards for exemplary programs were given to Ernest N. Morial, **New Orleans, La.**; George Latimer, **St. Paul, Minn.**; Richard S. Caliguiri, **Pittsburgh, Pa.**; Joseph W. Walsh, **Warwick, R.I.**; Juan Hernandez Ferrer, **Toa Baja, Puerto Rico**; Charles E. Horn, **Kettering, Ohio**; William E. Hanna, Jr., **Rockville, Md.**; Joseph P. Denny, **Ogdensburg, N.Y.**; Frank J. Duci, **Schenectady, N.Y.**; Paul E. Zeltner, **Lakewood, Calif.**; John L. Kannenberg, **Wausau, Wisc.**; Vincent R. Rippa, **New**

cellence were presented to Mayors William Donald Schaefer, **Baltimore, Md.**; Tom Bradley, **Los Angeles, Calif.**; Angelo R. Martinelli, **Yonkers, N.Y.**; George M. Sullivan, **Anchorage, Alaska**; Charles D. Bowling, **Fort Collins, Colo.**; Edmond J. Russ, **Gardena, Calif.**; and Ken Hertz, **Bellingham, Wisc.**

Rochelle, N.Y.; Richard J. Davis, **Portsmouth, Va.**

New Leadership

Other Alliance news involves staff and leadership changes. Our board of directors and I have worked hard to establish new directions and opportunities for the Alliance in its new Washington, D.C. base. I believe our present and planned program initiatives (see this column in the spring 1979 VAL) demonstrate our success in this area in a very short period of time.

Since my home is in Buffalo, however, the 12 months I have served as executive director have been very demanding in terms of weekly commuting to Washington, D.C., and other extensive travel requirements. Primarily for this reason, and because of the Alliance's need to extend financial resources over the longest period of time, I have resigned my position. By the time you read this column, however, the Washington office will be capably staffed with a part-time professional, who will be introduced to you in the next issue of VAL.

Another change is a truly exciting one. Bob Moffitt, president of the National Association for Volunteers in Criminal Justice and executive director of Partners, Inc. in Denver, Colo., recently was elected chairperson of the executive committee. In this position, he will assume some of the program and policy responsibilities performed in the past by the executive director. His commitment matches that of the Alliance members—to provide strong leadership for the Alliance, and continuation for the important initiatives in support of volunteering made over the last year.

To close with a personal note, the two years I served as a board member of the Alliance and as president of the Association of Junior Leagues, as well as my service as Alliance executive director, have been rewarding ones. I intend to continue to work for the Alliance from time to time as a volunteer, and to continue my personal and professional commitment to volunteerism through my consulting practice in organizational development.

I know Bob Moffitt and the members of the Alliance will welcome, as I have, your observations and suggestions as we all move forward in support of volunteering. The office of the Alliance for Volunteerism is at 1214 16th St., NW, Washington, DC 20036, (202) 347-0340.

NEIGHBORHOOD NETWORKS

Neighborhoods and “Deinstitutionalization”

By Gerson Green

THE RECENT SHIFT OF OUR MENTALLY HANDICAPPED population from public institutions to neighborhoods has emerged as a serious issue, particularly for those of low and moderate income. The awkward technical term “deinstitutionalization” reflects the change in the public perception of organizations charged with caring for and rehabilitating this group of citizens.

The two primary reasons for this change are the ability to “control” such people in communities through drugs, and the taxpayers’ revolt. The latter is based on people’s conviction that they only will support effective programs, which it is now clear our institutions cannot provide. As a result, thousands of drugged, malfunctioning and generally unemployable people are now concentrated in many of our low- and moderate-income neighborhoods, where housing costs are within their limited means, and where tolerance of unusual behavior is higher than in more affluent areas.

Although there are some exceptions, the return of these people to neighborhoods has been without benefit of planning or the provision of services on the part of local and state governments as well as the private social services sector, particularly United Way and mental health associations. Evidence is beginning to emerge that suggests the devastating effect on the stability of neighborhoods caused by these massive evictions from our mental institutions.

Gerson Green is the research and publications coordinator for VOLUNTEER’s Community Anti-Crime Technical Assistance Program funded by the Law Enforcement Assistance Administration.



For example, about 100 boarding houses filled with former patients have been identified in one community in Philadelphia. In effect, this movement is creating new ghettos of those optimistically referred to as “the mentally restored.”

It is unlikely that people will invest in these areas, either in terms of homebuying or commercial development. On the other hand, lending institutions will find such concentrations to be another excuse for withholding investment. This negative climate will attract primarily anti-poverty, pathology-oriented government programs—not known to be helpful in revitalizing communities.

There is a parallel with the postwar

(WW II) increase in urbanization, particularly of minorities where the social class factor is also predominant. Our minority populations have a disproportionate number of low-income citizens suffering from inadequate health care and education and a greater degree of unemployment and family breakups.

There is a direct correlation between these disadvantages and institutionalization: A great burden passes from our general society to one of our most vulnerable populations when large numbers are released to return to neighborhoods. It is clear that most neighborhoods, including those that are black and white working class, are not prepared to handle the influx. Inevitably, they are afflicted with the greatest concentration of problems in their cities even before deinstitutionalization. They have the least energy and capacity to deal with the burden, yet they are the only ones called upon to do so.

Throughout the entire postwar period our neighborhoods have had to grapple continually with the massive influx of rural migrants poorly prepared to deal with the growing complexities of urban life. Middle-class and affluent neighborhoods did not aid in the integration of rural migrants. This experience inevitably triggered an outflow of the most mobile residents into adjacent white working class neighborhoods, leaving the marginal areas they had recently abandoned without their vitality, money and leadership. The civil rights movement and the Great Society programs of the '60s accelerated the exodus by providing new opportunities for the most mobile of those remaining residents, further weakening the ability of neighborhoods to deal with their growing problems and destabilizing adjacent areas.

The new migrants from our emptying institutions have worsened the situation in these already seriously weakened neighborhoods, particularly in that planning and support services have not been

made available. In addition, there has been little response from voluntary associations.

This situation presents a major challenge to voluntarism. Residents need to organize to deal with the questions of what are the best options for the care of these people in their neighborhoods, while minimizing damage to their home areas, and to determine the best means of financing such efforts. Most neighborhoods are ambivalent on this issue. They also want to take care of these somewhat helpless people, who are after all their family and neighbors. The dilemma forces a moral choice of intimate meaning.

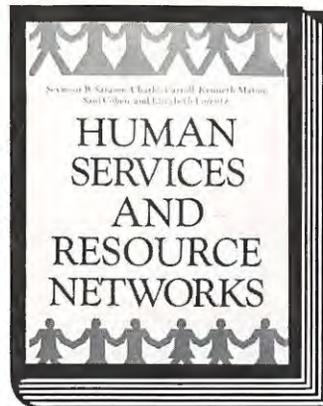
Another task for residents is service-oriented. They and others are badly needed to provide service, to help care for these people with their everyday problems concerning family, jobs, romance. They are needed both to advise and to advocate for those caught in this essentially lonely and despairing condition.

The missing actor is philanthropy, which has yet to deal with this problem in neighborhoods. A review of the 307 mental health grants listed by the Foundation Center is revealing. Not one foundation has developed a project to deal with the problem through neighborhood organizations. There has been no leadership in designing voluntary efforts that would help residents to assume responsibility for a serious situation that directly affects only them. The grants are solely to professional and institutional technocracies, many of great merit, but without the redeeming balance that only resident responsibility can provide.

The effects of concentrations of marginally functional people in similarly marginal neighborhoods are predictable, given past experience with the fields of welfare, drug and alcohol treatment, corrections, and scattered-site public housing. Our society as a whole will pay dearly in the long-run, even though we achieve immediate savings. There is an economic inevitability to such concentrations in the low- and moderate-income neighborhoods.

Experience more than suggests that this problem of neighborhoods is not treatable solely through the ministrations of technocracies and bureaucracies, but only can be dealt with by self-help voluntarism through service and community organizing.

BOOKS



HUMAN SERVICES AND RESOURCE NETWORKS. Seymour B. Sarason, Charles Carroll, Kenneth Maton, Saul Cohen, Elizabeth Lorentz. Jossey-Bass, Inc., Publishers, 615 Montgomery St., San Francisco, CA 94111, 1977. 201 pp. \$12.95.

By Bill Burges

It seems a bit strange to be reviewing this book two years after its publication, but *Human Services and Resource Networks* never has received the attention it deserves. Many authors have documented barriers to interagency collaboration, but very few framed them well enough conceptually to develop the perspective of why they exist and how they might be partially overcome. Sarason and his colleagues have done a superlative job in this respect.

Human Services ostensibly is a case study in which the authors describe the evolution of the Essex Network, and the rationale, commonalities, and resource

Bill Burges is the coordinator of the Inter-Institutional Education Project of the Cleveland Commission on Higher Education and the Cleveland Board of Education. He agreed to write this review when he was a senior research associate at the Federation for Community Planning in Cleveland.

exchanges that marked its first few years. The Essex Network is a group of concerned citizens and individuals in both public and private social, health and educational organizations. Though it has expanded since the book was written, it is not dependent on large scale financial support. Rather, the network depends on the operating philosophies of its members who see it as an opportunity to address problems through resource sharing and ongoing collaboration.

In the past several years, the network has grown considerably and accomplished a wide variety of tasks. It has enhanced its members' sense of belonging to an action-oriented community that approaches resource allocation rather nontraditionally. The Essex Network's projects involve no "new money" or financial exchange. But, if the resource requirements of the Essex Network's activities had been estimated traditionally, they no doubt would have run into millions of dollars. The book helps to widen the currently limited understanding of how and why innovative exchange is possible, and how it can be adapted to other settings.

The distinguishing factors about the network are its rationale and its catalyst, a citizen activist the authors call Mrs. Dewar. The rationale for the network is that given limited resources and people's "hunger" for a sense of community, an approach must be developed in which individuals and agencies help one another to establish and expand two-way resource exchange relationships. These will enhance productivity on the one hand and sense of community on the other.

Some other central elements of the rationale include the following:

- The economic assumptions about limited resources hardly have been grasped in human affairs.
- "Any resource need was not a problem, but an opportunity to use existing

resources in more effective, personally productive ways."

- Current conditions and assumptions frequently discourage agencies and individuals from looking at themselves as part of an extended family to be called upon for mutual aid.

- The awareness that people can be approached to establish new, mutually productive relationships can be expanded.

- The definition of what is needed (e.g., "ten new staff" or "three new hospitals") often shapes our resource requirements and makes them seemingly insurmountable. The "universal complaint," therefore, is that we never have enough resources to satisfy need or demand.

- Understaffed settings frequently facilitate the links between sense of community and accommodation to the fact of limited resources.

On a conceptual level, then, the rationale suggests improvements in both agency self-actualization and productivity; both are associated with efforts to capitalize on the opportunities inherent in resource scarcity and the desires for community. The experience of the Essex Network and other small-scale but similar efforts validates the rationale.

Another important component of the Essex perspective is that "our communities contain many people eager to enlarge their knowledge, experience, sense of worth, and social contribution; but community agencies seem not to recognize their existing and potential contributions, and furthermore when their existence is recognized and utilized, it is on a one-way street basis . . ." in which the individual gets little in return for service to agencies. The same sort of thinking holds up across agencies, and is a barrier to collaboration among agencies, their staff and communities. Agencies lack a deep knowledge of the implications of resource scarcity. Too often they react competitively rather than collaboratively. They tend to play a "zero sum" game in a sum-plus business. Those agencies and individuals who have become accustomed to framing problems, and therefore decisions, in terms of "how much we need," continue as islands unto themselves.

If this seems a bit obvious to readers who have spent many years in the agency world, it is probably because they have first-hand experience with the underlying barriers to networking that the authors point out.

- Competition among agencies and resistance to public scrutiny leads each agency to keep its problems as critical secrets rather than to air and share them as opportunities to build a community of agencies through collective problem-solving.

- The values of independence and, more precisely, control, buttress a perspective that does not include the right of agencies to call on other agencies' resources.

- In such a situation, resources become internal assets to be protected and preserved, because each agency must depend on its own resources.

- Too often, resource exchanges are not

They offer the Essex Network as a partial solution to human service delivery, resource scarcity, and psychological and professional loss of community.

reciprocally beneficial; "one-way street" exchanges discourage agencies and individuals from further experimentation with resource-sharing.

- Narrow professionalism often precludes the divergent thinking that promotes an awareness of opportunities; and management practices within organizations often discourage collaboration.

- Quality is a scarce resource in itself. Indeed, the authors suggest that to plan as if the situation were otherwise would be sheer folly. The leadership, ideas, information, and independence personified in Mrs. Dewar catalyzed the Essex Network. These factors often are not present at the same level that they were in the Essex Network.

The general situation then is pretty much as they put it. "Neither the agency nor the individual within it has a concept of itself as part of a supportive network that emphasizes the exchange of resources." There is often no "mutual aid" or "extended family" perspective among agencies, and that limits the utili-

zation of scarce resources as well as the development of the psychological sense of community that is missing in today's world.

The authors offer their findings not to tell the success story, but to stimulate new action that might create similar human service resource networks. They are optimistic that their efforts can be used as a base for developmental work on networking other settings. The following, then, are offered not only as descriptive of the Essex Network, but as prescriptive learnings useful to others who would stimulate other, similar vehicles.

- **Shared Rationale.** The emphasis on the "relations between the need for community and the perceptions and definitions of resources" was shared by the initiators, and accepted by new network members. This emphasis is important in pushing a network "to action."

- **Shared Value.** Additionally, the acceptance of common values about lifelong learning, resource redefinition, self-actualization, and the relationships between individuals and organizations appears to be critical for the success of such a network.

- **Leadership.** The roles of Mrs. Dewar, the original catalyst, and "R.S.," who became the coordinator and facilitator of network relationships and activities, were extremely important in the development of the network and its actions.

- **Minimal financial requirements.** Some money is necessary to support core operations (e.g., meetings, phone bill, coordinator). But resource exchanges did not involve money, rather time, ideas, personnel, information. Perhaps the most important exchange is a willingness to share problems as opportunities for action.

- **Meetings.** Periodic general meetings of the network as a whole, and work/decision-oriented "meetings between the meetings" sustain the rationale and actions of the network. The book covers these in great detail, explaining and illustrating the purposes and functions of each.

- **Managed growth.** Growth that brings quantity without quality, and the consequent dangers of losing both the psychological sense of community and opportunity for resource sharing by most of the members, have been guarded against throughout the process of network development. The type of growth that has been encouraged, for instance,

VAL REPRINTS

RECRUITMENT. Summer 1977. "A Super Market of Volunteers" by Carol Barbeito and Robert Hoel. Some of the fundamental principles and techniques used by commercial marketers can be used effectively in volunteer recruitment campaigns. Includes selected reading list on recruitment.

VOLUNTARY ACTION THROUGH RELIGION. Winter 1978. "Volunteering by Religious Groups: The Half-Awake Giant" by Alice Leppert and "Religious Volunteer Program Management" by Nancy Root. An overview of the largest volunteer group in the U.S. and Canada and a discussion of the clergy's role.

COLLEGE STUDENTS AS VOLUNTEERS. Spring 1978. "New Energy for Volunteer Programs" by Susan Ellis and "Diversity in Service-Learning" by Keith Lupton and Denice Paonessa. How volunteer administrators can involve tomorrow's volunteers today.

MOTIVATING VOLUNTEERS. Summer 1978. "The Human Energy Crisis" by Dorothy Kelly and "Preparing the Volunteer for Work" by Sean McAlea. Why people volunteer and what contributes to the positive motivation of volunteers.

IN BOARDS WE TRUST by Brenda Hanlon, Winter 1977. An article describing some of the key elements necessary for an active and effective board of directors.

WHAT ABOUT THE STAFF? by Elizabeth Cantor and Margaret Pepper, Spring 1975. An illustrated 7-step guide for staff who work with volunteers.

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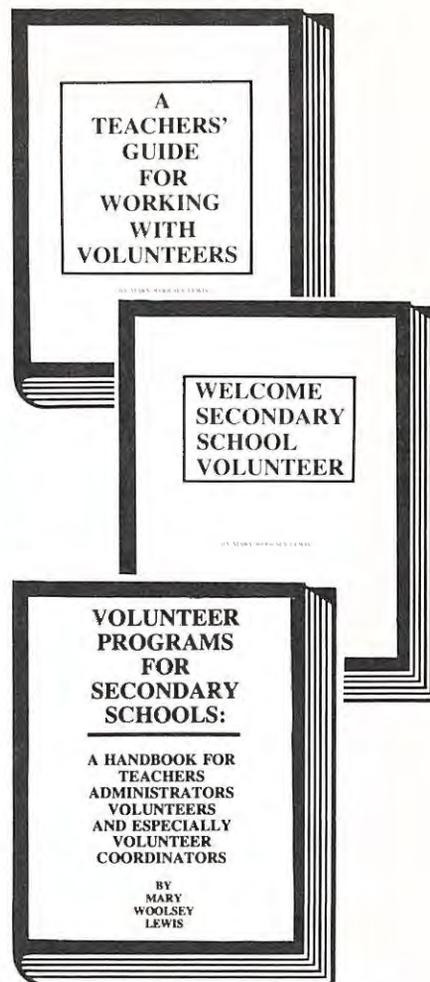
includes building a working relationship with another relevant network, which might bring sufficient new opportunities for resource sharing and community building.

● **Understaffed settings.** These appear to be characterized by more flexible definitions of internal and external resources including staff, and consequently more flexible patterns of resource allocation.

Despite the successes of the Essex Network, Sarason and his colleagues are by no means Pollyannish about the potential it holds. They offer it as a partial solution to human service delivery, resource scarcity, and psychological and professional loss of community. The unique strength of the book is its linkage of action to a rationale that combines perspectives about resource and community, and has important implications for productivity and self-actualization. The book also closely ties barriers to interagency collaboration to the rationale. Too often, in other works, these are arrayed as a loosely related, poorly conceptualized list of administrative problems. Sarason and his colleagues are much closer to the core of the issues in thinking about values perspective and rationale than are those who view cooperation and networking as solely political or technical problems. The anecdotal material, literature and theory cited throughout the document substantiate major points with authority.

Human Services and Resource Networks is an important book that should have received wide attention by now. While a bit more attention might have been paid to traditional organizations and government bureaucracies as the initiators or objects of networks, the authors indicate that given the appropriate rationale, networking could infuse organizations of that type as well. The question of political supports, representative structures, and coordination mechanisms in relation to networks might also have received more attention. Apparently, these topics are to be covered more extensively in a soon-to-be published sequel.

It is unfortunate that not enough people in the human service and volunteer communities will have read the first book by the time the second appears, because *Human Services and Resource Networks* is among the most important commentaries on human service systems to appear in quite some time.



A TEACHERS' GUIDE FOR WORKING WITH VOLUNTEERS. Mary Woolsey Lewis, 1978. 22 pp. \$2.00. Bulk rates available.

VOLUNTEER PROGRAMS FOR SECONDARY SCHOOLS: A HANDBOOK FOR TEACHERS, ADMINISTRATORS, VOLUNTEERS, AND ESPECIALLY VOLUNTEER COORDINATORS. Mary Woolsey Lewis, 1978. 160 pp. \$8.00.

WELCOME SECONDARY SCHOOL VOLUNTEER. Mary Woolsey Lewis, 1978. 30 pp. \$2.00. Bulk rates available. Order from: R&E Research Associates, 936 Industrial Avenue, Palo Alto, CA 94303.

By Dorothy L. Briggs

Mary Woolsey Lewis spins for the reader an impressive web of volunteer involvement in a Palo Alto, California, high school. Springing from an all-volunteer PTA project in 1966, the

volunteer program flourished and gained both staff and community support, thus meriting the creation of the staff position of volunteer coordinator at Cubberley High School, a position currently held by the author.

The paperback *Handbook* is designed as a basic "how-to" manual for those interested in involving volunteers in the educational program of a secondary school. After a brief overview and definition of potential volunteer populations, Lewis devotes some 30 pages to exploring a wide spectrum of curricular areas in which volunteers extend and enrich Cubberley students' educational experience.

The program's volunteer fabric is indeed woven with many colors: foreign-speaking volunteers allow remedial assistance and innovation in the language department; callers and clerical aides enable the attendance and counseling departments to deal more realistically with work overloads; the physical education volunteers supervise after-hours programs and assist with physical fitness; receptionists, clerical and library aides keep the career center and library smoothly functioning; volunteers share expertise in mini-courses; the areas of art, music and drama are enriched by volunteer participation; one-to-one tutoring provides critical assistance for those students falling behind in math and English skills. And so it goes. Wherever there is a staff or student need, volunteers are recruited to meet that need.

With the sanction and support of the school principal, Lewis attests, a widely representative task force can be formed to define more carefully and develop the program specifics. A working advisory board, then, can be treated to implement the task force guidelines.

Chapter 4 "puts it all together"—by the volunteer coordinator. Seeing this position as the vital link to "making it all happen" and keeping the program well-oiled and running smoothly, Lewis elaborates on each of the coordinator's major management responsibilities: recruitment, interviewing, placement, orientation and training, supervision, recognition and evaluation. A liberal sprinkling of sample forms, schedules and diagrams helps make each component's application more specific.

The book also includes some basic rights and responsibilities, as well as reminders, for both volunteers and school

staff. The concluding chapter on service-learning projects for high school students explores the recent trend to involve students as volunteers in nonprofit community agencies in a mutually beneficial capacity to both the student and the agency.

The smaller, companion paperback volumes to the *Handbook* are concise highlights of the larger work, geared to the particular interests and needs of volunteers and those staff persons working with volunteers.

The major strength of Lewis's three-volume set, in my opinion, lies in the fact that she writes from personal experience. Here are seemingly endless ways the human resources of a community can be utilized creatively—and effectively—to make learning more relevant, interesting, exciting and personalized for high school students. The program's success can be attested to by its being featured in a USIA (United States Information Agency) publication distributed internationally. The pages are liberally spiced with human interest inserts and "testimonies," clever illustrations by Mr. Lewis, and a sampling of quotes and ideas from similar secondary programs.

The author's writing style is practical and homespun, rather than scholarly. References are not always clearly cited, the index is cursory, at best, and miscellaneous "lists" or "reminders" tend to "go off in all directions." The format could be improved by a tighter organization of topics and the inclusion of subheadings, for easier information-extracting and scanning by the reader. The bibliography includes some well-established, if not new, references.

For someone experienced in volunteer program management, the sections detailing major management components offer little that is new. For someone just beginning, the books bring a great deal of authentic and field-tested strategies and guidelines applicable to a secondary school setting. After reading the three books, I can't help but feel that I am personally acquainted with both the resourceful Lewis and her husband, not to mention the scores of enthusiastic, dedicated volunteers who bring such vitality to Cubberley High School. My congratulations to them all!

Dorothy Briggs is the coordinator of volunteer services, Zanesville City Schools, Zanesville, Ohio.

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THE TOOL BOX

Compiled by
Martin Miller

Recruiting and Developing Volunteer Leaders. George E. Scheitlin and Eleanore L. Gillstrom. Fortress Church Supply Stores, 2900 Queen Lane, Philadelphia, PA 19129. 1979. 48 pp \$1.95.

Designed for use by parish leaders, this booklet contains sections valuable for any type of volunteer program. It includes suggestions for ways to recruit volunteers, classify skills and maintain files so that persons are matched with tasks that need to be done. Also contains suggestions for group activities to improve volunteer effectiveness.

The Basic Steps of Planning. Ken M. Young. Community Collaborators, PO Box 5429, Charlottesville, VA 22903. 1978. 24 pp. \$1.00.

This pamphlet covers the areas of focusing planning efforts, determining goals and priorities, generating alternative methods, analyzing and selecting the best methods, developing a plan for action and assessing and modifying the plan.

The Board Staff Workbook. Edmonton Social Planning Council, 10010 105th Street, #418, Edmonton, Alberta T5J 1C4. 1979. 85 pp. \$3.00.

This manual is designed to enable persons associated with voluntary nonprofit organizations, agencies or programs to solve problems or define goals in a workshop setting. Structured for individual or group use, the workbook's contents include self and organizational evaluation, planning and structure, recruitment, team relationships and productive meetings. Each section is accompanied by a series of involvement exercises.

Making Organizations Work for People. Carol H. Meyer, editor. National Association of Social Workers, 1425 H St., NW, Washington, DC 20005. 1979. \$8.00.

A collection of articles from a variety of publications investigating how organizations work and the degree to which they are amenable to change. The reprints deal with such areas as children's environments, public welfare, hospital management, and different therapy situations.

Creating Interagency Projects ... Schools and Community Agencies. Joseph Ringers, Jr. Community Collaborators, PO Box 5429, Charlottesville, VA 22903. 1977. 56 pp. \$3.95.

Interagency sharing of resources and energy is the premise of this booklet. It discusses basic principles and concepts, leadership, strategies and techniques, influencing bureaucracies, problem solving, creating new linkages, operational aspects, and creating interagency projects.

Everything You Need to Know About Planning a Meeting ... But Have No One to Ask. Group Promotions Department, Holiday Inns, Inc., 3796 Lamar Ave., Memphis, TN 38195. 1979. 24 pp. \$1.00.

Holiday Inns has developed this publication for persons who have been given the responsibility for organizing a meeting. It is nontechnical and flexible enough to cover a wide variety of meeting types. It is designed as a series of forms to be completed by the planner to insure that all bases have been covered. Topics range from planning and preparation to program content to meeting room set-ups, hotel contacts and participant evaluation.

Everything You Need to Know About Mail. The Drawing Board, Inc., PO Box 220505, Dallas, TX 75222. 1978. 80 pp. \$2.95.

The title tells it all. This publication explains the different classes of mail, their specific requirements and weight limitations, sorting and packaging, etc. It also gives in-depth information on how to operate a mail room.

The Funding Process: Grantsmanship and Proposal Development. Virginia A. Decker and Larry E. Decker. Community Collaborators, PO Box 5429, Charlottesville, VA 22903, 1978. 120 pp. \$6.95.

This publication discusses the grantsmanship process in terms applicable to the novice as well as the more experienced seeker of funds. It covers in detail the phases of developing an idea, securing information on sources of public and private funds, researching

potential sources of funds, writing and submitting the proposal, reviewing the proposal, and administering the grant.

Small Change from Big Bucks. The Regional Young Adult Project, 944 Market Street, San Francisco, CA 94102. 1979. 226 pp. \$6.00.

Compiled by The Bay Area Committee for Responsive Philanthropy, this book is a study of how foundations fail in the promotion of social change. It is the result of an investigation of how Bay Area foundations are governed, what they do, and how they do it. According to the publishers, the failures of these foundations are not unique, but are indicative of the problems of foundations across the nation.

Without Bias: A Guidebook for Non-discriminatory Communication. International Association of Business Communicators, 870 Market St., Suite 928, San Francisco, CA 94102. 1977. 77 pp. \$4.00 (discounts available for bulk orders).

Presents guidelines for better communication and resources applicable to more than matters of race, culture or sex. Includes sections on communication free of racial and ethnic bias as well as sexual bias, communication sensitive about handicaps, eliminating bias from meetings and workshops, Equal Employment Opportunity laws.

Community Involvement for Classroom Teachers. Donna L. Hager. Community Collaborators, PO Box 5429, Charlottesville, VA 22903. 1977. 63 pp. \$2.95.

Designed to give the teacher a theoretical base as well as practical ways to implement basic elements of community involvement to enhance the learning process. It discusses rationale, use of volunteers, techniques for relating classroom work to the community, and involvement imperatives of the future.

Experiential Learning: Educational and Career Opportunities for Adults. College Association of Lifelong Learning, PO Box 489, Latham, NY 12110. 1978. 180 pp. \$1.75 plus postage.

This publication was prepared by the Council for the Advancement of Lifelong Learning, with the cooperation of the Albany, Schenectady, and Troy Voluntary Action Centers, to highlight the benefits that could accrue to adults participating in volunteer experiences. It indicates the opportunities at area colleges that award credit for prior experiential learning as well as the organizations that offer such opportunities.

From Dreams to Reality: A Career Exploration Program. Girl Scouts of the U.S.A., Program Department, 830 Third Ave., New York, NY 10022. 1979. The program package consists of 80 "career cards," an activity book, a leader's guide and a council guide. \$6.75.

This program is a nationwide career exploration project launched by the Girl Scouts to provide a nonsex-stereotyped career education to youth within an informal educational, community-based setting. It is designed to encourage broader career exploration and help young women evaluate themselves and their experiences. A wide variety of female occupational role models encourages a nonstereotypic approach to career education.

Parents' Choice. Parents' Choice Foundation, Box 185, Waban, MA 02168. \$7.00 for six issues (one year).

A bimonthly magazine aimed at helping parents make informed decisions about issues, events, products and programs that affect their children. It contains reviews of television programs, books and records, and information on toys and out-of-school entertainment. Feature articles cover matters of general concern to parents.

Hip Reader's Reader. Gregory Donaldson, Lynne Chaleff, Cecelia Pollack. Book Lab, Inc., 1449 Thirty-Seventh Street, Brooklyn, NY 11218. 1978. 64 pp. \$2.75.

This book is a supplementary work text intended for the teenage and adult "reluctant" reader. Includes discussions and writing assignments. Exercises are planned to develop specific skills, such as map-reading, comprehension, sequence, word analysis and sentence

structure, as well as questions for oral discussion.

Special Needs: Special Answers. Dr. Lillie Pope, Deborah Edel, Dr. Abraham Hakley. Book-Lab, Inc., 1449 37th St., Brooklyn, NY 11218. 1979. 288 pp. \$14.95.

A resource of reproducible exercises and activities for special education and early childhood programs. It is intended for use in developing prereading or perceptual skills and basic mathematical concepts.

Today's Girls: Tomorrow's Women. Girls Clubs of America, Inc., 205 Lexington Ave., New York, NY 10016. 1978. 104 pp. Free. A nine-minute, 16mm, color film of the same title is available on a loan basis for a small handling charge.

Focusing on the issues and problems of adolescent girls, this book is a collection of speeches, papers and discussions from a national seminar sponsored by the Girls Clubs of America that took place in June 1978. The material covers human sexuality, education/employment, and the law. Included is a directory of resources and services for adolescent girls that can be used for follow-up information.

1978 Publications ... Child Welfare League of America, Inc. CWLA Publishing Distribution Center, 67 Irving Place, New York, NY 10003. 1978. 16 pp. Free.

A catalogue of publications available from the League's publication service. Includes listings and brief descriptions of books, pamphlets, and administrative aids in such areas as foster care, newsletters, child development, homemaker service, Title XX financing and day care.

Group Backpacking ... A Leader's Manual. Chuck Gormley. Groupwork Today, Inc., PO Box 258, South Plainfield, NJ 07080. 1979. 163 pp. \$7.95.

Helpful for training volunteers who lead backpacking groups, this guide deals with purpose, selection of site, group members and dates, transportation, food and cooking, equipment, etc.

READERS' ADVISOR

Readers Respond

On developing an inventory system for matching volunteer tasks (spring 1979, p. 43)

A system that is working in the Lutheran Church in America might be helpful to you. It is manually operated, basically requiring two types of files:

- **Job inventory.** An 8-1/2 x 11 loose-leaf notebook contains a "Job Inventory Sheet" for each job that requires volunteers. These sheets are placed in the notebook alphabetically, or according to the basic functions of the congregation, whichever best suits the volunteer coordinator. On each sheet there is room for listing the names and phone numbers of all persons who presently serve. Alongside their names is space for the dates when services were given and space for relevant notes.

- **Skills and service forms.** Persons are asked to complete a form which includes general information about themselves and which has a listing of all the volunteers' tasks listed in the job inventory. These forms are filed alphabetically in a file drawer. Thus, there is a system for identifying people who are willing to be volunteers, and a cross-reference file for listing all the persons who are willing to do specific tasks. Matching and recruiting are easier when this information is readily available.

Congregations also are encouraged to include other sections in their file, depending upon the size of the congregation and the demands for volunteers. Other sections include:

- Record of referrals
- Job descriptions
- Skills inventory for people with special skills
- Community volunteer jobs
- A resource file of materials and ideas relevant to volunteers

A handbook, *Recruiting and Developing Volunteer*

Leaders, is available from Fortress Church Supply Stores, 2900 Queen Lane, Philadelphia, PA 19129. The cost is \$1.95.

For information about a computerized system, you may write me.—**George E. Scheitlin, Division for Parish Services, Lutheran Church in America, 2900 Queen Lane, Philadelphia, PA 19129.**

On using volunteers in a family planning program (spring 1979, p. 43)

Volunteers have been employed successfully in family planning programs since Margaret Sanger pioneered the first birth control clinics in the country. Planned Parenthoods traditionally have trained volunteers as clinic receptionists, doctor's assistants, lab workers, educators, counselors and community speakers. The key to successful programs seems to be providing "real" jobs as well as sufficient training, support and supervision for volunteers.

There are many resources already available to help you in developing a volunteer manual. Consult the nearest Planned Parenthood; they most likely will have their own manual.

I am currently writing a manual for our volunteer coordinators about recruitment, screening, training and evaluating a volunteer program. I would be happy to share it with you when it is complete. Another resource is an invaluable book, *The Incredibly Complex Role of the Volunteer Coordinator Made Easy* (available from Regional Training Center for Family Planning, Emory University, Hartford Building, Rm. 802, 100 Edgewood Ave. NE, Atlanta, GA 30303).

Family planning clinics provide unique volunteer opportunities for client contact and immediate personal satisfaction for services given. Good luck with your program—**Kate Potteiger, Director of Education and Training, Planned Parenthood of Metropolitan Washington, D.C.**

Readers Need Your Help

Skits for Volunteer Recruitment

I have been asked to prepare a skit about the use of volunteers at a senior citizens camp. The presentation is to be used as a means of recruitment for volunteer projects within the agency. These include some of the "standard" projects, such as Friendly Visitors, Big Brothers/Big Sisters; also, some we think are unique, such as budget counseling. In addition, there are a number of needs that could be met if there were volunteers available.

Do any readers have ideas or materials that I could use or adapt?—**Frances Vincent, volunteer coordinator for the West Virginia Department of Welfare**

Cub Scout Leaders

I am interested in learning more about what causes people to stay in a Cub Scout leadership position. The average turnover is every two years; however, there are many exceptions to that, and I would like to encourage more exceptions.

The Boy Scouts of America provides a lot of material on leadership training, but not on recruitment and retention.

I have a small job of leadership development in cubbing and am seeking information I can put to practical use to slow down leadership turnover.—**Sarah Borek, Utica, N. Y.**

Job Inventory Sheet

Ministry Function: Learning
Job: Church School Substitute (9:45 a.m.)

No. 15

Dates Service Given

Name and Phone No.

Mary Smith - Elementary	(304) 678-4235	October
John Abel - Adult	(304) 876-5324	During Advent
Wilhemina Jones - preschool	(304) 987-2345	[left blank until they
Bill Gehrens - youth	(304) 789-5432	serve]

AS I SEE IT

(Continued from p. 2)

creases, I wonder how great are the survival chances for the voluntary sector.

VOLUNTARISM IS AS OLD AS CIVILIZATION ITSELF. It was a mainstay and prime mover in the ancient Greek and Roman worlds as well as in the barbarian societies that overran and destroyed the cultured societies. The roots of modern-day American voluntarism date back to the 41 signers of the Mayflower Compact—that hand of pilgrims who pledged their lives for the common good.

Pluralism, competition, power, volunteers, voluntary action, service delivery systems are inherent in voluntarism, but at its heart is the freedom to assess needs independently, to determine the best way to meet those needs, and to try to meet them. That freedom is in peril.

Today, voluntarism is plagued by chronic ailments. Those of you involved in community voluntary activities are aware of some of the organizational infirmities. Community service groups exist side by side and may never say hello to each other. They operate with conflicting purposes, redundant purposes and, sometimes, at cross-purposes. They often communicate poorly with each other, if they try to communicate at all. They are jealous of their prerogatives and will engage in mortal combat over their territorial rights. They are covetous of their own branded and collared volunteers. They are undone when any new claimant eyes their sources of funds.

Controls on the voluntary sector have reached a magnitude never before envisioned as either desirable or indeed possible. These controls come from many directions: from within, through budgetary constraints; from below, through the community and accelerating movement of consumer pressure at large and as formalized in mandated regulation; and from above, through the government and other funding sources. The last is or has changed the face of voluntarism most radically, as the voluntary sector is experiencing a loss of independence through the directives of those who supply the funds.

I believe the time has come when the voluntary sector should band together around its prime issue—survival. This issue cuts across service areas and turf problems. The voluntary sector's knowledge and experience must be brought to bear on the setting of national priorities. Its voices must speak out loud and clear. Its relationship with government must be reworked.

It is the very shape of our society as well as the pluralism of our voluntary sector that are at stake. I do not agree with those who feel the voluntary sector should always "speak with one voice." But it is essential when speaking of survival, which should include tax reforms and funding relationships with government and the private sector. This should be done immediately.

WHO IS GOING TO SEE THAT THIS HAPPENS? In recent years, people have become more passive about the problems of others. In many ways, they have abandoned the responsibility for social action and change. Perhaps many have fallen into privatism because it

has become too difficult to continue to fight for equality in all areas.

I believe the volunteer is the ingredient that will bring about the Renaissance of Voluntarism. The volunteer is the citizen who voluntarily participates in the identifying, solving and alleviating of community problems. Citizens should understand that they can choose to support the goal of equality and services to all through the voluntary sector—the cement that can mend our society back together.

George Bernard Shaw once wrote, "My life belongs to the whole community; and as long as I live, it is my privilege to do for it what I can. The harder I work, the more I live." When Shaw penned these words at the turn of the century, however, the volunteer was in a position of uselessness and disrepute.

The industrial revolution caused a major change in voluntary activities, as our country's social structure changed dramatically. There arose a great barrier between the rich and the poor, the factory owner and the factory worker. It brought about the birth of Lady Bountiful. With basket in hand, she went calling on the poor, displaying her noble generosity and gracious innocence.

The first world war encouraged people to give totally of themselves to their country. Afterwards, the age of the professional arrived, and the volunteer was looked upon with scorn and was barely tolerated. The great depression and World War II gave an enormous impetus to volunteerism, which experienced another decline soon after. The war on poverty, with the birth of VISTA, the Peace Corps and the new federalism, fostered a rebirth of citizen participation and a feeling of community.

Since the beginning of this century, the profile of the volunteer has changed, indeed. It has become an army of both men and women, young and old, rich and poor, black, white and yellow. Today's volunteer force consists of students, the elderly, former addicts, corporate leaders, white collar workers. The concern of these new volunteers is their need for a sense of relevance. They want to be involved in the problems which exist, and they want to effect constructive change.

People are becoming less excited about our heretofore grand collective crusades—the ideal of a great society, the ideal of a powerful society. Today, they are less in need of the derivative significance these ideals provide. I think that more people are longing simply for a good society, an unpretentious society. They want a society where the streets are kept clean and the sick are cared for, where the public business is promptly identified and acted on, and where all people are treated equally.

I have come to believe that a good society is a responsive society in which voluntary action plays an important role. It is an obtainable goal. If voluntary citizen participation is properly focused and channeled, voluntarism will remain and the voluntary sector will continue as an important factor in American society. It will not be junked as an absolute piece of social machinery.

NATIONAL VOLUNTEER WEEK
April 13-19, 1980

LETTERS

No Complaints

I read with special interest the letter from Dorothy Humphreys which appeared in your spring 1979 edition, hence this letter which I thought might be of interest not only to Ms. Humphreys but also to other VAL readers.

Last November I joined, as a volunteer, the New York Mayor's Second Careers Volunteer Program. During the ensuing six months I have been delighted to note the joy which Second Careers has brought to the many retirees whom the program has placed in nonpaying jobs in New York's many city-wide agencies.

For instance:

- A former newspaper arts editor is working with blind musicians on job development.
- An 80-year-old woman ex-retailer is busy in the New York Department of Consumer Affairs handling consumer complaints. (And you should know how joyfully and eagerly this volunteer performs her work!)
- A retired teacher is doing job development work in the drug abuse area.
- A registered nurse, not content to just sit on her hands now that she's past 65, is helping in the important area of evaluating nursing homes.

These are just a few examples of the work being done by the volunteers at Second Careers. The aim of this program is to help people retire without retiring from the world. Funded by the Edna McConnell Clark Foundation, this project recruits retirees and preretirees with managerial, professional and technical expertise for volunteer assignments in public and private nonprofit agencies. Aware of the tremendous waste of manpower that retirement can impose on society, the program seeks to involve this ever-growing retiree community in vital activities.

Second Careers' administrators are flexible in their approach and are concerned with finding the right spot for a volunteer's skills. On the rare occasion

that the job in which a volunteer is placed is not the right spot, you can be sure that Second Careers immediately goes to work to find a spot where the retiree will be happy.

If any of your readers want to know more about Second Careers have them get in touch with Mrs. Dulcie Schackman, Coordinator, Second Careers Volunteer Program, Room 1215, 51 Chambers Street, New York, NY 10007—or they can call (212) 566-1808.

—Michael J. Foster

Volunteer Communications Director
Second Careers Program
New York, N.Y.

Another Vote for the Child Care Deduction

Thanks for your "light" on "The Confusing History of the Child Care Tax Benefit" (Advocacy, summer 1978 VAL).

For the past year I have been a very active community volunteer and have needed babysitting to carry out my work. It is very frustrating at tax time to see that persons who work can deduct child care expenses, but persons who volunteer cannot.

It leads me to question whether volunteering is really seen as a legitimate activity, rather than a foolish one.

I have suggested to other volunteers that we wear a button proclaiming that we do need at least a tax deduction for our costs. It comes to the point where we have to cut back on our activities and responsibilities in order to minimize our costs especially related to child care.

What can we do?

- Record child care costs, deduct them, and request a personal letter ruling if the deduction is questioned.
- Do a button to publicize the need for the deduction. Many directors of agencies who depend on volunteers who are paying babysitters don't realize the cost burden.
- In North Dakota I'm working with COVS—North Dakota Coordinators of Volunteer Services—on getting at

least quarterly press releases out to the state's newspapers. They are hand carried by our PR. network persons.

- I would like to participate in monitoring any legislation (federal) especially for getting the child care deduction included in voluntary contributions, and work on contacting our senators and representatives on this matter.

My wage earning husband who really makes it possible for me to do things for free is rebelling on my expenses and the time he spends babysitting!

—Cathy Scherber
Fargo, N.D.

Too Late for Meetings

I enjoy *Voluntary Action Leadership* very much, but would it be possible to have an earlier delivery date?

One of your very important services is the publication of a calendar (and various ads) listing upcoming programs, seminars, workshops. Unfortunately, I receive the magazine only a few weeks before an event I would have hoped to attend. For example, I received the spring issue in mid-May, and there was a Frontiers workshop in my area at the end of the month and an East Coast conference the first week in June.

I certainly didn't have adequate time to get administrative approval to attend, have a check issued by the hospital and submit the reservation.

—Janice Rosensky
Director, Volunteer Services
Wyckoff Heights Hospital
Brooklyn, N.Y.

We are always fighting time when it comes to calendar listings.

VAL is published during the first month of each season—December (winter), March (spring), June and September. Then, it is mailed under our economical, but sometimes very slow, third-class nonprofit bulk permit. (It took exactly four weeks for our office copy of the winter issue to reach us!)

The fact that we publish only four times a year causes another problem. Invariably, we receive a notice in time to list it only once. For instance, a meeting announcement received in January for a June conference is too late for inclusion in the winter issue. The earlier we receive a meeting notice, the better it serves both sponsor and participant.

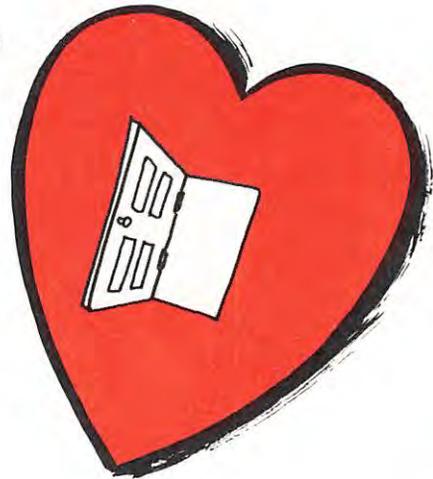
In the meantime, there is no reason why we can't strive to have VAL in the mail a little earlier.—Ed.

You can close
your eyes



or

open your
heart



VOLUNTEER

CALENDAR

The calendar lists upcoming events which may be of interest to our readers. However, inclusion does not constitute endorsement by NCVA.

- Sept. 17-19 **San Diego, Calif.:** *Third Annual Training of Trainers Institute—West*
An intensive practicum designed to equip participants with skills to plan and conduct training sessions, which will meet the needs and expectations of adult audiences. Major sessions on presentation techniques, training design and sequencing, group process and dynamics, training materials.
Fee: \$125 for VACs and VOLUNTEER members; \$150 others
Contact: National Leadership Development Program, VOLUNTEER, PO Box 4179, Boulder, CO 80306, (303) 447-0492
- Sept. 17-19 **Gulfport, Miss.:** *Frontiers Gulf Coast*
One of the Regional Frontiers series bringing workshops of the caliber of the national New Frontiers for volunteer leaders to cooperating regions of the country. Workshops on management of volunteers, impact of volunteer programs, current trends.
Fee: \$65
Contact: National Leadership Development Program, VOLUNTEER, PO Box 4179, Boulder, CO 80306, (303) 447-0492
- Sept. 19-21 **Annandale, Minn.:** *Fourth Annual Lake Sylvia Conference*
An advanced-level workshop for directors of volunteer programs held at Camp Koinonia near Annandale. Five speakers and seven workshop leaders will represent a variety of volunteer administration expertise. Workshops will cover program accountability, grantsmanship, working with boards, professionals as volunteers, career planning. Sponsored by Voluntary Action Centers of Minneapolis, St. Paul and St. Croix Valley Area.
Fee: \$75
Contact: Minneapolis Voluntary Action Center, 404 South St., Minneapolis, MN 55404, (612) 340-7532
- Sept. 26-28 **Philadelphia, Pa.:** *Frontiers Mid-Atlantic*
See description for Frontiers Gulf Coast, Sept. 17-19.
- Oct. 10-13 **San Antonio, Texas:** *National Joint Meeting of AAVS (Association for the Administration of Volunteer Services), AVB (Association of Volunteer Bureaus), and AVAS (Association of Voluntary Action Scholars)*
Open to any interested individual or group, this meeting will explore "Volunteerism: Implications for the '80s," including the tax revolt, advocacy vs. service volunteering, funding, worker's compensation and other legal issues, collaboration, confidentiality.
Fee: \$80 members; \$95 nonmembers
Contact: Nancy Barker, CAVS, Chief, TDMHMR Volunteer Services, PO Box 12668, Austin, TX 78711, (512) 454-3761 or (512) 454-8113
- Oct. 16-18 **Portsmouth, N.H.:** *Literacy Volunteers of America Annual Conference*
Program will include training for managers of adult reading tutorial programs, workshop leaders and board members; small group sessions on materials for adults, comprehensive and study skills, teaching English as a second language, and more.
Fee: \$10
Contact: Jinx Crouch, Director of Field Services, Literacy Volunteers of America, 700 E. Water St., Room 623, Syracuse, NY 13210



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