

# *Volunteers Move Minnesota*

**movs**

*Minnesota Office on Volunteer Services*

## **1987 Public Hearings on Volunteerism: Collection of White Papers**

- **Executive Summary**
- **Structural and Economic Issues**
- **Special Volunteer Populations**
- **Youth Community Service**
- **Volunteer Motivation and Recognition**

**March 1988**

# *Volunteers Move Minnesota*

## *Minnesotans 'step forward' at hearings*

Minnesota Office on Volunteer Services

Public Hearings Executive Summary  
March 1988

**MOVS**

### *Increase volunteerism by 50% by 1990*

**M**ore than 80 Minnesotans stepped to the microphone at five public hearings on volunteerism between Oct. 28 and Nov. 5, 1987. The hearings were part of "Volunteers Move Minnesota," an effort initiated by the Minnesota Office on Volunteer Services (MOVS), Department of Administration, to increase the level of volunteerism in Minnesota by 50 percent by 1990. Hearing locations included Bemidji, Virginia, Rochester, Redwood Falls, and St. Paul.

The challenge to increase the level of volunteerism was put forth with the release of *Volunteers - The Best of Minnesota: A Report on the State of Volunteerism in Minnesota 1987*. This is the first-ever report on the status of Minnesota volunteerism, which was made available as Governor Rudy Perpich proclaimed 1987 "The Year of the Volunteer."

The purpose of the hearings was to receive broad-based public testimony about the current state of volunteerism — particularly as this testimony relates to public policy. Testimony was sought on topics such as how to increase volunteerism, training needs for volunteers, incentives and barriers to volunteerism, and policy or legal issues that frustrate volunteerism. The hearings resulted in front page or headline news on volunteerism in several newspapers throughout Minnesota.

### *Perpich joins distinguished panels*

Testimony was received by distinguished panels of public, private and voluntary sector leaders. Panel members were legislators, mayors, foundation representatives, corporate responsibility leaders, United Way directors, agency executive directors, volunteer administrators, and a religious leader, county commissioner, and state agency commissioner. Governor Perpich participated in four of the five hearings.

Active discussion between panelists and testifiers took place at every hearing. Testifiers included a wide range of Minnesotans from grass roots volunteers, concerned citizens, youth, minority leadership, administrators of volunteers, civic/fraternal organization leaders, agency executive directors and others. Spontaneous testimony was presented by a welfare recipient, an unemployed person who volunteers and now attends college, and a recovering mentally ill person.

### *Testifiers speak to incentives/barriers*

#### **Here are predominant themes which emerged at the hearings:**

- **The demand for volunteers continues to grow and outstrips the supply;**
- **The make-up of the volunteer community is changing and is increasingly diverse;**
- **Volunteers require training in order to effectively carry out their responsibilities;**
- **Meaningful recognition is extremely important to volunteers and affects their longevity;**
- **Many volunteers face problems with transportation related to their volunteer positions;**
- **Volunteers want to utilize and develop their skills and deserve academic/employment credit for their volunteer experiences and accomplishments;**
- **Communities are increasing their reliance on youth volunteers and urge educational institutions to build volunteerism into curriculum;**

- Questions related to liability, tax deductions and insurance for volunteers must be addressed;
- The profession of volunteer administration is very sophisticated and a management position;
- Adequate funding for volunteerism and volunteer programs is essential to the quality of life in Minnesota; and
- Volunteer service is a cost-effective approach to service delivery, and the dollar value of contributions made by volunteers is substantial.

Testimony took on a unique flavor in each location where testimony was heard.

**The dominant themes in Bemidji centered on the changing volunteer community, needs for volunteers, and youth volunteerism.**

Arden Phelps stated, "As a director of Bemidji Area United Way, I see a different kind of involvement of people. Busy people are out there doing community service. I see more men involved, also. During the past year we arranged to have mostly lunch meetings. Most people can arrange to get away during that time and it's surprising how much can be accomplished during that hour.

"I feel the future use of volunteers will have to change with these changes of people involved. We must find ways to reach out to these individuals to help them understand there are ways to be of service in the community and coordinate a job, family, and service."

Marilyn Miller, North Country Health Services Auxiliary, emphasized, "Volunteers are increasingly being called upon to provide that 'personal touch' that somehow seems to get lost with cost-cutting measures and third-party reimbursement systems that encourage shorter stays in the hospital. With shorter hospital stays, we have experienced a tremendous need for volunteers in the home health care area and intermediate care such as the rehabilitation center. We have not been able to fill all of these requests."

Janette Downing, Beltrami Nursing Home, advocated for the creation of a volunteer center for the Bemidji area to serve as a clearinghouse for volunteers.

***Bemidji area seeks more volunteers***

**The need to upgrade the credibility of volunteers, look at the economics of volunteerism and improve access to volunteer participation were underscored at the Virginia hearing.**

Lollie Hess, director of the Retired Senior Volunteer Program, Arrowhead Economic Opportunity Agency, stressed, "Foremost, volunteerism lacks credibility with the public. It is not treated with the same respect that paid positions are.... This attitude needs to be erased if volunteerism in the state is to expand and meet demand."

She went on to say, "Many businesses reimburse their employees for employee business expenses such as travel and meals. Yet, volunteers are expected to travel in their volunteer assignments and don't receive reimbursement for their out-of-pocket expenses.... Even the Internal Revenue Department discriminates between paid and unpaid employees. A paid employee is allowed to deduct 22.5 cents per mile for business travel. A volunteer is allowed to deduct 12.5 cents for travel."

Hess also noted, "Communities often wonder why those who benefit from these programs don't volunteer to help — they can't afford to."

Pat Lamma, who is employed by a Community Support Program, spoke to the importance of access to volunteer participation. "Volunteer participation can serve another need for a person with a mental illness in that it can provide the transitional period between unemployment and paid employment. Merritt House, a Rule-36 facility located in Biwabik, has a volunteer program for its residents which is highly successful. Residents are able to achieve volunteer success while living at Merritt House when they volunteer at local nursing homes, food shelves and other facilities. They can then use the skills learned as they leave the residence and hopefully find sheltered or competitive employment. A man who works in our Community Support Program started with us as a volunteer after he had lost his job following a psychiatric hospitalization. He is now employed full time and attends college as well.

***Virginia area wants volunteer credibility/access***



"The mentally ill very often live with extremely low incomes. Our participants have an average income of between \$200 and \$360. A high income would be \$600 a month. As a result, there is no money for a car or even for public transportation if it is available. This is a very real barrier for a person who would like to volunteer. People can and do walk, but our winter weather in this area often makes that uncomfortable and sometimes impossible," she said.

***Rochester testimony emphasizes cost-effectiveness***

**Attention was especially focused on the cost-effectiveness of volunteer programs and motivation for volunteer involvement at the Rochester hearing.**

For example, Ronald Jay, a volunteer tutor for adults learning to speak and read English, stated, "The governing bodies need to understand the benefits of volunteerism to themselves. When our city, state and county governments instigate and perpetuate volunteerism, they accomplish more than they could accomplish by taxation or legislation...."

John Rice, president of the Bear Creek Services Board of Directors explained, "A major reason that we put volunteers as a priority is the continued funding cutbacks.... Volunteers have provided one-to-one time with our residents and clients. This is helping staff meet the goals and objectives for the individual person."

Consistent with what was learned at other hearings, the need for funding for volunteers and volunteer-related programs was stressed in Rochester testimony. Other overlapping topics included the need for training for volunteers, adequate recognition of volunteer efforts, and the need to clarify liability questions and concerns.

***Redwood Falls feels population shifts, rural challenges***

**The effects of population shifts and rural pressures were reported in Redwood Falls.**

Lois Schmidt, Countryside Council, emphasized, "Especially here in rural Minnesota, the press for work to be done without pay — the continuation of traditional volunteer activities — seems to be at its most urgent just when we're least able to fill the needs.

"We're feeling effects of population losses here. Along with the people who are leaving for economic reasons, taking their time and talents with them, the rest of us staying here have seen our own contribution toward volunteer activities in our communities sharply decline because of the need to enter paid employment whenever it can be found or retraining of some kind. More jobs needing to be done without pay; less people to do them."

Delores Swoboda, Groundswell, testified, "With Groundswell volunteers, they are the very people who are living with the crisis, so they are fighting for their lives, their jobs, their home, their future and the future of their children, many times with no funds coming in, no food in the house, no electricity and many times no phone. They are in foreclosure, mediation, bankruptcy or replevin, and they come to us for help for themselves. As they work and learn to help themselves, they begin to care about their brothers, and offer to do what they can to help. Some have the foresight to become involved before they are in trouble, but for all involved their dollars are short, and certainly they cannot continue taking those precious dollars and spending them on traveling to meetings, or going to the Capitol, or even calling legislators on the phone."

***St. Paul speakers want training, credit, investment***

**Training for volunteers, evaluating and crediting volunteer skills, as well as investing in volunteer program management were some of the many highlighted topics in St. Paul.**

Shirley Mah Kooyman, Minnesota Landscape Arboretum, testified, "Some staff members feel that volunteerism is not always the right answer for some jobs due to a lack of special training or education. I feel that if more federal and state funding is made available to provide the necessary specialized training, we could open up a new untapped source of help for an institution with a low budget."

***An investment in  
volunteers is needed***

Rich Wheaton, Hennepin County Community Corrections, explained, "There is an on-going need to identify and evaluate the knowledge and skills learned or refined during volunteer experience for use in relevant paid employment positions. Everyone acknowledges and supports volunteer activity as an integral part of American life, currently and historically; yet many people do not equate the activities, experience, knowledge and skills gained through volunteer experience as having any value when applying for paid positions or for promotions. Frequently, the general public, employers, and even volunteers themselves will discount or totally overlook volunteer experience or skills as having employable value, while readily accepting without close scrutiny previous paid experience of the same nature — on the basis that if it was paid for, it was worth something or everything."

According to Barb Schmidt, Norwest Corporation, "While volunteerism in some form will probably always be with us, we see the greatest potential for social good in the development of more and better volunteer management and programming.

"As you can imagine, that's no easy task — particularly for companies whose first job must be to turn the profit that keeps them in existence, providing jobs and economic vitality. All too often business volunteer programs can be overly dependent on a company's most recent profit/loss statement. When times are good, volunteerism flourishes. When times are bad, volunteerism programs get moved lower down the pecking order or are eliminated altogether.

"We need to confront the fragility of corporate volunteer programs and provide the support mechanisms necessary to ensure that these efforts become and remain an integral part of the corporate culture....

"The possibilities are limitless. But the investment — both in terms of resources and commitment — is long term. Volunteerism is one outstanding area in which public/private partnerships can build a lasting legacy."

***White papers  
available***

Beyond those reported here, many ideas surfaced during the hearing process. Several "white papers" have been developed and an historical record of the hearings, including all original testimony, supporting materials, news clippings and video tapes is available for review at the Minnesota Office on Volunteer Services library.

"White papers" focus on these topics:

- "Minnesota Youth Community Service — A Growing Movement;"
- "A Minnesota Model For Volunteer Motivation and Recognition;"
- "Structural and Economic Issues Affecting The Expansion of Volunteerism In Minnesota;" and
- "Mobilizing and Supporting Special Volunteer Populations In Minnesota."

The hearings resulted in:

- Declaration by Governor Perpich of his intent to help further student volunteerism, training for volunteers, corporate and retiree volunteerism, liability protection for volunteers, credit for learning through volunteering and recognition of volunteers;
- Extensive discussion about the capabilities and limitations of, and challenges facing, the volunteer community;
- Increased public understanding of voluntary sector issues due to headline news and other media attention on volunteerism; and
- Release of "white papers" based on hearing proceedings, follow-up research and recommendations for future action and public policy.

Additional outcomes will be reported in the coming months.

Direct inquiries to the Minnesota Office on Volunteer Services, Department of Administration, 500 Rice Street, St. Paul, MN 55155; 800/652-9747 or 612/296-4731.

***Governor declares  
intent to act***

**NOTE: This overview of hearing highlights was prepared by Paula J. Beugen, Consultant on Volunteerism, Minnesota Office on Volunteer Services, following review of hearing tapes and written testimony, and tabulation of testimony themes.**

## *Participants in Public Hearings on Volunteerism*

### ***Bemidji***

#### **Moderator and Local Coordinator**

Karol McCracken, North Country Hospital

#### **Panelists**

Ruth Edevold, Northwestern Minnesota Initiative Fund  
Laura Lee M. Geraghty, Minnesota Office on Volunteer Services  
Representative Bob A. Johnson, Bemidji  
Governor Rudy Perpich  
Mayor Douglas Peterson, Bemidji  
Representative Paul M. Thiede, Pequot Lakes

#### **Testifiers**

Ann Cease, Bemidji Arts Council  
Ben Clarke, Minnesota-Dakota Key Club  
Jessica Conrad, North Country Hospice  
Linda Danielson, Bemidji  
Janette Downing, Beltrami Nursing Home  
Colette Graves, KAWE 9 T.V.  
Elaine Haugen, Foster Grandparent Program  
Ann Haugo, Bemidji State University  
John Hjelm, Beltrami County Extension  
Lynné Holt, Northwest Planned Parenthood and  
American Association of University Women  
Judy McDonald, Bemidji State University  
Marilyn Miller, North Country Health Services Auxilliary  
Arden Phelps, Bemidji Area United Way  
Margaret Saetre, General Federation of Women's Clubs  
Leticia Sanborn, Bemidji State University  
Laura Thorson, Bemidji Key Club

### ***Virginia***

#### **Moderator and Local Coordinator**

Donyta Wright, Merritt House

#### **Panelists**

Sam Aluni, Volunteer Attorney Program  
Representative Ben Boo, Duluth  
Todd Driscoll, Blandin Foundation  
Jay Hess, United Way of Greater Duluth  
Representative Lona Minne, Hibbing  
Governor Rudy Perpich

#### **Testifiers**

Marion D. Chase, St. Louis County Social Services  
Leo Flaschberger, Iron  
Lollie Hess, Arrowhead Retired Senior Volunteer Program  
Elsie Kirkes, General Federation of Women's Clubs of Minnesota  
Pat Lamppa, Range Mental Health Center  
Claire Logan, Aurora  
Mary Mollard, Virginia Regional Medical Center  
Richard M. Moreland, Minnesota Extension Service  
Karen Zupancich, Northland Volunteer Council for Isobel Rapaich, Arrowhead Region and  
Douglas County, Wis., Foster Grandparent Program

## ***Rochester***

### **Moderator and Local Coordinator**

Lois McDougall, The Volunteer Connection

### **Panelists**

Laura Lee M. Geraghty, Minnesota Office on Volunteer Services  
Mayor Chuck Hazama, Rochester  
Mary Keenan, Mower County Board of Commissioners  
Governor Rudy Perpich  
Toni Smith, Minnesota Extension Service - Wabasha County  
Don Sudor, IBM - Rochester  
Dave Swanson, Olmsted County United Way

### **Testifiers**

Scott Borland, Bear Creek Services  
Dorothy Callahan, Justice System Volunteer Program  
Sue Callahan, Senior Resources of Freeborn County  
Vi Estlow, Senior Resources of Freeborn County  
Jane Goodfriende, Volunteers In Education  
Alice Hall, SEMCAC Senior Nutrition Program, Inc.  
Dottie Hecht, Minnesota Association of Volunteer Directors  
Evelyn Hunter, Salvation Army and Olmsted Country Fair Board  
Ronald L. Jay, English as a Second Language Program  
Maybelle Johnson, General Federation of Women's Clubs  
Judy Larsen, Olmsted County Extension Service  
Irene Nelson, Salvation Army  
Becky Nesse, Family Counseling and Home Services  
Mike Newman, Department of Human Services  
Laurel Pennock, Adult Protection Taskforce  
Stephanie Podulke, Woodside Convalescent Center  
John Rice, Bear Creek Services  
Barb Rife, Community Volunteer, Rochester  
Janet Sherb, Senior Resources of Freeborn County  
Bernice Sipple, Senior Resources of Freeborn County  
Carolyn Stanson, Friends of the Rochester Public Library  
Chub Stewart, Olmsted County Board of Commissioners  
Bonnie Thompson, Southeastern Minnesota Initiative Fund

## ***Redwood Falls***

### **Moderator and Local Coordinator**

Marian Blattner, Countryside Council

### **Panelists**

Bishop Darold Beekman, American Lutheran Church  
Representative Roger M. Cooper, Bird Island  
Senator Dennis R. Frederickson, Morgan  
Laura Lee M. Geraghty, Minnesota Office on Volunteer Services  
Marlys Johnson, Minnesota Office on Volunteer Services, Advisory Committee  
Pauline Nickel, Minnesota Extension Service  
Mary Page, Southwest Minnesota Initiative Fund

### **Testifiers**

Penny Becker, Minnesota Inventors Congress  
Phyllis Brostrom, League of Women Voters  
Larry Fujan, Olivia Volunteer Ambulance Service  
John Goelz, 4-H Extension  
Sharon Gordon, Peacepipe Girl Scout Council  
Nancy Hanna, Council of Catholic Women  
Jim McNamara, Lions Club  
Addie Moonier, GUIDE  
Terry Neubarth, Lions Club  
Dorothy Reker, Retired Senior Volunteer Program of Southwest Minnesota  
Phyllis Schlager, Holy Redeemer School  
Lois Schmidt, Countryside council  
Marie Smith, Redwood Area Hospice  
Delores Swoboda, Groundswell  
Helen Western, Western Community Action Program

## **Metro**

### **Moderator and Local Coordinator**

Robert Gardner, Minnesota Office on Volunteer Services, Advisory Committee

### **Panelists**

Bob Andre, Community Action for Suburban Hennepin (CASH)  
James Colville, United Way of the Minneapolis Area  
Laura Lee M. Geraghty, Minnesota Office on Volunteer Services  
Commissioner Sandra J. Hale, Department of Administration  
Margaret Hennen, Corporate Volunteerism Council  
Marlys Johnson, Minnesota Office on Volunteer Services, Advisory Committee  
Representative Phyllis Kahn, Minneapolis  
Tom Kingston, Amherst H. Wilder Foundation  
Kay Knoll, Junior League of St. Paul  
Dave Nasby, General Mills Incorporated  
Governor Rudy Perpich  
Senator James Ramstad, Minnetonka  
Mary Waldo, YWCA of St. Paul

### **Testifiers**

Shirley Barber, Ramsey County Extension Office  
Jodi Broneak-Winkel, Girl Scout Council of St. Croix Valley  
Mary Huber, Minneapolis Institute of Arts  
Suzette Hunt, Hennepin Technical Institute  
Shirley Kooyman, Minnesota Landscape Arboretum  
Leslee Lane, State Council on Disabilities  
Jane Michaels, Richfield  
Willis Miller, Minnesota Extension Service  
Lois Moffitt, National School Volunteer Program/MN  
Robert Munson, Minnesota Association of Volunteer Directors  
Maureen Kelly Neerland, Minneapolis League of Catholic Women  
Lois Norby, Minnetonka Public Schools  
Dr. Carol Ryan, Metro State University  
Barbara L. Schmidt, Norwest Corporation  
Jose H. Trejo, Minnesota Spanish Speaking Affairs Council  
Marilyn Tubbs, Burnsville  
Richard Wheaton, Hennepin County Community Corrections

## **Written Testimony**

Anna Adamiak, The Range Association For Retarded Citizens  
Alice Anderson, Minneapolis  
Herman E. Bakker, Southwest Minnesota Opportunity Council  
Bea Collins, The Range Association For Retarded Citizens  
Mary Dougherty, Junior League of Duluth  
Jerry Fischenich, Southwest Minnesota Opportunity Council  
Madeline Hamermesh, Minnetonka  
Carma Hansen, Minneapolis  
KCRB Radio, Bemidji  
Mark Lofthus, Countryside Council  
Miriam Karlins, Minneapolis  
Connie Nuese, Marshall Publishing  
Vi Russell, Community Volunteer Service of the St. Croix Valley Area  
Congressman Gerry Sikorski, Sixth District, Minnesota  
Marilyn Swanson, St. Louis County Health Department

## **Video-Taping**

Jay Carlsgaard, Mesabi Community College  
Pam Colby, Minneapolis Television Network  
Gerald A. Crowley, Marcus Communications  
Keith Hunt, Midwest Cable Communications

## **MOVS Staff**

Laura Lee M. Geraghty, Director  
Paula J. Beugen, Consultant on Volunteerism and Hearings Organizer  
Marie W. Coutu, Information Officer  
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# Volunteers Move Minnesota

## Structural and economic issues affecting the expansion of volunteerism in Minnesota

Minnesota Office on Volunteer Services

Public Hearings White Paper  
March 1988

MOVS

*To the reader: This "white paper" on "Structural and economic issues affecting the expansion of volunteerism in Minnesota" addresses the changing function of Minnesota's volunteer community and some of the resulting implications for resource organizations, community agencies/volunteer programs and volunteer administrators. In addition to pointing out the need for management systems and support services for volunteers, attention focuses on the "economics" of volunteerism for communities, organizations and individual volunteers.*

*Information herein is based on testimony received at the 1987 Minnesota Office on Volunteer Services (MOVS), Department of Administration, public hearings on volunteerism, combined with what MOVS leadership knows about the current "state of Minnesota volunteerism." The hearings were held between Oct. 28 and Nov. 5, 1987 in Bemidji, Virginia, Rochester, Redwood Falls and St. Paul.*

**Investments in  
volunteerism  
needed**

**Volunteerism value  
almost \$2.8 billion  
in Minnesota**

**V**olunteerism is an integral part of the Minnesota service delivery system and adds to Minnesota's economy. Yet, both nonfinancial and financial investments in volunteerism are needed if Minnesota's volunteer community is to remain strong. These messages were loud and clear at the 1987 Minnesota Office on Volunteer Services (MOVS), Department of Administration, public hearings on volunteerism.

According to a 1985 Gallup Survey, the annual value of volunteer contributions to the national economy was 110 billion dollars. The current value of volunteer contributions to Minnesota is estimated at almost \$2.8 billion annually. Since the Proposition 13 days of the 70's and with the Gramm-Rudman-Hollings fiscal responsibility movement of the 80's, along with the economic and many other challenges facing Minnesotans right now, the demand for volunteers has been escalating.

Here is evidence of some of Minnesota's volunteer needs, according to the MOVS report, *Volunteers — The Best of Minnesota: A Report on the State of Volunteerism in Minnesota 1987*:

- "During the first three months of 1986, the number of people receiving emergency shelter increased 47% over 1985 for the Greater Minneapolis Area.<sup>1</sup>
- There are 80,000 more hungry Minnesotans to serve this year than last year. (1986)<sup>2</sup>
- The number of emergency food programs has doubled to 270 since 1984.<sup>3</sup>
- Of 24,641 elderly persons in Southeastern Minnesota in need of transportation, only 4,200 are now being served. (1984)<sup>4</sup>
- "While government support was declining, demand for services either increased or remained stable for nearly all of the Twin Cities nonprofit human service providers between 1981 and 1982. Increases in demand were most common in program areas where government funding cuts were the sharpest — employment and training, housing, community development, legal services and advocacy."<sup>5</sup>
- When faced with budget cuts, most nonprofit agencies initiated or increased fees for services. "This trend raises important questions about the potential of the nonprofit sector to serve those people in greatest need."<sup>6</sup>
- Acute depression, suicides and abuse are increasing among economically distressed families, especially on the Iron Range and in farm communities.

***Needs for volunteers reported at hearings***

— The number of volunteers in the Department of Revenue has increased 100 percent in 4 years and still many communities do not have a volunteer program to assist elderly and poor in income tax preparation,” the report said.

Many additional needs were reported at the public hearings on volunteerism. Pleas for volunteers included needs for volunteers to assist in health care, at food shelves, with religious institutions, at public television, for civic and fraternal (sororal) organizations, with programs for persons with physical or mental disabilities, for youth programs and in literacy.

***Resource organizations pressed to respond***

**Resource organizations are pressed to respond to requests from individuals and organizations trying to meet increased or more complex demands for volunteer services.** Resource organizations are those groups which provide leadership for the volunteer/nonprofit community and offer information and referral, technical assistance, consultation, training, research, volunteer recruitment, advocacy and/or library services to organizations or individuals involved in voluntary efforts.

Ten to 15 years ago, there were considerably fewer formal volunteer programs at the national, state, and local levels; volunteering tended to be less structured; volunteer administration was not considered to be a profession; and very few books existed on issues, trends, and management methods related to the field of volunteerism. Today, just the opposite is true. As the field of volunteer administration becomes more sophisticated and competition for volunteers becomes more keen, resource organizations increasingly are called upon for their services.

Volunteer administration and nonprofit management resource organizations are seeing membership/client growth and greater scope of responsibility. Yet, in most cases, their budgets and staff size have remained the same, are stretched, or may be financially uncertain.

Groups such as the Minnesota Office on Volunteer Services, Department of Administration; Minnesota Association of Volunteer Directors; Minnesota Council of Nonprofits; Management Assistance Project; Corporate Volunteerism Councils; Volunteer Centers; United Ways; Minnesota Council on Foundations; Amherst H. Wilder Foundation, Management Support Services; Minnesota Initiative Funds; VIE and others face finite resources with which to do their jobs. This calls for increased “cooperation and coordination” in the delivery of services for maximum productivity and effectiveness.

***Organizations cooperate/coordinate***

A history of “cooperation and coordination” has been demonstrated by resource organizations as is evidenced by co-sponsored projects such as the Minnesota Volunteerism Network, (a joint effort to recognize Minnesota volunteers), Board Development Task Force, Nonprofit Technology Project and many others. At the same time, a need may exist to more clearly articulate the distinctive roles and responsibilities of resource organizations in relation to one another. This will help consumers clearly understand what resources are available to them.

***Testifiers ask for increased services***

Since more organizations, of necessity, are diversifying their own funding bases — resource organizations are likely to find themselves competing with one another, and even the very organizations they serve, for dollars and membership/clientele. While competition for dollars and people is a fact of life for many resource organizations, there continues to be a need for more of their help. For example, speakers at hearings frequently asked for increased services. Specific requests included more delivery of MOVs services in Greater Minnesota; outreach to specific populations such as minorities, small business, people with disabilities, mentally ill persons, youth, and so forth; volunteer training design and implementation; statewide volunteer recognition programs; mobilization of more volunteers; media coverage on volunteerism; legislative initiatives related to volunteerism and others.

With regard to the need for more volunteer centers, Vi Russell, Community Volunteer Service of the St. Croix Valley Area, said, “Volunteer Centers recruit and refer volunteers to all kinds of volunteer jobs, they provide consultation and training to volunteer leaders, they recognize and promote volunteerism on a community wide basis, they act as resources for information on volunteering, they advocate for the volunteer, they act as catalysts for meeting the needs of their communities.

***More volunteer centers urged***

“In the United States there are over 350 volunteer centers, of which 290 are affiliated with VOLUNTEER — The National Center. In Minnesota there are 8, of which 6 are affiliated with VOLUNTEER. As a recognized leader in the field of volunteerism, Minnesota should have a well-developed volunteer center in every community.” (MOVS has identified, in Minnesota, 17 clearinghouses for volunteers including the above described volunteer centers, 8 statewide organizations for directors of volunteers, and 19 local organizations of volunteer directors).

At the Bemidji hearing, Janette Downing, Beltrami Nursing Home, and other volunteer leaders advocated for the creation of a volunteer center for the Bemidji area to serve as a clearinghouse for volunteers.

***Policymakers face volunteer issues***

**Community agencies and volunteer programs need to ‘gear up’ for their multiplying responsibilities.** Leaders of organizations must understand principles of sound volunteer program management, such as how to set up systems and create a climate for volunteers. Leaders include policymakers, staff members and paid/unpaid administrators of volunteers.

Policymakers face many issues when making volunteer-related decisions. Issues may involve legal or ethical considerations. For example, questions frequently arise around topics such as volunteer-labor relationships, the unemployed person who volunteers, employment or academic credit for volunteer experience, insurance coverage for volunteers, and data privacy. Policymakers also set the tone for volunteerism in their organizations through positions they take, their enthusiasm for volunteers and the investments they make in volunteer services. Policymakers can become prepared for their expanding jobs by drawing upon training and other resources from their professional associations, resource organizations on volunteerism and administrators of volunteer programs within their organizations who have experience and expertise with volunteer program management.

***Paid staff deserve preparation/recognition***

Paid staff within organizations must be equally prepared for their growing responsibilities. While training programs exist to help staff work effectively with volunteers, these programs are limited in both scope and number. More are needed.

To effectively deliver services with and through volunteers, paid staff will need to:

- Understand and apply the organization’s philosophy of volunteer involvement;
- Know guidelines for working with volunteers in their organization;
- Become conscious of common paid staff feelings about working with volunteers;
- Be able to recognize opportunities for volunteer involvement in service delivery;
- Know of available support systems for paid staff in relation to their work with volunteers;
- Be sensitive to the feelings and needs of volunteers with whom paid staff work;
- Know how to design an effective job description for volunteers;
- Be “motivated” to work with and through volunteers;
- Understand the role of paid staff in volunteer recruitment;
- Be able to assess individual volunteer strengths and weaknesses and assign tasks appropriately;
- Become more skillful in dealing with difficult situations which might arise when working with volunteers;
- Be able to motivate volunteers and recognize their contributions;
- Recognize areas of paid staff strength in working with volunteers and where improvement is necessary.

***Paid staff face stress factors***

The pressure on staff to work effectively with volunteers can be great, especially when compounded by other stress factors which nonprofit staff members frequently face. Much, but not all, of this pressure can be eased with training and support. Staff members who work effectively with volunteers deserve recognition for their commitment and accomplishments. Experience which staff members acquire in supervision of volunteers, as well as improved results for clientele and cost-benefits for organizations, can be documented by the volunteer or personnel department. Then, documentation can

be reviewed for recognition and possible career advancement purposes. Without the dedication of paid staff (in staffed agencies), volunteer contributions are often greatly inhibited.

Here are some other issues which may affect the attitude of paid staff about working with volunteers, reported at the hearings.

“One part of the volunteer picture that may be overlooked is the volunteer contributions made by staff people who work for organizations who are involved in some form of public good and also use volunteers in that work. Clearly, the staff for those (nonprofit) organizations are paid for services performed while being employed, but I suspect most also make substantial contributions of time for which they are not compensated. Virtually all ‘non-profit’ groups I’m familiar with in this region, that employ staff, get far more out of their staff than the 40 hours that are expected each week. Even if some have compensatory time policies, I would think that rarely is all that overtime (which is not paid for if the employees are professional staff) ever taken,” said Mark Lofthus, Countryside Council, in his written testimony.

It should be noted that at the Rochester hearing concern was expressed that the Fair Labor Standards Act does not allow state agency employees to volunteer in functions similar to their own employment area. Some state employees would like to volunteer in the “area of their own work” and are wanting flexibility with this rule.

At the MOVS hearing in St. Paul, Maureen Kelly Neerland, Minneapolis League of Catholic Women, addressed a related issue, “A problem can be the somewhat lower salaries earned by workers in many nonprofit organizations. It is certainly a problem for them, but it also can be difficult for volunteers working with staff members who may feel low job satisfaction, low self esteem, and low morale.”

Shirley Mah Kooyman, Minnesota Landscape Arboretum, testified in St. Paul, “Some staff members feel that volunteerism is not always the right answer for some jobs due to a lack of special training or education (for volunteers). I feel that if more federal and state funding is made available to provide the necessary specialized training, we could open up a new untapped source of help for an institution with a low budget.”

**The idea that the profession of volunteer administration is very sophisticated and a management level responsibility echoed throughout the hearings.** Just as volunteers are an extension of the paid staff, the administrator of volunteers often belongs on the management team, and could logically be an extension of the personnel department.

A capable, qualified administrator (leader) of volunteers is central to an effectively operated volunteer program. Careful thought should be given to the desired qualifications when hiring an administrator of volunteers. Areas of responsibility managed by volunteer administrators include needs identification, recruitment, placement, training, supervision, support, evaluation and recognition of volunteers. In addition, many volunteer administrators manage budgets and fund raise for their organizations.

There is a growing body of knowledge and methodology for working with volunteers and managing volunteer programs.

Considering the level of responsibilities, community contact and influence of the administrator of volunteers, it will behoove policymakers to place this position at the highest possible level on their organizational chart.

**Adequate funding for volunteerism and volunteer programs is essential to the quality of life in Minnesota.** Volunteer service is a cost-effective approach to service delivery. And, the dollar value of contributions made by volunteers is substantial. These recurring points were made during the hearings.

Mike Newman, Chief of Volunteer Services, Minnesota Department of Human Services, emphasized at the Rochester hearing, “Positions and adequate funding at the state level to provide leadership are badly needed. The Department of Human Services has one staff position allocated to volunteer services to work with 97-plus municipalities, a decrease of two positions since the late 1960’s. The Minnesota Office on Volunteer Services maintains staffing of three-plus positions

***Volunteer  
administration is  
sophisticated profession***

(a decrease of about one-half position since 1983) and performs work for many more (organizations). These allocations of staff at the state and local level mirror the national trend. More is expected of volunteerism quantitatively, but fewer resources are allocated. This trend must be reversed."

Earlier in Newman's testimony, he said, "Much of the growth within the Department of Human Services volunteer services over the past five years has occurred due to a reallocation of time by other staff to coordinate volunteer services programs while still carrying some other responsibilities. These persons are often not qualified to carry such responsibilities. Being a trained social worker does not prepare one to operate a volunteer services program. While positions in individual counties are not necessarily desired, a multi-county person in county social service agencies, a county-wide volunteer services coordinator for all county departments, or a public-private sector volunteer services coordinator is needed. This is particularly true in rural areas often unable to fiscally support such a position. This would help employment in the human services field, offer a 'lightening rod' for community revitalization and prioritize structured approach to addressing community problems at the grassroots level," he said.

Focusing attention on the cost-effectiveness of volunteerism, Ronald Jay, a volunteer tutor for adults learning to speak and read English, stated, in Rochester, "The governing bodies need to understand the benefits of volunteerism to themselves. When our city, state and county governments instigate and perpetuate volunteerism, they accomplish more than they could accomplish by taxation or legislation...."

John Rice, president of the Bear Creek Services Board of Directors, explained, "A major reason that we put volunteers as a priority is the continued funding cutbacks.... Volunteers have provided one-to-one time with our residents and clients. This is helping staff meet the goals and objectives for the individual person."

### ***Volunteer programs have economic impact***

With regard to the dollar value of contributions made by volunteers, Newman reported, "In 1986, the value of volunteer services provided by over 20,000 volunteers in department agencies and facilities was over \$5.6 million. During the past five years, increases of approximately 20 percent have occurred in volunteer services programs under the Department of Human Services auspices. This essentially mirrors growth of human service volunteering nationally. Primary growth has occurred in county human service agencies."

Helen Western, Western Community Action, Inc. described the impact of one organization in her testimony at Redwood Falls. "Yes, volunteers are an essential part of Western Community Action, Inc. In the listed activities 3,089 different people contributed time and talent valued at \$514,614. Can we expect volunteers to give even more as federal and state budget cuts continue to reduce the available funds for providing service and at the same time economic conditions increase the need?" she asked.

Shirley Barber, Ramsey County Extension agent, also highlighted the economic value of volunteerism. She said, "If volunteer time contributed to Ramsey County Extension Service were paid at \$4/hour and time calculated to full-time staff person equivalent, Ramsey County Extension's 2395 volunteers contribute over 60 FTE and their 128,176 hours equal a contribution in dollars of \$512,704."

During the course of the hearings, many other examples of the economic value of volunteerism were cited. It can be observed that right now there is no consistent method of computing the monetary value of volunteer service in Minnesota.

### ***Concerns surface on liability/insurance***

**While investments in volunteerism are usually repaid many times, there are costs for volunteer programs (volunteer administrators, space, training, expense reimbursement and so forth). Concerns sometimes center around liability and insurance.**

Lorraine Cieminski, chairperson of the Winona County Board of Commissioners, said in written testimony, "In the interest of the State's environmental concerns and in the interest of continued use of trained volunteers in this area, please explore the feasibility of having some state umbrella insurance available for volunteers trained according to Pollution Control Agency criteria."

***Without insurance  
policymakers are  
reluctant***

Cieminski indicated that Winona County has had successful experiences "working with the Minnesota Pollution Control Agency to coordinate two pilot household hazardous waste collections in 1985 and 1986." She said, "Knowing the monumental problem the state faces in trying to address issues like safe disposal of household hazardous waste in a cost effective way — the County is interested in conducting a similar kind of clean-up on an annual basis — but without insurance for volunteers we are reluctant to do so."

Mary Dougherty, president of the Junior League of Duluth, described additional concerns. "Insurance requirements are preventing our volunteers from hands-on community commitments. Many of our project proposals received reflect the high cost of insurance coverage for community programs and events.

"The purpose of this testimony is to present facts concerning two of our recent projects and show how liability and insurance problems prevented us from keeping our community commitments. Since our purpose is placement of community volunteers we do not act for others as a fundraising agent and do not make financial contributions to individuals, other organizations or agencies. Financial support is rendered only for direct services.

"In the fall of 1986, the Junior League of Duluth began a project called Instructional Ski Program for the Handicapped, a joint venture with Courage Center Services Duluth. This volunteer project was designed to teach fundamentals of Alpine and Nordic skiing to adults and children who are physically disabled or have speech, vision or hearing impairments. Safe, enjoyable, recreational skiing was the desirable outcome. Our League provided volunteer ski instructors and \$3,125 for needed equipment which allowed the existing program to expand to include more students. It was necessary for the Junior League of Duluth to withdraw its support for the Handicapped Ski Program when our volunteers required liability insurance coverage through our organization; our finances would not allow us to purchase this insurance.

"In April, 1986, the Junior League of Duluth approved the Medical Center Single Parent Program. The project was a joint venture with the Single Parent Program at St. Mary's Medical and Habitat through the Duluth Board of Education. The purpose of the program is to offer parenting classes for single, teenage parents particularly targeting the young women who have dropped out of school, and to look at the development of a feasibility study that pertains to preventing pregnancy, both within the Duluth school system as well as for students who have dropped out of school. The total support requested was \$3,000 over a two year period of time including the placement of five volunteers in the training program. The League's involvement with the project was terminated due to insurance problems. The cessation of the Single Parent Project was due to liability coverage related to transportation of mothers and children and approval of an acceptable meeting place by the insurance company. None of the agencies involved were able to address the insurance issue.

"Insurance costs for our own fundraisers have also increased significantly. In the past five years our directors and officers (D & O) insurance rates have risen from \$200 per year to \$3,600 for similar coverage. The Junior League of Duluth's D & O insurance was 11% of our budget this past year. This increased administrative expense prevents further investment in our community.

"The Junior League of Duluth asks the Minnesota Office on Volunteer Services to advocate for elimination of civil liability responsibility for all non-profit volunteer agencies so our volunteers can truly 'move Minnesota,' " said Dougherty.

***'87 legislation  
helps protect  
non-profit volunteers***

Legislation which passed during the 1987 session of the Minnesota Legislature has provided immunity from civil liability to volunteers of non-profit organizations as long as they are acting in good faith and within the scope of their responsibility — except in certain specified cases, such as if the volunteer directly causes physical injury or wrongful death.

The article, "Immunity Legislation Benefits Volunteers" by Byron Laher, October-November-December 1987 edition of *Volunteers Move Minnesota*, explains that the new law "protects the rights of people who may be injured because the immunity is only given to the volunteer and not to the nonprofit organization for whom the volunteer is working." Later in the article, Laher



***Legislation introduced to extend protection to government volunteers***

***Organizations raise concerns***

***Ideas to improve access to volunteerism***

***MOVS offers 10 recommendations***

states, "Minnesota's law should have a calming effect on the price of insurance policies as insurance companies will see their liability exposure lessened." As to what this legislation means to volunteers, Laher points out that, "... we need a good court case to really know. A volunteer needs to be sued, raise this law as defense, and have the issue tested through two, three or more levels of courts — maybe even the United States Supreme Court."

Laher also stated, "The Legislature also amended another law which will help to make insurance more affordable by charities and indirectly will help their volunteers. That law and its 1986 companion authorize the establishment of a trust which would offer liability coverage and coverage for damage or destruction of property to charitable organizations in Minnesota. The Commerce Department is currently drafting rules to implement this legislation, and such a trust could be operational in Minnesota by mid-1988."

MOVS, in cooperation with the United Way of Minneapolis and other organizations, has encouraged introduction of legislation in the 1988 session to extend volunteer immunity from civil liability to volunteers serving in government volunteer programs at the state and local levels. At the time of publication of this "white paper," the legislation was still being considered in the House and Senate.

**The economics of volunteering affect both organizations and individual volunteers.**

From the perspective of organizations, these are some of the themes which surfaced during hearings:

- The amount of time spent on fundraising greatly detracts from primary responsibilities of staff and volunteers in voluntary organizations;
- Little consideration is given to the programs' "cost of living" when funders look at volunteer program budgets;
- Grants typically do not fund operating expenses and capital improvements;
- Programs not involved in united-drives face special difficulties in fundraising;
- United Way allocations are not always 'enough' to meet the needs for funds;
- Charitable gambling funds are an important source of funds for organizations;
- More volunteer help is needed in the area of fundraising; and
- Volunteers help to minimize expenditures. (Many speakers said their organization would not exist without the help of volunteers.)

The feeling that many people can not afford to volunteer was expressed frequently during hearings. Here are some ideas which were presented to increase access to volunteer participation and improve the status of volunteering:

- Provide tax deductions for volunteer mileage at the same rate as allowed for business;
- Allow tax deductions for child care while people are volunteering and/or offer child care;
- Create a charitable deduction for volunteer service hours;
- Develop a way to show comparable worth between paid and unpaid volunteer hours;
- Offer transportation or transportation reimbursement for volunteers;
- Provide medical coverage for certain volunteers;
- Improve tax deductions for non-itemizers;
- Give a "minimum payment" from the organization to volunteers for contributed hours;
- Offer stipends for internships to reduce student indebtedness;
- Eliminate taxation on mileage reimbursements for volunteers.

**Based on the current climate for volunteerism in Minnesota, public testimony, and basic principles of volunteer administration, MOVS has formulated these recommendations for a thriving volunteer community:**

- Resource organizations on volunteerism/non-profit management should continue to cooperate with one another and coordinate services wherever possible — clearly communicating the purpose and availability of their services to the community;

- MOVS should continue to provide planning assistance to communities interested in developing volunteer centers or local DOVIAs (local organizations of directors of volunteers in agencies);
- MOVS should continue to emphasize equitable distribution of services throughout the state;
- MOVS should continue to make available training for policymakers (governing board members, elected officials, non-profit executives and public administrators) to help strengthen their understanding of the policymaker's role in volunteerism.
- Encourage greater attention to preparing paid staff to work with volunteers through training programs and staff support and recognition systems;
- Advocate for qualified, capable administrators of volunteers through education of policymakers about their role in hiring. And, encourage volunteer administrators to participate in professional associations and access services of resource organizations;
- Educate policymakers and the general public about the need for funding for, and cost-benefits of, well managed volunteer programs;
- Work for passage of legislation to provide immunity from civil liability for volunteers in government — consistent with protection which is now afforded to volunteers in nonprofit organizations;
- Investigate ways to improve the climate for insurance for volunteers and voluntary organizations; and
- Examine ideas presented to remove economic barriers and provide incentives for volunteer participation — including ideas for tax deductions for volunteers.

**NOTE: This "white paper" on structural and economic issues affecting the expansion of volunteerism in Minnesota was written by Paula J. Beugen, Consultant on Volunteerism, Minnesota Office on Volunteer Services (MOVS), and is one of a series of papers resulting from the 1987 MOVS Public Hearings on Volunteerism. Other topics are "Minnesota Youth Community Service — A Growing Movement;" "A Minnesota Model for Volunteer Motivation and Recognition;" and "Mobilizing and Supporting Special Volunteer Populations in Minnesota." An executive summary of the hearings is also available. For more information, call MOVS at 612/296-4731 or 800/652-9747, or write MOVS, 500 Rice Street, St. Paul, MN 55155.**

<sup>1</sup> According to a representative of the American Red Cross.

<sup>2</sup> According to a Department of Jobs and Training survey.

<sup>3</sup> According to the Minnesota Foodbank Network.

<sup>4</sup> Southeastern Minnesota Area Agency on Aging Area Plan for 1984 through 1986.

<sup>5</sup> *The Twin Cities Nonprofit Sector in a Time of Government Retrenchment*, Lukerman, Kim-mich, Salomon, Urban Institute, Washington, D.C., 1984.

<sup>6</sup> *Ibid.*

# Volunteers Move Minnesota

## Mobilizing and supporting special volunteer populations in Minnesota

Minnesota Office on Volunteer Services

Public Hearings White Paper  
March 1988

MOVS

*To the reader: This "white paper" on Minnesota volunteer populations is intended to highlight predominant themes which emerged in testimony at the Minnesota Office on Volunteer Services (MOVS), Department of Administration, public hearings on volunteerism. Testimony confirmed the need for heightened public discussion regarding how to mobilize and support volunteers from diverse communities.*

*MOVS began to elevate public discussion with the 1984 release of the monographs "Recruiting Alternative Sources of Volunteers," "Equal Access to Volunteer Participation," and "The Unemployed Person In the Volunteer Workforce," and subsequent training on these topics. More in-depth information on special populations, including some of those identified here, is available through MOVS.*

**Volunteer community reflects demographic changes**

**M**innesota's volunteer community is changing and increasingly diverse. Just as Minnesota's general population changes — so does Minnesota's volunteer community.

Population losses in rural Minnesota deplete the traditional volunteer pool in rural areas. More "two career" and "single parent" families mean fewer daytime volunteers. Emphasis on youth community service will lead to an influx of volunteers under 21 years old. A growing Minnesota minority population points to the need for more volunteering by minorities. Greater expectations for volunteer-related academic and employment credit precipitate demands for equal access to volunteer participation. The "aging of the population" calls for changes on the part of membership organizations primarily comprised of older volunteers. These are just a few examples of how demographics affect Minnesota volunteerism.

**Volunteerism builds skills/self-esteem**

Volunteer leaders and citizens from throughout Minnesota expressed their concern for reducing barriers and strengthening incentives for Minnesotans to volunteer, at the Minnesota Office on Volunteer Services (MOVS), Department of Administration, public hearings on volunteerism. The hearings were held between Oct. 28 and Nov. 5, 1987, in Bemidji, Virginia, Rochester, Redwood Falls, and St. Paul.

Leaders emphasized that volunteering, an American tradition, is now a significant lifetime activity which is instrumental in building skills and self-esteem. Testimony reflected that people who receive volunteer services are often individuals who, with support, can be a vital part of the volunteer force themselves. Pleas were made for outreach efforts to specific populations. Attention was particularly called to the need for outreach and support to:

**Outreach to specific populations essential**

- Members of self-help groups;
- Young men and women;
- Individuals in membership organizations;
- AFDC recipients;
- Minorities;
- People with disabilities;
- Mentally ill persons;
- Volunteers as family units;
- Corporate volunteers (including small business volunteers);
- Volunteers from religious institutions;
- Retiree volunteers; and
- Youth.

Following is discussion about some of these populations.

***Self-help groups  
encounter obstacles***

Self-help is proving to be an effective method of giving and receiving services — but not without obstacles. The *Minnesota Mutual Help Support Group Directory 1987-88*, published by the Amherst H. Wilder Foundation, lists 2,300 mutual help groups in Minnesota.

Delores Swoboda, Groundswell (one example of a self-help group), stressed at the Redwood Falls hearing, "We feel that our volunteers are unique because normally volunteers offer their 'spare' time and energy to work with a group or organization as it fits into their busy lives. Their busy lives usually include a paying job, money coming into the home, and payments being covered — all lending a certain amount of security. With Groundswell volunteers, they are the very people who are living with the crisis, so they are fighting for their lives, their jobs, their home, their future and the future of their children, many times with no funds coming in, no food in the house, no electricity and many times no home. They are in foreclosure, mediation, bankruptcy or replevin, and they come to us for help for themselves. As they work and learn to help themselves, they begin to care about their brothers (sisters), and offer to do what they can to help. Some have the foresight to become involved before they are in trouble, but for all involved their dollars are short, and certainly they cannot continue taking those precious dollars and spending them on traveling to meetings, or going to the Capitol, or even calling Legislators on the phone," she said.

***Demand exists  
for young  
men/women volunteers***

Minnesota needs to attract more young men and women as volunteers — and compete with other demands for their time. "With so many women working outside the home, we find that less are willing to volunteer their gifts of time and talent. It always seems to be the same group of women willing to help. A big concern is how to get younger women involved. I was president of St. Catherine's Council of Catholic Women here in Redwood Falls for two years and realize the challenge of working with a volunteer organization," said Nancy Hanna of the Council of Catholic Women.

Maureen Kelly Neerland, president of the Minneapolis League of Catholic Women, reported, "For 76 years, the League has operated in large measure on volunteer power. Our approximately 870 members contribute their money and their time in various ways to our community services: an Emergency House for homeless families, Pathway Group Home for adolescents, the Tuesday Club for lonely elderly people, Women/Becoming, a spiritual and emotional growth program, and other events and projects. The world has changed over these 76 years, and so has the League. Our projects are different; our membership is different. Many of our members are retirement age and older, many more of our potential volunteers now are in the paid work force, more are widows and/or single parents. There are more areas open to women for leisure involvement such as adult education, physical fitness, and alumnae groups."

Neerland went on to say, "Many of the women the League would like to encourage to become more involved are women at home with young children. It is very difficult for many people to pay high costs for child care — if, in fact, they can even find: 1) high quality child care providers and 2) high quality child care providers who will accept children — and especially infants — on an occasional or part time basis — so that they can go out and work for no pay. Might it be possible for the person to receive financial reimbursement or tax credit for child care costs incurred in volunteer work? Could this reimbursement and/or tax credit also be offered for any of the volunteer's transportation costs besides mileage?" she asked.

***Value of  
'women's work'  
needs evaluation***

In another part of her testimony, Neerland said, "One obstacle the League faces, and we are not alone in this, is the whole question of the value of women's work. Traditionally, what society has considered to be 'women's work' — child raising, homemaking, care of aging parents, and volunteering — has lacked the power and prestige of paid work. As a bumper sticker seen about town proclaims, "Every mother is a working mother." Even in 1987, however, when women are performing high level professional quality work but not receiving pay for it, there seems to be a lower level of prestige and power connected to our labors..."

***Two career families  
turn inward***

Similarly, experience with the volunteer community has shown that historically male-dominated membership organizations such as some civic, religious, and veterans groups, face the dilemma of the aging of their membership. This results in a desire on their part to cultivate more young leaders to ensure the future of their organizations. At the same time, for both men and women, it is sometimes difficult for current leaders to share responsibilities with newcomers.

The need for young adults from "two career" families to get involved was addressed at most hearing sites. A trend toward "cocooning" was reported. Cocooning is when young couples turn inward after work hours as a means of rejuvenation, rather than becoming active community members. The challenge is to encourage more people to come out of their cocoons.

**Involving Aid for Dependent Children (AFDC) recipients as volunteers was suggested at two locations.** In Bemidji, a woman who volunteers and is a welfare recipient advocated for opportunities for others to do the same — she spoke to her own growth and contributions as a volunteer.

In Virginia, Mary Mollard, volunteer services coordinator of the Virginia Regional Medical Center, said, "I know that most all organizations which utilize volunteers are in great need of more volunteer help. With this age of women working and cutbacks from United Way funding (at least up here on the Iron Range), the supply of volunteers has dropped while the demand for them has greatly increased.

"I have wondered for several years," she continued, "if there would be any possible way for people who are on AFDC or other forms of welfare assistance to be required to put in so many hours of volunteer service (say 25 per month or so) in order to receive part or all of their monthly checks. This would give many of these people some much needed training and good experience, while in turn giving them an incentive to get up in the morning and get on a type of schedule. There is a place for most everyone — doing something as simple as stuffing envelopes or working in a more skilled type of volunteer job. For women with very young children, there are many types of jobs that can be done at home. We also realize that there will be exceptions to every great idea, and we must try to foresee some of them and deal with them as they arise.

"This idea would no doubt require an immense amount of work to get started, but the end product would be so beneficial for so many years to come. I understand that there used to be a program similar to what I am thinking of, but it failed or was discontinued for some reason. It might just be the time to reconstruct the idea and put it back in gear. Some of the information gleaned from this former project could be used to set up the new guidelines," said Mollard.

Regarding Mollard's idea, discussion centered around the roadblocks often created by the need for child care for the children of welfare recipients who want to volunteer.

**Providing access to volunteer participation is a value many volunteer leaders hold dear.** Jodi Broneak-Winkel underscored this value when she stated, "I'm not a paid worker; I'm a volunteer worker. I'm here to tell you I like working for the Girl Scouts. The most important reason I like working for the Girl Scouts is its mission — to help girls grow up to be caring, competent, confident women. Another reason I like working for the Girl Scouts is that all volunteers who work for the Girl Scouts now and in the future will be treated equally and fairly due to the organization's commitment to its volunteers. The Girl Scout Council of St. Croix Valley's commitment to volunteers is evident in three major ways. The first is its goal on pluralism. The second is its affirmative action policy. And the third is its volunteer program management framework.

***AFDC recipient  
volunteers***

***Pluralism urged  
in volunteer community***

“First, pluralism is not just the elimination of racism or increasing the number of minorities who are Girl Scout volunteers. Pluralism is embracing cultural diversity. It is the elimination of all the ‘isms’ — ageism, classism, sexism, as well as racism. This doesn’t just happen by one or two people doing something; everyone at all levels — board, staff and volunteers must be intimately involved and individually accountable for making the plan work. As we found in our organization, we only had short-term success when our method of dealing with the issue of pluralism was from the bottom of the structure chart. A framework was established by the Girl Scout Council of St. Croix Valley board of directors with components of a program that will promote pluralism within the council’s organization and existing programs. By applying this framework to the organization’s policies, programs, materials and ways of work, success can be achieved.

“Success is defined as:

Membership - Females and people of all races will be viewed as full participating, self-reliant members of the council and community.

Leadership - Females and people of all races will be presented in leadership and participatory roles.

Programs - Concepts and perceptions of women and people of all races in program and materials will be based on skill and intelligence.

Image - Language seen and heard will be gender-fair and free of patronizing references to females and people of all races.

“Second, the Girl Scout Council of St. Croix Valley board of directors has adopted an aggressive affirmative action plan for staff and volunteers. The affirmative action plan for volunteers includes a statement and procedures for compliance with and implementation of the plan. The affirmative action statement, in its entirety, reads, ‘The Girl Scout Council of St. Croix Valley reaffirms its policy of equal opportunity for all potential and current volunteers, regardless of race, color, religion, sex, age, national origin, physical or mental handicap, sexual preference, public assistance status, marital status or veteran status.’

“In carrying out this responsibility, we make placement decisions based solely on an individual’s qualifications for the position available. Internal and external communication procedures have been established to help individuals avail themselves of the benefits of the affirmative action plan,” Broneak-Winkel explained.

“Third, to support the volunteer affirmative action plan, the Girl Scout Council of St. Croix Valley board of directors has established a volunteer program management framework which will protect the girls, the organization and the individual volunteer. The eight components of the framework are recruitment, job description, placement, orientation, training, supervision, recognition, and evaluation. This framework provides the standards for planning, implementing and evaluating the effectiveness of volunteer service. It is through the pluralism framework, volunteer affirmative action plan and volunteer program management framework that the Girl Scout Council of St. Croix Valley provides an inclusive foundation for equal access to volunteering.

“I am here today to challenge you as leaders to provide policy direction in the private and public sectors which would allow all individuals the opportunity to volunteer and give back to the community as they give of themselves,” she told the St. Paul hearing panel.

Jose H. Trejo, executive director of the Minnesota Spanish Speaking Affairs Council, testified, “The tradition of volunteerism is very strong in Minnesota’s Hispanic community. From the very early days, when the extended family played a key role in taking care of its members and the disadvantaged within the community, to the present, when individuals volunteer their time to tutor at-risk students, volunteers have been primary motivators for social change and progress. Right here in Saint Paul’s West Side, this community has built its very own church — Our Lady of Guadalupe. This was done primarily through volunteer efforts.

***Affirmative action  
plans encouraged***



### ***Hispanic volunteerism not institutionalized***

"Countless Hispanic men and women prepared and sold food, sponsored dances, held raffles, made pinatas and other crafts to provide for community needs — such as helping the needy, establishing scholarship funds, developing social service programs or creating a better community in which to live.

"Volunteerism in the Hispanic community has not become institutionalized. It is in fact a common way of doing things. From taking care of your neighbor's child so that she can seek employment to building a church, volunteerism is a way to get things done.

"Because volunteerism is such a natural act in our community, often times we take it for granted and do not recognize the important role that it can play. This is why the Minnesota Office on Volunteer Services and other volunteer recognition and resource agencies are important. Unfortunately there is very limited contact between MOVS and the Hispanic community," stressed Trejo.

"In order to address this limited interchange between MOVS and Hispanics, I would like to propose the following recommendations:

- Establish an outreach program for the special population groups in Minnesota.
- Work in partnership with the state's minority councils to develop special recognition programs for minorities;
- Initiate culturally relevant projects and encourage volunteerism in the minority communities.
- Include minority representation in the decision-making process.

"We believe that MOVS is very important and strongly support not only its continuation, but also increased funding so that it can increase its efforts in reaching these special populations," Trejo emphasized.

**People with disabilities are capable of giving as well as receiving.** This was the message conveyed by Leslee Lane on behalf of the Minnesota State Council on Disability.

"Employment opportunities are few and far between for Minnesotans with disabilities. It is not that disabled persons are not qualified for these opportunities, but rather they have not been given the opportunity to experience 'hands-on' application of their skills and training in the field or fields in which they may wish to pursue paid employment.

"All too often people within the volunteer community look at disabled persons as *being* the persons who require the volunteer assistance rather than *giving* the assistance. Therefore, disabled persons have become an untapped resource of volunteer recruitment.

"The ultimate goal, of course, is that disabled persons will gain valuable experience through volunteerism, enabling them to become productive paid members of the labor force," Lane said.

In her Nov. 5 testimony in St. Paul, Lane stated, "There are over 400 organizations 'of and for' disabled people in Minnesota. These organizations have direct lines to persons with disabilities who may very well be qualified to fill volunteer vacancies.

"But why should an organization look at this community? The reasons are multifold, but two are most important. First of all, the community of disabled persons opens up a whole new resource for volunteer coordinators. Second, and of great importance, is that volunteerism may act as a pathway to employment for persons with disabilities.

"A recent nationwide survey conducted by Louis Harris and Associates for the International Center for the Disabled, in cooperation with the National Council on the Handicapped, clearly showed the extent of unemployment among disabled Americans. The survey found that two-thirds of disabled Americans between the ages of 16 and 64 are not working. Of perhaps greater concern is the finding that two-thirds of these unemployed people would like jobs," Lane explained.

"What is the problem? Why aren't more disabled people working? The Harris study offered some possible explanations, and in an effort to find additional answers, the Minnesota State Council on Disability conducted a public hearing earlier this year.

### ***Disabled persons can "give"***

### ***Volunteering is pathway to employment***

***Mental illness  
stigma must  
be overcome***

"1. EMPLOYER ATTITUDES. Nearly half (47 percent) of the working-age disabled people who are unemployed said that employers will not recognize that they *can* do the job. Through volunteerism, disabled persons *can* prove that they are, indeed, capable of performing either full-time or part-time work. Volunteerism gives disabled persons a work history.

"2. LACK OF AVAILABLE JOBS. This problem was cited by 40 percent of the unemployed disabled persons. Even when jobs do appear, disabled persons find discrimination based not only on their disability, but on the fact they may not have a proven history of work, whether paid or unpaid.

"3. UNDEREDUCATION. A lack of sufficient education and of marketable skills was given by 38 percent of disabled people as an important obstacle to their working full-time. Through volunteerism, disabled persons establish a history of providing services in their fields of interest. While in a volunteer position, persons also gain new skills which are transferable to the world of paid employment, just as persons gain new skills while employed in a paid position.

"4. JOB DISCRIMINATION. A quarter (25 percent) of the working-age respondents said they encountered disability-related job discrimination. Much of this discrimination is centered around myths. Employers who have not worked with disabled persons may judge applicants on stereotypical disability-related mythology, rather than on the skills and competence of the qualified disabled person.

"Through volunteerism, disabled persons are able to demonstrate to non-disabled persons that there is no need to be afraid of disability; that disability is not a communicable condition; and that through occasional reasonable accommodations, disabled persons can work competitively alongside nondisabled persons," advocated Lane.

**Mentally ill persons can reap benefits for themselves and others through volunteerism.**

"I am employed in a Community Support Program which works with people with serious and persistent mental health problems but who are well enough to live in the community. Volunteer coordination is part of my job, and I seek volunteer opportunities for our program participants. I also have a grown child with a mental illness and understand, from many sides, the problems revolving around volunteerism and the mentally ill," Pat Lamppa told the hearing panel in Virginia.

"Volunteer participation for a person with a mental illness can fill a variety of needs. Work, for all of us, is more than a way to obtain the money that is needed to live. It is a source of social contacts, of self esteem, a way to spend our time, to be active and allows us to feel included. A mentally ill person is often unable to remain well enough for a long period of time to hold a paid job and volunteerism can be the way in which that same positive reinforcement can be obtained.

"Volunteer participation can serve another need for a person with a mental illness in that it can provide the transitional period between unemployment and paid employment," Lamppa continued. "Merritt House, a rule 36 facility located in Biwabik, has a volunteer program for its residents which is highly successful. Residents are able to achieve volunteer success while living at Merritt House when they volunteer at local nursing homes, food shelves and other facilities. They can then use the skills learned as they leave the residence and hopefully find sheltered or competitive employment. A man who works in our Community Support Program started with us as a volunteer after he had lost his job following a psychiatric hospitalization. He is now employed full time and attends college as well.

"The mentally ill very often live with extremely low incomes. Our participants have an average income of between \$200 and \$360. A high income would be \$600 a month. As a result there is no money for a car or even for public transportation if it is available. This is a very real barrier for a person who would like to volunteer. People can and do walk, but our winter weather in this area often makes that uncomfortable and sometimes impossible," Lamppa said.

***Transportation problems hinder volunteerism***

“The issue of stigma is perhaps the biggest obstacle for a person with a mental illness who is looking for a volunteer opportunity. I find this to be true for both a mentally ill person looking for a volunteer placement and for a program such as our Community Support Program which is looking for volunteers to use within the program.

“The mentally ill person finds that uneducated and unempathetic people are his coworkers and supervisors. Programs find that volunteers are unwilling to come in because they have no understanding of the illness and are often afraid. These issues can be addressed within the program, but getting people there in the first place is difficult.

“Policies could be set at the state level which would help lower these barriers for our mentally ill.

“I would like to see transportation help available for our people to use for volunteer participation. Volunteerism can often help a person maintain his/her wellness for a longer period of time even though he/she doesn't move on to employment. It gives him/her a feeling of accomplishment and success and offers him/her a chance to help others and contribute time and talent. Coordinated efforts by the Department of Rehabilitative Services, the Department of Human Services and the Minnesota Office on Volunteer Services could make this transportation help possible. Perhaps subsidies to bus services such as our Dial-a-Ride or the Arrowhead Economic Opportunity Agency transportation could be arranged. Cooperative efforts between the private sector and governmental agencies could make projects such as this possible,” Lamppa pointed out.

“Cooperative education programs in the areas of mental illness would also be a great help. The governor's commission on mental health set public education as a priority issue. Training and education programs could be set up at the state level and deal specifically with mental illness concerns. This again could require the cooperation of several state agencies...

“Various studies have shown that full time or even part time employment for persons with disabling mental illness often runs from 0 percent to 11 percent. In our area, where the overall unemployment rate is so high, those percentages would be even smaller. Volunteer participation can be one of the few avenues for success open to these persons...

“Successful performance of volunteer duties provides everyone — those with a mental illness and those lucky enough to be without one — with feelings of pride, self-worth and accomplishment. Please work toward setting policies that will make these feelings of success possible for *all* of Minnesota's residents,” emphasized Lamppa.

In St. Paul, Jane Michaels reinforced the facts that stigma, fear, lack of confidence, and transportation problems inhibit volunteering by people with mental illness. She suggested “going to” mentally ill people at halfway houses, room and board facilities, transitional housing programs and drop-in centers to encourage volunteering.

Michaels also testified that letters of recommendation on letterhead, at the completion of volunteer assignments, and periodic progress reports to the volunteer's therapist, upon request of the volunteer, are among other support services to mentally ill volunteers that can be incentives for their participation.

**The importance of continuing to build a wide range of volunteer populations was stressed throughout the hearings.** Examples of other populations discussed include: family units, corporate volunteers, retirees, and volunteers from religious institutions. MOVS especially was encouraged to help strengthen small business volunteering in greater Minnesota. The St. Paul Voluntary Action Center recently launched a model program targeted toward small businesses in the St. Paul area.

***Family units, religious institutions, small businesses, sources of volunteers***

***MOVS presents  
seven recommendations***

Upon consideration of testimony received about special volunteer populations, MOVS recommends that the volunteer community:

- Investigate the idea of forming a constituent group/groups to look for ways to address the needs of specific Minnesota volunteer populations and provide peer support for volunteer activity.
- Encourage cooperation between units of government and between the public, private and nonprofit sectors to effectively and efficiently meet special population needs and increase the level of volunteerism by members of specific groups;
- Establish training programs designed to prepare policymakers, administrators, staff members, volunteer leaders and other volunteers to relate with and effectively involve a diversity of volunteers;
- Assist organizations to develop position statements on volunteers — including comprehensive equal opportunity/affirmative action plans;
- Help organizations identify support services which they are able to provide for volunteers and make these services known in their communities. (Examples of support services are: expense reimbursements, transportation, child care, documentation of volunteer experience, references, assignment-related training, and so forth);
- Advocate for public policies which will create incentives for and minimize barriers to volunteer participation by members of special groups.
- Train organizations to market volunteer opportunities to specific audiences.

**NOTE:** This “white paper” on special volunteer populations was written by Paula J. Beugen, Consultant on Volunteerism, Minnesota Office on Volunteer Services (MOVS),/Department of Administration, and is one of a series of papers resulting from the 1987 MOVS Public Hearings on Volunteerism. Other topics are “Minnesota Youth Community Service — A Growing Movement;” “A Minnesota Model for Volunteer Motivation and Recognition;” and “Structural and Economic Issues Affecting the Expansion of Volunteerism in Minnesota.” An executive summary of the hearings is also available. For more information, call MOVS at 612/296-4731 or 800/652-9747, or write MOVS, 500 Rice Street, St. Paul, MN 55155.

# Volunteers Move Minnesota

## Minnesota youth community service — A growing movement

Minnesota Office on Volunteer Services

Public Hearings White Paper  
March 1988

MOVS

*To the reader: This "white paper" on youth community service is intended to highlight some of the significant historical and on-going initiatives related to youth community service; point up youth-related themes which emerged in testimony at recent Minnesota Office on Volunteer Services (MOVS), Department of Administration, public hearings on volunteerism; illustrate examples of youth community service in local communities; address issues facing youth community service and volunteer leaders, as well as policymakers; and present recommendations for future action.*

*Youth community service is a complex and far reaching topic. Many prominent public figures, youth leaders, grassroots volunteers and organization administrators of all ages have been involved in the formative aspects of the Minnesota youth community service concept. Unfortunately, in this brief "white paper" it is impossible to feature all of the individuals, organizations and activities associated with this growing movement.*

### **Leaders encourage Youth Service**

**Y**outh service is a hot topic in Minnesota right now. Volunteer and education leaders are encouraging it. A number of public officials are actively promoting it. Youth are starting to do more of it. And, the governor is paving the way for it!

Excitement over youth service is the result of the hard work of many people and the escalation of activities and efforts which are receiving public attention. Leadership initiatives are being generated by youth of all ages and adults who are working cooperatively to see that youth service increases.

### **One of two teenagers volunteers**

**Minnesota's history of youth volunteerism is rich.** Scouting groups, 4-H clubs, religious-sponsored youth organizations, hospital junior volunteer programs, school volunteer groups and United Way youth leadership programs are just a few of the efforts that have nurtured the volunteer spirit.

In the 1960's, Minnesota experienced the height of youth activism. According to Rebecca Breuer of COOL (Campus Outreach Opportunity League), "Youth service today starts with a desire to become involved in direct service and may lead to informed community activism."

A 1985 Gallup survey pointed up the high proportion nationally of volunteering among 14-17 year olds. This group volunteers at a rate of 52 percent, while the number of 18-24 year old volunteers declines to 43 percent. As the general population continues to age, younger volunteers will be necessary to maintain the quality of life.

### **Elderly, environment, emergency service can benefit**

On Oct. 28, 1985, Governor Rudy Perpich announced the appointment of the "Task Force on Youth Service and Work," in conjunction with the first-ever statewide conference on youth service. Perpich asked the task force to determine how to best support youth employment and service programs through public/private resources.

Co-chaired by Mayor Donald Fraser, Minneapolis, and State Representative Kathleen Blatz, Bloomington, the task force included representation from social service, education, government, corporate, natural resources and other groups. The task force found that the elderly, environment and emergency services were three major areas which especially could be impacted through youth service.

According to *Reclaiming a Needed Resource: Minnesota's Youth — Report and Action Plan to Governor Rudy Perpich, November 21, 1986*, submitted by the Task Force, "The 1985 'Minnesota Youth Poll,' conducted by the University of Minnesota, indicates that nearly 75 percent of secondary-level

***Vehicle needed to match needs/energy***

students support the concept of an organized youth service corps and nearly 50 percent indicated that they would participate." The report also states, "The MYS (Minnesota Youth Service) program model was successfully tested this past summer (1986) in a nine-week pilot program. Ten young people, 17 to 20 years of age were drawn from a variety of socio-economic backgrounds and geographic locations to participate. They worked with the elderly, in housing rehabilitation programs, and in two state parks. MYS worked with established social service and conservation programs, eliminating the need to create new systems in which youth could serve."<sup>1</sup>

"As a result of the summer test program, hearings and research, the Task Force has assembled its conclusions on the potential role of a formalized youth service program in Minnesota and made recommendations for instituting the program. They concluded that the entire state could benefit from such a program, that youth of all backgrounds want to give of themselves and that their volunteer support and energy is needed. However, a better vehicle must be created to match the needs with the untapped source of energy, our state's young people."<sup>2</sup> The described pilot program was jointly operated by the National Youth Leadership Council and the Department of Natural Resources.

The three main recommendations of the Task Force on Youth Service and Work, included in their report, were the following:

- "The formation of a Minnesota Youth Service organization for the purpose of giving youth unique opportunities to provide full-time necessary service to Minnesota, while enhancing their personal development, education and future employability skills."
- "That higher education institutions, schools, and community serving organizations reflect on ways to utilize constructively young people's energy and idealism, e.g. by facilitating opportunities for young people to provide useful service for others."
- "That Legislation be developed with support from the Governor that will authorize and fund the Minnesota Youth Service."<sup>3</sup>

***Community service expected from youth development plans***

Subsequently, during the 1987 session, the Minnesota Legislature made funds available for school districts which design youth development plans. The funds are part of the community education levy at the discretion of local school boards. To date, 156 school districts have expressed their intent to proceed with the levy and are developing preliminary plans. It is expected that a number of community service programs will result from the youth development plans, which will not be implemented until the 1988-89 school year. Legislation to create a Minnesota youth service corps did not pass in 1987, but continues to be pursued.

***M-COOL helps develop campus programs***

M-COOL (Minnesota Campus Outreach Opportunity League) was formed in March, 1987. Already, 12 campus community service programs are in place in Minnesota. "We have seen tremendous results even in the past few months," said Mark Langseth, M-COOL director. "M-COOL has helped to start several Minnesota campus programs. Through service, people learn they really do make a difference in this world," he said. M-COOL's purpose is to encourage and support college student involvement in community activities. The national COOL program has identified about 350 campus community service programs throughout the United States.

Congressman Gerry Sikorski convened a Congressional Hearing on National Youth Service at the State Capitol on Nov. 13, 1987. In his opening remarks, Congressman Sikorski stated, "National Youth Service is a phrase that has many definitions, but one common goal: the development of patriotism and community spirit by encouraging the country's youth to devote a portion of their lives to working for the common good."

A wide range of testimony was heard at the congressional hearing from leaders and several college presidents.

In her testimony, Dr. Reatha Clark King, president of Metropolitan State University, indicated three reasons why higher education should consider community service. "First, community service contributes to the welfare of the communities served and the quality of life of other people. Another important reason is that the experience from community service also contributes to the students' knowledge of the world of work and allows them



***King says service helps  
students become  
civic-minded***

to test skills and knowledge they have gained in the classroom. In addition, we feel that community service by students helps them to become more civic-minded and able to assist with problem-solving for the broader society, both during and after their college years."

Dr. King also elaborated on the efforts of Campus Compact and other colleges to strengthen volunteerism. Campus Compact is sponsored by a coalition of institutions of higher education. The Compact is a result of an April 1985 meeting of college and university presidents who discussed what they could do to increase youth involvement in public service, and who agreed something must be done to address this issue.

"Growing Up In Minnesota: Toward an Ethos of Service," the second statewide conference on youth service, was another recent focal point for discussion and action. Sponsored by the Minnesota Youth Service Initiative — A Project of the National Youth Leadership Council, in cooperation with 11 other organizations, the event took place at the University of Minnesota Nov. 19-21, 1987. Featured topics included policy on national youth service, a full-time Minnesota service corps, school-aged curriculum on volunteerism, and campus service.

***Perpich goal is 20,000  
new Minnesota youth  
volunteers***

In November 1987, Governor Rudy Perpich asked Education Commissioner Ruth Randall to seek the State Board of Education's assistance in making community service a part of the public school curriculum. As incoming chairman of the Education Commission of the States, Governor Perpich plans to emphasize youth community service nationally as an educational tool and has set a goal to recruit one million new youth volunteers with 20,000 youth volunteers from Minnesota.

The Governor visited Marshall School in Duluth, after he was inspired to look into their program by testimony at the Minnesota Office on Volunteer Services (MOVS), Department of Administration, public hearing on volunteerism in Bemidji on Oct. 28, 1987. He now urges development of community service programs and especially advocates youth volunteerism to help disadvantaged students with reading.

Also in November 1987, Perpich asked MOVS to assist with the planning/implementation process for youth community service. As a result, MOVS has been working cooperatively with the Department of Education, Minnesota Youth Service Initiative and the State Planning Agency, as well as other groups, to develop an action plan. A key role for MOVS is to assist with communication, training and other linkages between the voluntary sector and the educational community.

***State Education Board  
acts on curriculum***

The State Board of Education voted, on Jan. 20, 1988, to require all Minnesota public schools to offer youth community service opportunities. The Board is considering a community service requirement for high school graduation and is looking at ways to build volunteerism into school curriculum.

The Board was scheduled, on March 8, 1988, to receive the proposed rules related to volunteerism curriculum and youth community service. This is the first step in the process for final decision-making by the Board. Next, the proposed rules will be published in the State Register and circulated for public comment. The Board will provide an opportunity for the public to present testimony. Since youth community service could have a substantial impact on the volunteer community, MOVS will monitor the process.

Youth community service is rated so highly by the Governor that it was addressed in his February 1988 "State of the State" message. "We will also challenge our students to set higher standards for themselves," Perpich said. He proposed a Governor's scholarship test at the 6th and 10th grade levels with the top two achievers from each school to receive a free quarter of college tuition when they graduate from high school.

"Imagine the appetite for learning among 6th grade students who have already earned a stake in their post-secondary education!" said Perpich.

"To match that competitive enthusiasm with a sense of civic duty. . . I also propose naming Governor's scholars for community service in each school district. By tutoring their classmates and promoting literacy in their neighborhoods. . . these students would receive the same tuition incentives as the academic scholars.

"While visiting Marshall High School in Duluth last fall, . . . I saw for myself the beauty of the best and the brightest students teaching their peers. A gleam of excitement and gratitude was in everybody's eyes. It was contagious. This kind of teamwork continues Minnesota's great heritage of action through partnerships."<sup>4</sup>

Governor Perpich asked community leaders, on Feb. 17, 1988, to support legislation that will promote volunteer work by students.

"A community service program that does not utilize the resources of the entire community is a contradiction in terms," Perpich told a group of about 50 educators, youth organization leaders and others who gathered in the Governor's Reception Room.

"We have made youth service a top priority in the Legislature this year because it involves so many things that are part of Minnesota's great heritage: action through partnerships, educational excellence, care and compassion for our neighbors and economic vitality through a talented and responsible workforce," Perpich continued.

Following his meeting with community leaders, the Governor went to Washington Junior High School in St. Paul for a roundtable discussion with about 25 students from 1st grade through college age, who are involved in community service projects. After the discussion, Dr. David Bennett, superintendent of St. Paul schools, St. Paul School Board member Margo Fox and professionals who work with youth community service — particularly in the St. Paul area — expressed their support for youth community service.

According to a Feb. 17, 1988 news release from the Governor's Office, the specifics of Perpich's proposals are:

***Perpich proposals on  
the table***

1. **The School/Community Service Initiative** would expand service opportunities for junior and senior high school students.
  - Grants of \$500 - \$5,000 would be awarded to schools for new or existing innovative community service programs.
  - Approximately 200 high school students, 200 educators, and 100 college students would be involved in training programs the first year to prepare for tutoring or other community service involvement.
  - The State Board of Education is encouraged to require that all high schools offer community service as an elective.
  - The Department of Education would provide administrative support through its community education program.
  - Cost: \$750,000 for FY '89 for student and teacher training, grants to schools, college coordination and evaluation.
  
2. **The Governor's Scholars Program** would recognize not only the academic achievement of students, but exemplary community service performance as well.
  - A 'community service award' would be given to an outstanding 11th grader in each school district. The award would be in the form of a tuition credit to be used at any state university or college.
  - The Minnesota Academic Excellence Foundation would provide administrative support and expand their existing student leadership program.
  - Cost: \$200,000 for start-up of Governors' Scholars Program.
  
3. **The Post-Secondary Community Service Initiative** would offer Minnesota college youth recognition and reward for exemplary community service.
  - At 10 pilot sites, selected students would provide campus leadership in promoting and coordinating community service opportunities.
  - Students with extensive involvement in community service would be awarded \$1,500 in the form of tuition reduction or educational loan forgiveness.
  - Special focus would be given to peer tutoring/mentoring activities, with special assistance to neighboring high schools interested in launching peer tutoring programs.

- This program would build on existing college service initiatives primarily through recognition for outstanding student leadership and campus coordination of community service activities. Service opportunities on campuses would vary according to community needs.
- Cost: \$260,000 for FY '89 (\$1,500 x 150 students, plus administrative costs of \$35,000). Approximately 150 students involved the first year.<sup>5</sup>

***Student volunteerism emphasized during MOVS hearings***

**Repeatedly, volunteer community leaders testified about the importance of a strong youth volunteer force at recent MOVS public hearings on volunteerism.** The hearings were held between Oct. 28 and Nov. 5, 1987 in Bemidji, Virginia, Rochester, Redwood Falls and St. Paul.

Citing the reduction in the traditional volunteer pool, the fact that volunteerism builds skills and self-esteem, and the need to rekindle the spirit and value of volunteerism in youth, testifiers emphasized that student volunteerism is a high priority.

Judy McDonald, dean of Humanities and Fine Arts, Bemidji State University, said, "Our experience with students shows us that those who are active in campus organizations and community life during their university days acquire skills and develop positive attitudes toward service that are transferable to the so-called real world. Moreover, it is this kind of leadership training that is needed to keep renewing the pool from which communities draw for leadership succession. All of us are aware of the extent to which communities need diverse citizen involvement to maintain community vitality. Bemidji State sees volunteerism as a way in which it can contribute to the preparation of a diverse constituency out of which communities will find their leaders of the future."

***Educational credits/school release time encouraged***

John Hjelm, Beltrami County 4-H Agent, Minnesota Extension Service, testified, "In addition to the public services provided, a high school or college student's volunteer roles are developmental experiential learning opportunities that provide 'real-life' settings to apply the basics learned in formal education settings. They offer:

- Career exploration opportunities  
(Examples: informal teaching, library work, health care career experience)
- Community leadership opportunities  
(Examples: 4-H club or scouting group officership, youth camp counseling, public speaking skills)
- Technical skills  
(Examples: plant and soil science basics through tree-planting and other community beautification projects, computer and other business machine operation through volunteer clerical jobs, electronic and mechanical experiences through AV maintenance jobs)
- Problem-solving and decision-making opportunities  
(Examples: advisory board and community membership, assistance with community theater productions or community event organization)

"At the present time only a few high schools or colleges recognize this informal experiential learning fully with high school or college credit," Hjelm said.

"At the present time few educational institutions recognize this experience with systematic release-time provided to do even structured community volunteer work.

"Both educational credits and volunteer release time are options that I feel would encourage more youth volunteerism and better youth volunteerism if they were carried out with careful planning and thoughtful implementation."

***Academic/employment  
credit ideas generated***

In other testimony, Ben Clarke, governor of Minnesota-Dakota Key Club District, said, "Key Club offers a unique challenge to high school students by allowing them to make a difference in people's lives through volunteering their time to help those less fortunate. Often volunteer work is looked down upon by their peers as not worthwhile. In school support by faculty and administration is also a problem since Key Club is not school sponsored. Overall community awareness, its knowledge about Key Club, and how we can benefit them must constantly be addressed. . . ."

Suggested initiatives related to community service primarily centered around the areas of academic and employment credit.

**Ideas for academic credit for volunteer experience included:**

- Documenting student community service on transcripts;
- Placing students who excel in community service on a "dean's list;"
- Providing release-time from school to do community service work;
- Including volunteerism in curriculum of existing course work;
- Developing courses specifically on volunteerism; and
- Training faculty members about how to "assess life experience" for school credit.

Concern was expressed that it may be more difficult for people outside the metro area to obtain academic credit for life experience.

***Congressman Sikorski  
introduces bills***

Congressman Gerry Sikorski indicated, in written testimony for the Nov. 5 MOVS hearing, that he has introduced a bill to establish a national-level commission to study voluntary service opportunities for young people. Sikorski also pointed out, "Earlier in the year, I also introduced two other bills to remove a couple of the blockades and help celebrate the spirit of American youth. The first bill, H.R. 2157, presses the Department of Education to promote utilization of an existing provision of the Higher Education Act. This Act permits graduates to defer repayment of any loan obligations while they are serving as a full-time employee at a minimum pay level with a non-profit charitable organization. Service with a non-profit organization already is included among the grounds for deferring repayment of student loans, but very few graduates utilize the provision and few non-profit organizations utilize this provision for recruiting employees. In Minnesota, for instance, although there are \$474,331 out in college loans, there are only 176 recent graduates taking advantage of these specific loan deferment programs.

"According to U.S. Department of Education statistics, more than 125,000 of Minnesota's college students are eligible to receive college loan deferments under this law. If each of these students were to spend one year working for a non-profit agency, the potential for a greater Minnesota is enormous. Multiply that by 50 states and the magnitude of such an equation is tremendous. It could mean housing for thousands of our nation's homeless. It could mean alcohol and drug rehabilitation for a multitude of Americans whose habits make them unemployable. It could mean a head start for the working poor, a cleaner nation and a more productive generation of Americans," Sikorski continued.

"What it comes down to is the willingness of our young people and their colleges to take these responsibilities upon themselves, and a little encouragement from us. As Hubert Humphrey said, 'Our great universities and colleges need to become active participants in community life, not meadows of meditation or islands of retreat.' "

"The role of government must be to offer incentives. My second bill, H.R. 2156, will increase those incentives. This bill will partially forgive repayment of the loan obligations of a student that serves in this same capacity with a non-profit charitable organization. The Higher Education Act of 1986 provides for partial loan forgiveness for Peace Corps and Vista volunteers and my bill would extend this same principle to volunteers with non-profitable charitable organizations."

To strengthen employment credit for volunteer experience, testifiers at MOVS hearings encouraged:

- Determining how to communicate or validate volunteer experience;
- Documenting both paid and unpaid experience (sometimes more documentation is required for volunteer experience than is required for previous paid experience);
- Indicating in job opening advertisements that relevant volunteer experience will be considered along with paid experience
- Getting feedback from employers who have credited volunteer experience in hiring — after the person has been on board for awhile.

***Focused, well-managed system for youth service needed***

Lois Norby, Coordinator of Volunteer Services, Minnetonka Public Schools, emphasized, "All of us working in volunteer management must find opportunities to teach youth how to volunteer. We will have to provide the time and funds to design youth volunteer programs as well as support and recognition avenues. Having a focused, well managed system of youth volunteer management is essential, not just allowing it to be an appendage to the adult volunteer program. Perhaps a network could be established for youth volunteer programs around the metro area, or even around the state, for sharing resources and information. In addition, youth volunteer assignments must be defined differently than those for adults. Young people need more flexible jobs, and usually of shorter duration, in order to also continue to be able to participate in sports and other school extracurriculars. In many cases, transportation must be addressed by the placement agency.

"How do we get teens to volunteer? We may have to snag them with the bait of being able to gain work experience through their volunteer jobs, or even maybe of giving high school credit for some of their volunteer work. But that's okay as long as we do snag them, because along the way they will experience the satisfaction of making life better for another human being. They will learn responsible employer/employee relationships through their volunteer work. They will be given opportunities to test skills for potential careers. And they will learn that they can make a difference.

"It is only through a purposeful movement that we will be able to pass America's volunteer spirit to the next generation. It is my hope that volunteer leaders, MOVS, and funders can work together creatively to see that a portion of the 50 percent increase in volunteerism called for in 1990 will consist of teenagers," Norby testified.

**Here are a few illustrations of successful youth volunteer efforts.**

According to an article by Katharine Colton, published in the August 1987, edition of the *Minnesota School Boards Association Journal*, "The Harvard Education Letter recently cited a study by Charles Maher of Rutgers University in which the results of peer tutoring were dramatic. In one program, high school students classified as 'emotionally disturbed' because of disruptive behavior were trained to tutor mentally retarded elementary students. After the tutoring began, the teen-age tutors' averages on tests and quizzes rose from 60 to 85 percent. They completed more than 90 percent of their homework assignments compared to fewer than two-thirds completed before tutoring; and their absences and disciplinary problems dropped sharply. The elementary school students also benefited — their test and quiz averages rose from 69 to 84 percent.

"Cuca Robleda of the Intercultural Development Research Association, which administers a peer tutoring program in San Antonio, Texas, called 'Valued Youth Partnerships,' told *Education USA* that there is some resistance among educators in accepting high-risk youth as teachers, because they fear 'bad things' about the students will 'rub off' on younger children. But the opposite usually happens, she said. Being given such responsibility 'brings out the best in kids,' " the article indicates.<sup>6</sup>

Following are specific examples of youth service which have taken place in Minnesota. "Here in Minnesota our proposal is for a developmental youth service education model beginning as part of the earliest schooling experience and continuing to full-time voluntary service opportunities upon leaving high school," states Jim Kielsmeier, president of the National Youth Leadership Council.

***Test scores go up with peer tutoring***

***Summer volunteering  
has been successful***

Jan Guetschow, Community Resource and Volunteer Center (CVRC), has shared that in Hopkins School District, "A new program was offered to students this past summer (1987). It enabled them to be summer school volunteers and was managed by the CRVC. Volunteering gave the students an opportunity to gain work experience, get recommendations, use their talent and skills, have entries for their college applications, and have the satisfaction of helping both students and teachers.

"Thirty-four student volunteers worked with 20 summer school teachers donating 1,200 hours of service. The least amount of time given was four hours, the greatest was 76 hours, with the average being 35.3 hours. The volunteers ranged in grade level from 4th to 10th. The majority were in junior high: 11 from North, 12 from West and two from John Ireland Schools. Eighteen of the students were in seventh grade.

"The program idea began with the thought that junior high young people may be looking for something constructive to do during the summer, yet are too young for paid employment, and may not be interested in attending summer school per se. The CRVC decided to run a short ad in the summer school brochure and 'see what would happen.'

"The response was far greater than we expected:

- The parents were very pleased with the opportunity for their students to be involved;
- The students were enthusiastic with the jobs they were doing and all want to return next year; and
- The teachers could not say enough good things about their volunteers and they too want the program again next year.

"The program filled the gap between taking a summer school class and being 'a couch potato.' The students were learning, giving service and getting recommendations for future employment," reported Guetschow.

Laurie Thorson, president, Bemidji High School Key Club, explained in MOVS testimony, "Key Club members are much more active in volunteer projects because they are expected to attain 50 hours of service. This expectation motivates Key Clubbers to become involved in their school and community; in fact, many members more than double this minimum number of service hours. Through Key Club, members see the importance of volunteerism more and more as they increasingly become active in volunteer work. . ."

***Expectations motivate  
students***

"Bemidji's Key Club is involved in projects that allow club members to become a friend to someone who is in need. For instance, our club is involved with Special Olympics. Special Olympians need and want the friendship of others, and Key Clubbers are there to give it to them. The club also manages an adopt-a-grandparent program. In this project, a Key Clubber 'adopts' an elderly person in a nursing home or in our community who is in need of help and companionship. Both of these projects allow friendships to develop. Other Key Club on-going commitments are volunteer work at the hospital, teacher appreciation, fund raising for Camp Courage and for Project Concern (an organization that fights disease and hunger in children all over the world), serving holiday meals for the poor, volunteer reading to youngsters at the local library, and a number of school-related activities too numerous to mention here," said Thorson.

***Fresh Force is  
'partnership' for youth***

"The 'Fresh Force' volunteer program, sponsored by the Minneapolis United Way, Pillsbury Company, Minneapolis Mayor's Office and the Minneapolis school district, "encourages teenagers to develop and participate in community betterment projects," according to an article in the Spring 1986 *MOVS Newsletter*. "The program is managed and directed by the sponsors and a Board of Directors made up of 7th and 8th grade students from each Minneapolis junior high school. The program encourages Minneapolis junior high students to develop projects which respond to the question, 'What can you and other young people do to make your city a better place to live?'

"Students join Fresh Force and receive a membership card, then they decide whether they want to 'pile on or dig in.' Piling on refers to helping out on a project already underway, while digging in means three or more teenagers team up to start a new project. Projects are sponsored by local service organizations and must be completed within a stated period of time. Training for project development is provided by youth leaders and adult advisors.



***Moose Lake  
incorporates service  
into social studies***

"During February (1986), students were recruited through brochures and posters distributed to all schools and recreation centers. Public service announcements were produced for radio, television, and print, and personal and video presentations were made to schools, classes, churches, and youth groups. An estimated 700 students in Minneapolis signed up.

"Recruitment materials were designed to appeal to teens through the use of graphics, slogans (such as 'have fun while doing good' and 'something good is rolling in Minneapolis'), and the emphasis on it being 'your' program.

"Incentives include the opportunity to earn a Fresh Force shirt after putting in 15 hours of volunteer time, and a job reference letter after 35 hours."<sup>7</sup>

An article in the Spring 1987 *MOVS Newsletter* indicated that, "Seniors in Curt Yort's social problems class at Moose Lake High School volunteer for a variety of community service activities as part of a course requirement. 'This is the culmination of our social studies curriculum' Yort said, 'where they put it into practice.' The volunteer positions may be at their church, in the youth hockey program, at nursing homes, or at Moose Lake Regional Treatment Center.

" 'Although the class requirement may provide the impetus for volunteering, the caring and involvement as well as the energy and enthusiasm shown by these students is in the true spirit of volunteerism,' said Don Jensen, volunteer services coordinator at Moose Lake Regional Treatment Center. 'Their willingness to share their time and talents is deeply appreciated by both the staff and residents with whom they come in contact.'

"Following an orientation, students volunteering at the Center may be assigned to one of the living units for mentally retarded residents to serve as one-to-one companions to assigned residents. Other students are assigned in a similar capacity on one of the psycho-geriatric units. Students may be assigned to the recreation therapy department to help with planned recreational activities with either mentally ill or chemically dependent clients. Students have also been assigned to operate the computer in the vocational rehabilitation center or as secretarial assistants.

"Last year (1986), 14 students donated 517 hours to the facility during the school year.

" 'Some develop special one-to-one relationships and continue to come back for visits on weekends, even after they've gone off to college,' Jensen said. 'Like any other group of volunteers, they have a variety of experiences.' "

The same article highlighted a different project, "A class field trip turned into a volunteer project for 70 seventh graders from Deer River High School's woodworking class.

"The project, placing more than 70 wildlife nesting boxes in the Chippewa National Forest and Deer River community was approved as a Touch America Project (TAP). TAP is a program sponsored by the American Forestry Association to accomplish conservation work while providing education, job skills, and learning experiences for youth.

"Three types of boxes were put up: one for bluebirds and swallows, another for wrens and chickadees, and a third for owls and small hawks. The size and design of each type and where they are placed determines which species will use it. On the field trip, students learned first hand about the places needed by wildlife and proper box placement.

"Steven Ott, science teacher, led the trip to discuss bird life. Students learned that the bluebird is very dependent on nest-boxes to expand its range and increase in numbers. At present, the bluebird is not common in the Deer River area, but many states have wide-scale efforts to increase their numbers through the development of bluebird 'trails' or groups of five or more boxes in large open areas.

"But the bluebirds wouldn't have a place to go if it weren't for Rajala Mill, a Deer River business that donated all the wood needed to construct the nestboxes. Roger Moede, woodworking instructor, and Barbara Hall, wildlife biologist on the Deer River Ranger District, coordinated the project between the school and the U.S. Forest Service. Arlene Huset, home economics instructor, had her class prepare a picnic lunch.

***Deer River combines  
science/service***

"In all, more than 1,100 hours were put in to complete this project that is worth more than \$1,300.

" 'High school students take a lot from the community,' Moose Lake's Yort said. 'We want them to see that in order to make the community a better place to live, you have to give something back.' "

Athletes for Drug Awareness (AFDA) and Students on Sobriety (SOS) are programs sponsored by Wayzata High School. Students serve as role models for peers and promote discussion about prevention of substance abuse. Usually, students go to speaking engagements in pairs or small groups. They set examples for other high school students and for younger junior high and elementary age students. During the 1985-86 school year, AFDA/SOS volunteers donated 1500 hours to school or the community. Class time missed during the school day for AFDA/SOS responsibilities was 'made up' by participating students. Approximately two-thirds of their volunteer time took place outside of school hours.

### ***AFDA/SOS prevents substance abuse***

**Current debate focuses on: how to ensure equal access to student volunteerism; how to secure long term policymaker commitment to youth community service programs; whether youth community service should be mandatory or voluntary; and how to effectively prepare for and absorb the anticipated influx of youth volunteers into school and nonprofit programs.**

Judy McDonald, Bemidji State University, stated in her Oct. 28, 1987 MOVS testimony that, "Close to one-third of the students at Bemidji State are the so-called returning adult. Nearly 90% of its student population is on financial aid. A vast majority of these two groups either work and/or have family responsibilities. Bemidji State also has over 200 Indian students enrolled during any one quarter. Time, culture, and life circumstances need to be overcome as barriers to student participation in volunteerism."

### ***Adult learners can serve, too***

Jane Rauenhorst, Metropolitan State University, during a presentation to Governor Perpich on Feb. 17, 1988, asked that initiatives also address "adult learners." The Governor thanked her for pointing out this need and indicated that his staff would look into the possibility of this change in his proposal.

**Experience in volunteer program management shows that a need exists to alert policymakers to their complex roles related to youth volunteerism.** Creating a climate for youth volunteers is a tremendous challenge. Policymakers of educational, youth-serving and community service organizations are instrumental in establishing an environment conducive to quality youth service. By thoughtfully initiating new programs, showing enthusiasm for the value of youth community service, and assuring that careful pre-planning and evaluation will be carried out for volunteer roles and coursework, policymakers will contribute to the success and long-term educational benefits of new youth endeavors. Establishing the appropriate funding levels to effectively implement youth community service programs is essential to their viability.

### ***Policymaker's role is instrumental***

Policymakers will strengthen youth community service efforts by encouraging partnerships between educational and voluntary sector organizations with similar goals. Volunteer administrators within educational and community organizations, who are experts in volunteer program management, will be assets to planning and implementation phases for youth community service.

**Much discussion has taken place about mandatory vs. voluntary youth community service.** Mandatory service, some leaders say, will create the opportunity for all youth to experience "giving something of themselves to the community." They believe that the spirit of volunteerism can be acquired through practical "real life" learning experience — even though this experience may be a requirement.

### ***Mandatory/voluntary service debated***

Katharine Colton wrote in the August, 1987 edition of the *Minnesota School Boards Association Journal*, "Voluntary service advocates say that what makes service special is that it 'comes from the heart,' making service mandatory, they say, 'takes the heart out of it,' and makes it into an unpleasant chore. The core of volunteering, they say, is the spirit of giving, which many students see as essential for really helping people.

*Influx of youth  
volunteers expected*

“Proponents of voluntary programs also say mandatory service actually may do more harm than good. They argue that forcing students to serve may compromise the quality of service and make community clients suffer. Forcing students to do ‘altruistic’ work prematurely could turn them away from service for the rest of their lives.”<sup>9</sup>

**Getting prepared for and absorbing the influx of youth volunteers is probably the largest task to be carried out by schools, youth-serving groups and community organizations.** The goal is to provide both quality learning experiences for students and effective services to clientele. To accomplish this mission, community agencies will need to hone their skills in the areas of volunteer needs assessment, working effectively with youth, preparing youth for their volunteer roles and responsibilities and documenting youth experience for academic and employment credit. Assistance in refining these skills will be needed by all involved parties.

*MOVS puts forth seven  
recommendations*

**Based on the historical overview, public testimony, current youth community service proposals, known examples of successful youth volunteerism, identified issues, and basic principles of volunteer administration, MOVS has formulated these recommendations for a vital Minnesota youth community service program:**

- Governing bodies of education, youth-serving and non-profit organizations should develop position statements related to youth community service. These position statements should include, but not be limited to: the role of the organization, parameters for participation, staffing and budgeting related to youth volunteerism.
- Governing bodies, administrators, curriculum writers and program implementers should draw upon the expertise and experience of resource organizations on volunteerism as they carry out their responsibilities. Volunteer administration is emerging as a sophisticated profession. A body of knowledge on effective volunteer program management and the history of volunteerism now exists.
- Training should be made available to policymakers, administrators, teachers, youth workers, volunteer administrators, staff at community agencies, and youth regarding their roles and responsibilities related to youth community service.
- A thorough needs assessment and volunteer matching process should be developed for utilization at the local level and to provide an overview of statewide youth volunteer needs. Existing volunteer placement systems should be utilized wherever possible (i.e. school volunteer program offices, volunteer centers and clearinghouses for volunteers.) This process will draw upon existing expertise, avoid duplication of efforts and help to channel youth to areas of greatest need;
- Volunteer program budgets and staffing levels should reflect the increased activity and demands related to youth volunteerism;
- Youth volunteer training and recognition programs should be established to correspond to specific types of youth volunteer positions;
- Evaluation systems should be set up to measure learner outcomes and quality/quantity of service resulting from youth community service; and
- “Easy to accomplish” systems for documentation and validation of experience for employment and academic credit should be made available to youth and involved institutions.

**NOTE: This “white paper” on youth community service was written by Paula J. Beugen, Consultant on Volunteerism, Minnesota Office on Volunteer Services (MOVS), Department of Administration, and is one of a series of papers resulting from the 1987 MOVS Public Hearings on Volunteerism. Other topics are “Mobilizing and Supporting Special Volunteer Populations in Minnesota;” “A Minnesota Model for Volunteer Motivation and Recognition;” and “Structural and Economic Issues Affecting the Expansion of Volunteerism in Minnesota.” An executive summary of the hearings is also available. For more information, call MOVS at 612/296-4731 or 800/652-9747, or write MOVS, 500 Rice Street, St. Paul, MN 55155.**

<sup>1</sup> *Reclaiming a Needed Resource: Minnesota's Youth — Report and Plan of Action to: Governor Rudy Perpich, November 21, 1986*; Minnesota Task Force on Youth Service and Work, James Kielsmeier and Christina Sorden, University of Minnesota, St. Paul, pp. 3-5.

<sup>2</sup> *Ibid.*, p. 5.

<sup>3</sup> *Ibid.*, pp. 22-24.

<sup>4</sup> *State of the State Speech*, Governor Rudy Perpich, February, 1988, State of Minnesota, St. Paul, pp. 5-6.

<sup>5</sup> "Perpich Asks Support For Youth Service Initiatives" (News Release), Governor's Office, February 17, 1988, St. Paul.

<sup>6</sup> "Community Service: Students Help Themselves by Helping Others," Katharine Colton, *Minnesota School Boards Association Journal*, August 1987, p. 10.

<sup>7</sup> "Fresh Force Piloted In Minneapolis," Marie Coutu, *MOVS Newsletter*, Vol. 11, No. 3, May-June 1986, State of Minnesota, St. Paul, p. 6.

<sup>8</sup> "Schools Provide Impetus For Youth Volunteering," Marie Coutu, *MOVS Newsletter*, Vol. 12, No. 2, April-May-June, 1987, State of Minnesota, St. Paul, p. 11.

<sup>9</sup> "Community Service: Students Help Themselves by Helping Others," Katharine Colton, *Minnesota School Boards Association Journal*, August 1987, p. 11.

# Volunteers Move Minnesota

## A Minnesota model for volunteer motivation and recognition

Minnesota Office on Volunteer Services

Public Hearings White Paper  
March 1988

MOVS

*To the reader: This "white paper" on volunteer motivation and recognition shares views expressed by Minnesotans about the importance of this topic, highlights Minnesota's continuously evolving and unique model for volunteer motivation and recognition, and puts forth related recommendations. Information herein is in response to requests for increased efforts to mobilize Minnesotans and motivate citizens to stay involved in voluntary action. The requests came forth at the 1987 Minnesota Office on Volunteer Services (MOVS), Department of Administration, public hearings on volunteerism, held between Oct. 28 and Nov. 5, 1987 in Bemidji, Virginia, Rochester, Redwood Falls and St. Paul. Contact MOVS to learn how to order volunteer recognition materials, including the MOVS Handbook For Volunteer Recognition, recognition certificates, and recognition items sold through other organizations.*

**Without recognition/  
support volunteers  
won't stay**

**"V**olunteers can feel they are appreciated, or they can feel they are doing just another job for free. If they start to feel like the latter, the spirit is gone and so is the volunteer. The most important work of the staff member is to see that this does not happen."

— *Sister Bernice Sipple*  
Director of Peer Counselor Program  
Senior Resources of Freeborn County

"We would like recognition as a vital force in volunteer service in our state. Because we are so diversified and each community sees different needs to be met, we have not always been recognized as the force that we are."

— *Maybelle Johnson*  
First Vice President  
General Federation of Women's Clubs  
of Minnesota



**Volunteers feel joy of  
volunteering**

**Volunteers want  
credibility with public**

**Recognition makes a difference and does affect volunteer motivation.** Similar thoughts were presented over and over at each of five 1987 public hearings on volunteerism sponsored by the Minnesota Office on Volunteer Services (MOVS), Department of Administration.

Ronald Jay shared what many volunteers know, in his Rochester testimony. "I have become aware of the value of volunteerism to the volunteer. I am referring to today's average Americans and their ever intensifying search to be real and fulfilled. One has only to look at what is called entertainment today to understand the reality and extent of this frustrated search. But when a volunteer really meets reality in reading to the sick in a hospital, in playing a game with the aged in a nursing home, in calming the irrational fears of a pregnant teenager, or in seeing the eyes of understanding light up in a fearful immigrant's eyes, that volunteer gets back more than he (she) can give," Jay said. This is what volunteerism is all about.

Yet, even with meaningful volunteer positions, volunteers often feel undervalued in their organizations and need recognition and support. Lollie Hess, director of the Retired Senior Volunteer Program, Arrowhead Economic Opportunity Agency, stressed in Virginia, "Foremost, volunteerism lacks credibility with the public. It is not treated with the same respect that paid positions are. . . This attitude needs to be erased if volunteerism in the state is to expand and meet demand."

**Concerted  
recognition/recruitment  
effort requested**

**Recognition is  
multi-faceted**

**MOVS has philosophy  
of recognition**



While emphasizing the need for even more volunteer recognition, speakers also urged the implementation of a concerted volunteer recruitment effort.

Willis Miller, Minnesota Extension Service volunteer, said, "I am a volunteer — I am not lonely, for I have much company, but there are those who are lonely. Help us to encourage them to volunteer by giving of themselves, their time, skill and finances; they will be blessed. Blessed by productive activity — blessed by seeing a pain of need turning to satisfying joy — blessed by knowing they made a difference — blessed by their children's children and blessed by having you as a friend and fellow volunteer."

Ronald Jay warned, "Unless there is a concerted effort once or twice a year to keep people aware of the need for individual volunteerism, apathy sets in. Major companies and state agencies need to take a lesson from the fundraising techniques of Minnesota Public Radio in so far as consistent and timely communication of the needs present. And the involvement of companies is absolutely essential. Governmental agencies cannot touch the average American in his heart as easily as an employer can."

Mary Huber, of the Minneapolis Institute of Arts, explained in St. Paul, "Most primary to our concern is our perception of the need to broaden the base of volunteers in our community. In the past, museum volunteers have primarily been highly motivated women who have volunteered during the week. We see the need to generate volunteers who are both men and women, younger and older, from a variety of economic situations, and those who are interested in volunteering in the evenings and on weekends as well as in the daytime and during the week. We believe that efforts are needed to motivate a broad section of the public to volunteer. Traditional methods of motivation need to mature to reflect the needs of people today."

Later in her testimony, Huber said many things can be done within organizations to "address these issues." But she also suggested statewide initiatives which could make a difference. For example, she suggested an annual state award to a corporate volunteer program; child care deductions for volunteers; information on existing volunteer tax deductions; publicity about volunteers, volunteer programs and volunteer needs; and so forth.

**Historically, Minnesota has been a leader in efforts to recognize and call attention to volunteerism.**

The MOVS "Philosophy of Volunteer Recognition," published in the 1984 revised edition of the *Handbook for Volunteer Recognition*, states "Recognition is a series of acts which facilitate, acknowledge, credit, or celebrate the achievements of volunteers, as well as the commitments of all those persons who contribute to the success of a volunteer service delivery system. A sound and meaningful recognition plan is almost always multi-faceted and is implemented on a continuous basis. Volunteer programs which are carefully planned and well managed will greatly enhance an organization's capability to recognize, and, thereby, motivate and retain its volunteers.

"The ways to express appreciation for services furnished by volunteers are limitless. Volunteer accomplishments can be facilitated by assigning worthwhile responsibilities which draw upon skills, build competencies, and expand knowledge in a given discipline. Specific volunteer orientation and training will increase the value and relevance of contributed volunteer efforts.

"Volunteers are acknowledged when they are treated as indispensable members of a team. Their sense of belonging and worth is heightened when volunteers are known by their names and regularly thanked for their services. Including volunteers in planning activities indicates respect for their expertise and perspective. Evaluation of volunteer performance symbolizes the importance of volunteer work.

"Crediting volunteer contributions is an integral aspect of recognition. Volunteers deserve opportunities to document their experience for employment or academic credit. Supervisors and co-workers who validate volunteer experience by writing letters of reference are assisting volunteers to attain personal and professional goals while instilling a feeling of confidence about their ability to provide needed and valued services.

"It is important that organizations give specific credit to volunteers who have

***Distinguish volunteers  
for outstanding service***

given key leadership, written materials, or offered significant ideas which have been incorporated by an organization. This can be done through news releases, 'credits' on written materials or remarks during public presentations.

"Distinguishing volunteers for outstanding service is a recognition method which is utilized by many organizations. Awards, pins, or plaques might be presented to volunteers for especially significant contributions. While this is an effective method of recognition, it is necessary to realize that the effort required to provide a specific service varies from individual to individual. These differences must be considered and appreciated. Another factor to consider when selecting volunteers for distinguished service is the 'immeasurable,' yet 'invaluable,' aspect of individual contributions. Emphasis can be placed on the fact that individuals who are selected for special recognition are symbolic of the significant contributions of **all** volunteers within the organization.

***On-going/daily  
recognition needed***

"Most forms of recognition are given on an ongoing and often daily basis. Formally celebrating volunteers and their accomplishments is usually an annual or semi-annual event. These celebrations strengthen the spirit of volunteerism, offer opportunities to build a broader community network, and for many people help to meet needs for socialization within the organization. Celebrations are often the culmination of long, hard, efforts. They can function as a time for release and revitalization. They also call attention to the individual and the collective contributions of members of the organization, and build stature for the organization within the community.

***All partners deserve  
recognition***

"When recognizing voluntary action, attention needs to be focused on all participants in the volunteer process. A support system, requiring substantial commitment, must be in place if volunteers are to successfully carry out their responsibilities. There are many partners in this supportive process without whom volunteers could not effectively perform their tasks nor ultimately attain the goals of their positions. Decision-making bodies often allocate funds, assign space, provide staffing, and support volunteerism in a public forum; administrators frequently offer necessary philosophical, policy, and administrative assistance to the volunteer program; professional staff members are expected to provide on-site supervision, direction, and evaluation of volunteer services; community officials and business leaders are asked to respond to a wide range of requests from representatives of volunteer programs; and administrators of volunteers are called upon for leadership, supervision, coordination, and integration of volunteer activities.

"These partners all need and deserve to share in the recognition and credit for volunteer accomplishments. Public expressions of appreciation, letters of commendation and verification for employee personnel files, specialized training for unique functions, bestowing of 'honors', and inclusion in celebrations are some of the many ways to acclaim the partners in voluntary action," the philosophy statement indicates.

**Here is a brief historical description of some significant volunteer recognition initiatives in the nation — with specific attention to Minnesota efforts.**

Lane Bryant, Inc. established the "National Volunteer Awards" in 1948. This awards program was transferred to the National Center For Voluntary Action in 1970. Also in 1970, Germaine Monteil Cosmetics Corporation launched the "Beautiful Activist Awards" and subsequently recognized 800 women volunteer activists.

Germaine Monteil merged their "Beautiful Activist Awards" program with the program of the National Center For Voluntary Action in 1975 to form a joint recognition effort to be called the "National Volunteer Activist Awards." The purpose of the awards was to recognize groups or individuals who have worked in original ways to solve community problems. The first "Volunteer Activist Awards" were given in 1976. President Gerald Ford received the winners in the White House Rose Garden.

Two years earlier, in 1974, the National Center for Voluntary Action sponsored the first National Volunteer Week. (Today, VOLUNTEER: The National Center

***National Volunteer  
Week started in 1974***

### ***Governor signs annual proclamation***

### ***Keystone awards honor corporate volunteerism***

continues to sponsor the nationwide celebration each spring). Presidential Proclamation 4228 was issued in April, 1974, to focus attention on the contributions of volunteers in the United States. A Presidential Proclamation has been issued annually ever since. In addition, since 1982, the President's Volunteer Action Awards recipients have been announced during that week.

Formal statewide celebrations of volunteerism in Minnesota began on April 28, 1976, when Governor Wendell R. Anderson signed the first Minnesota "Volunteer Recognition Week" proclamation. The proclamation declared May 16-22, 1976, to be the first "Volunteer Recognition Week" in Minnesota. Leadership was provided by the Governor's Office of Volunteer Services which is now known as the Minnesota Office on Volunteer Services (MOVS), Department of Administration.

Since 1976, MOVS has promoted "Volunteer Recognition Week" through encouragement of volunteer recognition events at the local level, speaking at volunteer recognition celebrations throughout the state, urging state and local officials and leaders to recognize volunteer contributions, issuing news releases and conducting other media outreach, and developing/distributing recognition week themes and materials. A proclamation by the Governor is promoted each year with similar action by other public officials encouraged at the state and local levels. During Volunteer Recognition Week in 1977, the Governor's Office of Volunteer Services released reports on academic and employment credit for volunteer experience to call attention to the need for public policy discussion on these topics.

The Keystone Program Awards, which continue today, also began in 1976. Keystone Program Awards are co-sponsored by the Greater Minneapolis and St. Paul Area Chambers of Commerce and the Minnesota Chamber of Commerce and Industry. These awards are presented annually in conjunction with the Keystone Contributions Awards (recognition of five percent and two percent corporate financial "giving" clubs). The Keystone Program Awards recognize Minnesota corporations and businesses and emphasize community projects, partnerships, strategic social investments, volunteerism and programming to meet community and constituent needs.

The earlier mentioned "Volunteer Activist Awards" came to Minnesota in 1977. The Minneapolis Chapter of the Association of University Women, Minneapolis and St. Paul Voluntary Action Centers, and Dayton's sponsored this program in Minnesota. The following year, the "Volunteer Activist Awards" were co-sponsored by the Minnesota Voluntary Action Centers, the Governor's Office of Volunteer Services, Dayton's and Germaine Monteil. In 1978, 14 awards were presented in Minnesota to men, women, and organizations actively involved on a voluntary basis in the betterment of their communities. The "Volunteer Activist Awards" did not continue in the same form after 1978.

Over the years, the United Way of the Minneapolis Area's Volunteer Center has had a spectrum of partners in volunteer recognition. The Minneapolis Volunteer Center (formerly the Voluntary Action Center) has offered awards programs since 1974. Notable partners with the Minneapolis Volunteer Center for one or more of their programs have been WCCO Television, the Carnation Company, Honeywell, Massachusetts Mutual Life Insurance Company, IDS, and Lutheran Brotherhood. In addition to having been involved with the "Volunteer Activist Awards," the Minneapolis Volunteer Center has given annual "Carnation Awards" which have been presented on the WCCO Television "Midday" show, as well as the Lynn Nord award. (Lynn Nord is the local agent for Massachusetts Mutual Life Insurance Company). The St. Paul Voluntary Action Center also has been involved with some of these partnerships. Of course, many other communities and local organizations throughout the state have initiated their own unique programs for volunteer recognition.

The *Minneapolis Star* and the Minneapolis Chamber of Commerce introduced the 'Jefferson Awards' to Minnesota in 1978 and sponsored a recognition luncheon and related print media program for about three years. According to a "flyer" distributed about the awards, "the 'Jefferson Awards' are sponsored nationally by the American Institute for Public Service, founded in 1972 by Samuel S. Beard, a New York philanthropist, to recognize the highest achievements in public service in the United States. In 1976, the Institute expanded the 'Jefferson Award' program to honor the initiative and courage of



***KARE 11 is leader in  
volunteer recognition***

***Minnesota has history  
of recognition  
coalitions***

***Festivities abound  
during recognition week***

individuals, mostly unrecognized, who are performing extraordinary public service on local levels. Local winners are automatic nominees for five national 'Jefferson Awards' in the category of 'Greatest Public Service Benefiting Local Communities'."

Today, "Jefferson Awards" are given in Minnesota as part of the "Eleven Who Care" program which is sponsored by KARE 11 Television. Since 1984, KARE 11 has recognized the vast contributions of specific people and encouraged volunteerism throughout the community through a comprehensive volunteer recognition program culminating in a live hour-long telecast of award presentations to the "Eleven Who Care" winners, combined with an elegant dinner in their honor.

**While statewide coalitions for volunteer recognition in Minnesota can be traced back to 1978, a new form of coalition emerged in 1985.**

The Minnesota Volunteerism Network, a coalition of volunteer-related organizations, was created to coordinate the planning of collaborative "Volunteer Recognition Week" public relations activities, including a major statewide volunteer recognition event. The idea was to have one big "thank you" party for Minnesota's volunteers in order to recognize volunteers and spread the volunteer spirit to others.

On April 28, 1985, the Minnesota Zoo hosted thousands of Minnesota volunteers. Because the demand for tickets was so large, a second day had to be set aside to accommodate volunteers at the Zoo. In addition, a logo and uniform media promotions were utilized in all corners of the state to begin to build an identity for Minnesota volunteerism.

While the event was a huge success, some lessons were learned about ways to improve the concept. No one had imagined that so many people would request tickets. Volunteers from further distances from the Zoo did not attend in the same large numbers as did those in the metropolitan area. And, the absence of a lead organization appeared to make coordination of the event more difficult.

Therefore, in 1986, the Minnesota Volunteerism Network changed its approach. An article written by Marie Coutu in a past edition of the *MOVS Newsletter* read, "With balloon send-offs and media coverage, volunteers were recognized visibly and creatively throughout Minnesota during Volunteer Recognition Week, April 20-27.

"From 12 concurrent events on the Iron Range to the assembly of a volunteer puzzle in Wadena, the release of a balloon sculpture in St. Paul, and a tree planting in Mankato, local organizations and coalitions celebrated their volunteers. 'Volunteer for your community, volunteer it feels fine,' (from "The Volunteer Song" by Paul Horrisberger and Dick Kimmel of Mankato) was sung by volunteers and choirs, played by bands, and heard on radio and television all over the state.

"Many of the activities used materials developed by the Minnesota Volunteerism Network with the goal of serving as a catalyst for volunteer recognition events and public relations efforts throughout Minnesota. However, the ideas and events that occurred were as varied as the people and communities organizing them.

A year later, a similar article stated, "With parades, billboards, music, and proclamations, volunteers throughout Minnesota were saluted during Volunteer Recognition Week, April 26-May 2, 1987. In many locales, community-wide recognition events took place during the week, and 19 communities received the designation of 'Community of Volunteers on the Move' from the Minnesota Volunteerism Network. The designation was in keeping with the theme selected for Recognition '87 — 'Volunteers Move Minnesota.'

"Festivities included a parade led by a moving van in Rochester, 'the world's longest walking thank you card' to volunteers in Burnsville, and a parade of horse-drawn vehicles in Mantorville. Each of the 19 designated communities also planted a Norway pine seedling, presented by the Minnesota Volunteerism Network to signify the growing, moving spirit of volunteerism in that community.

"To receive the special designation, five or more organizations in a community or area worked together to sponsor a public volunteer recognition



Did you know . . .

**that  
Minnesota's  
good fortune  
depends on  
you?**

*Volunteers  
Move  
Minnesota*

YOU CAN TOO!

Call 612/296-4731  
or 800/652-9747.

**moVS** Minnesota Office on Volunteer Services

Department of Administration  
300 Rice Street, Saint Paul, MN 55133

***MOVS works through  
other organizations***

event during Volunteer Recognition Week. Qualifying coalitions were located in Aitkin, Albert Lea, Alexandria, Anoka, Anoka County, Austin, Bemidji, Brainerd, Burnsville, Duluth, Grand Rapids, Mantorville, Minneapolis, Rochester, St. Paul, Scott County, Waseca, Washington County, and Winona. In all, over 225 organizations were involved in planning the 19 events.

"In addition to providing the community designation for qualifying coalitions, the Minnesota Volunteerism Network sent materials to the entire MOVS newsletter mailing list to assist local organizations in their own volunteer recognition events. Television public service announcements were developed, featuring Sha-Na-Na performing 'The Volunteer Song.' Tapes of the announcements were distributed to four other metro television stations and 10 non-metro stations.

"Five billboards were arranged by the Minnesota Volunteerism Network, showing the license-plate logo, 'Minnesota Thanks Over 1,000,000 Volunteers.'

"Newspaper coverage of volunteers throughout the month of April was substantial. More than 1,000 clippings related to volunteers were found in state newspapers. Many of those related to Volunteer Recognition Week, the Minnesota Volunteerism Network, or the Governor's proclamation of 1987 as 'The Year of the Volunteer.' In many cases local newspapers used the opportunity to focus on volunteer programs or individual volunteers in their communities. A few also used the editorial page as a forum to encourage the continued involvement of individuals in the life of the community," this article stated.

Members of the Minnesota Volunteerism Network decided that their activities should be incorporated into the on-going operations of MOVS for 1988. Strategies for recognition have been developed by the Minnesota Volunteerism Network, and these strategies can now be most efficiently implemented by one organization with the formation of a task force structure as needed to fulfill strategies.

The 1988 Volunteer Recognition Week (April 17-23) theme will be 'Volunteers Move Minnesota' as an extension of the 1987 theme and to coordinate with the MOVS campaign effort to increase the level of Minnesota volunteerism by 50 percent by 1990.

**Today, more and more attention is being focused on maintaining a high profile for volunteerism throughout the state.**

"Volunteers Move Minnesota" is the theme of a recently launched year-long campaign on volunteerism initiated by MOVS. The campaign is one of several MOVS efforts initiated during the 'Year of the Volunteer,' as proclaimed by Governor Perpich in January 1987. The campaign period is July 1, 1987-July 1, 1988, but may be extended. 'Volunteers Move Minnesota' stems from recommendations made in *Volunteers: The Best of Minnesota — A Report on the State of Volunteerism in Minnesota 1987*, released by MOVS in January, 1987.

The primary purpose of the campaign is to increase the level of volunteerism in Minnesota by 50 percent by 1990. Secondary goals are to broaden public perceptions of who volunteers are and what they do, and to call attention to critical issues in volunteerism. The "Volunteers Move Minnesota" campaign consists of television, radio and print media coverage, as well as the public hearings on volunteerism held in 1987 and resulting MOVS reports. Emphasis is being placed on mobilizing volunteers, reflecting the diversity of volunteerism and discussion about public-policy issues related to volunteerism.

A statewide network is being mobilized by MOVS to respond to inquiries about volunteerism and volunteer opportunities. MOVS works with and through existing resource organizations on volunteerism throughout the state. For example, individuals inquiring about volunteer opportunities are immediately referred to Volunteer Centers, clearinghouses for volunteers, and other resource organizations, based on their availability in particular communities and the type of placement requested. Efforts are being made to coordinate this campaign with national and other initiatives on volunteerism in order to maximize impact.

Commitments to the campaign have already been secured from a number of media organizations, with negotiations and interest continuing with others.

**WCCO radio/  
KARE 11/  
MN News Network  
promote volunteers**

Did you know . . .

**the majority  
of people who  
are employed  
still find time  
to volunteer?**

**Volunteers  
Move  
Minnesota**

YOU CAN TOO!

Call 612/296-4731  
or 800/652-9747.

**moVS** Minnesota Office on Volunteer Services

Department of Administration  
500 Rice Street, Saint Paul, MN 55155

The five public hearings on volunteerism between Oct. 28 and Nov. 5, 1987, resulted in front page or headline news on volunteerism in several newspapers throughout Minnesota.

Taking a leadership role in the "Volunteers Move Minnesota" campaign has been WCCO Radio. Working in cooperation with MOVS, WCCO broadcast features on volunteers throughout the month of September. Approximately 30 volunteers, and 30 recipients of volunteer services, were profiled in the "Everyone Can Volunteer" segment of the campaign. In addition, to kick off the "Everyone Can Volunteer" segment on Sept. 1, 1987, Jim Rogers' "Late Night" talk show focused on volunteerism. Arvonne Fraser of the Humphrey Institute, University of Minnesota, an active community leader, and Laura Lee M. Geraghty, director of MOVS, discussed the economics of volunteerism, who volunteers and why, and where volunteers are needed. Callers joined the discussion by sharing their own experiences and concerns.

KARE-11 television featured "Kids Who Care" three times during the month of October, 1987, in connection with a focus on education during the month. Segments on school-related youth volunteer programs were shown as part of the early morning and late evening newscasts. Also, KARE-11 produced 10-second public service announcements (PSAs) for television with the "Volunteers Move Minnesota" theme.

The public service advertisements shown here have been created for use in print media. These ads use the theme, 'Volunteers Move Minnesota. You can too.' Reproduction sheets of the ads are available from MOVS. Other organizations are encouraged to add their own logo and to encourage local media to run the ads.

Minnesota News Network is saluting individual Minnesota volunteers as part of its "Hats Off Minnesota" program. MOVS has agreed to assist with identifying volunteers from which Minnesota News Network will select some of the individuals to be featured. This is not an awards program, but rather an opportunity to reflect Minnesota's diverse and outstanding volunteer community. Minnesota News Network is a statewide radio news/sports service with 56 affiliate stations across Minnesota.

These are just a few examples of how the media has worked cooperatively with MOVS to promote volunteerism over the past months.

### **Two national campaigns are now being considered for implementation in Minnesota.**

Forty-eight volunteer and nonprofit organization leaders, convened by MOVS, met on Jan. 20, 1988, to help determine how the "Daring Goals For a Caring Society" program and how the "Give Five" media campaign could be implemented in Minnesota. The group (including executive directors, fundraisers, volunteers and foundation leaders) agreed that the program merits action in Minnesota.

The "Daring Goals for a Caring Society" program is designed to measure the current level of giving and volunteering and to urge individuals to give and volunteer more.

The nationwide program is being initiated by Independent Sector (IS), a nonprofit coalition of 650 corporate, foundation and voluntary organization members. IS is a national forum to encourage giving, volunteering and not-for-profit initiative — thereby better serving people, communities, and causes.

Independent Sector in cooperation with The Advertising Council has produced a series of print ads and radio and television public service announcements. The campaign's slogan is "Give Five. What you get back is immeasurable."

Meeting participants emphasized their preference for a statewide, rather than local, effort. Identified advantages of the program/campaign include the:

- huge potential for contribution dollars and volunteers;
- documentation, recognition and reinforcement of what is already happening in Minnesota;
- strength the wide range of groups will get from one another by participating in a cooperative effort; and
- ability to market opportunities to target groups of people or to identify specific types of volunteer efforts.

***'Daring Goals' to be pursued***

- Areas to address in planning for and implementing the program/campaign are:
- using data gathered as baseline data for Minnesota, rather than a comparison with other areas.
  - determining how and where volunteers and funding are needed and the best methods for matching resources and needs;
  - preparing organizations for the influx of newly recruited volunteers;
  - providing help for and including smaller groups or organizations in the program;
  - being very specific about helping new or potential volunteers know "who to call" and "what to do" to pursue volunteer opportunities; and
  - ensuring that the effort has the backing of foundation, corporate, religious and labor leadership, as well as the nonprofit and volunteer communities.

Also recommended was the formation of a coalition and identification of a smaller steering group to keep the initial planning focused and progressing.

MOVS is working with meeting participants who have expressed interest to present a "Daring Goals" proposal to the foundation leadership.

Another campaign being explored for Minnesota is the "Volunteer Connection." Sponsored by the Aid Association For Lutherans and VOLUNTEER-The National Center, the nationwide media campaign is designed to help local Volunteer Centers increase volunteering. The major goals of the campaign are:

- to raise public knowledge of local volunteers' needs;
- to dramatically increase the number of people volunteering;
- to bring organizations and individuals together to meet community needs; and
- to create nationwide awareness of the work of local Volunteer Centers.

The Minnesota Association for Volunteer Centers and MOVS are working together to determine how to proceed with plans for the "Volunteer Connection" in Minnesota.

***'Volunteer Connection' being explored***

**The public hearings on volunteerism validated many of the activities undertaken by MOVS and other resource organizations to mobilize, recognize and address the needs of Minnesota volunteers.** Testimony Governor Rudy Perpich heard when he attended the public hearings on volunteerism has influenced him to recommend several new initiatives designed to strengthen volunteerism in Minnesota.

These initiatives would result in:

- a community service program for K-12 student involvement in volunteer activities;
- a similar community service program for post-secondary students;
- volunteer-related training available consistently throughout the state through technical institutes, community education, colleges or other resource organizations;
- services to increase corporate retiree volunteers;
- extension of liability protection for volunteers serving in public agencies;
- colleges more comprehensively granting credit for learning through volunteering; and
- a Governor's volunteer recognition/awards committee.

***Governor has interest in volunteer initiatives***

In addition to pursuing the above initiatives, MOVS will continue to work for heightened media visibility and public discussion on volunteerism. Such discussion will help to increase incentives and remove barriers to volunteerism, as well as raise the level of Minnesota volunteerism by 50 percent by 1990.

**NOTE: This "white paper" on a Minnesota model for volunteer motivation and recognition was written by Paula J. Beugen, Consultant on Volunteerism, Minnesota Office on Volunteer Services (MOVS), Department of Administration, and is one of a series of papers resulting from the 1987 MOVS Public Hearings on Volunteerism. Other topics are "Minnesota Youth Community Service — A Growing Movement;" "Structural and Economic Issues Affecting the Expansion of Volunteerism;" and "Mobilizing and Supporting Special Volunteer Populations in Minnesota." An executive summary of the hearings is also available. For more information, call MOVS at 612/296-4731 or 800/652-9747, or write MOVS, 500 Rice Street, St. Paul, MN 55155.**

***Media visibility/ public discussion to be pursued***