

VOLUNTEERS, RESOURCE FOR HUMAN SERVICES

by

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Contentment depends on feeling needed, and to be needed one must give another something uniquely one's own, be it love, advice, support, wisdom, solace, entertainment, education, leadership, or care. Contentment depends, in short, on connection, and the more connected, the more cohesive, a society is, the more likely it will be to work together for the benefit of all.

Carl Tucker
Saturday Review
April 28, 1979, p.56

FOREWORD

This paper is not intended for volunteers nor even for directors of volunteers, but rather for the executive. It is speaking to the director of an agency, the principal of a school, or the administrator of a government-supported program, for example. Today's executive is pressured by the public to deliver better services at less cost. In addition, government directives often require the involvement of the client population in decisionmaking, although that population is often suspicious and sometimes hostile to traditional institutions.

Volunteers can play a distinct and important role in this changing situation. It is the intent of this paper to describe that role and to help the executive tap volunteer resources to deal with the pressures from every side. Both the executive and the professional director of volunteers have separate leadership roles, and both will be described to show how they complement each other.

This is not a handbook, although a number of useful resources of that nature are listed in the bibliography. Instead, it is an attempt to help persons in leadership roles in human services to use volunteers in challenging, modern ways that take account of the realities of the modern American scene.

INTRODUCTION

The demands on leadership in human services in the 1980's will be very different from most human service executives' expectations when they assumed management responsibilities. The shortage of money is not the single unanticipated factor, for novel working relationships have also been incorporated into the dynamics of agency leadership.

Charles Hendry, as Dean of the Toronto School of Social Work, described his New Understandings of Leadership to the American Camping Association in a meaningful way. He said, "The head is someone who got there by election or appointment; a head is a naturally influential person to whom people inevitably turn, no matter what the title; but the person who is ahead is the person who anticipates needs and fills them before they become crises." (1957, p.15)

Hendry's views are especially relevant for human service professionals. Professional training has gone through many popular theories of management, some traditional and authoritarian, some scientifically specialized, and others more democratic. Until the 1970's most theories of administration assumed that executives would choose their staff members and that working environments would consist primarily of highly qualified, credentialed professionals.

In the 1980's, however, executives will also be expected to work with consumer public interest groups, fund monitors, working boards, and advisory committees. In short, the executive of the 1980's will have to be responsive to trends which began in the two previous decades.

The turbulent 1960's and the pragmatic 1970's moved several new constituencies into the decisionmaking process for program development and policy formulation. Ideas now came from the grassroots. Service consumers, mandated in Office of Economic Opportunity (OEO) programs for "maximum feasible participation of the poor," took part in significant numbers. Others, particularly the physically and socially handicapped, were speaking out on public policy and agency issues. Not willing to accept only those services that had been offered and concerned with inequities, many consumers were now seeking positions of influence in the planning process. They were learning to articulate their feelings concerning service deficiencies and delivery pattern shortfalls.

These groups, from which volunteers are increasingly drawn, will continue to present not only a challenge but also a valuable resource to the modern manager. Volunteers can play an active role, mediating between the agency and activist community elements. Many volunteers have evolved from the direct service environment to assume advisory and leadership roles. Often these volunteers represent the balance of power in decisionmaking groups, mediating between conflicting viewpoints and facilitating communication.

Volunteers are in a unique position to contribute valuable ideas since they are free to play advocacy roles unavailable to paid staff members. Within the agency they can represent the target population to the paid staff. Outside the agency, to legislatures, allocating bodies, and other agencies, they are able to influence decisionmakers who determine future patterns.

In spite of the volunteers' increased influence, many Americans are unaware how extensive volunteering has become and how important it is to the national life. According to a 1974 Census Bureau Survey commissioned by ACTION, almost one out of four Americans over the age of 13 does some form of volunteer work. That represents nearly 37 million people, of whom 41 percent are men. Volunteers average 9 hours a week on their individual projects. This is the equivalent of 3,500,000 people working full time for one year. (Americans Volunteer 1974, p.3) By applying a uniform wage rate of \$4.76 an hour to this volunteer work, the monetary value comes to more than \$33.9 billion. (Wolozin, 1976, p.4) The survey also discovered that the percentage of Americans who volunteer increased between 1965 and 1974 from 18 percent to 24 percent. This was true for all categories of respondents, grouped by sex, marital status, and race. Since trends indicated by that study seem to be continuing, organized volunteering is soon likely to involve almost half of our current population, including 12 percent of those with incomes under \$4,000 per year. (Americans Volunteer 1974, p.6)

Volunteers represent every level of professional skill, sophistication, and affluence. To ensure that their talents and experience are well matched to the agency needs, volunteers must receive adequate orientation and training. To develop the requisite competence, many organizations employ a volunteer director. Ideally, the agency's chief executive provides leadership and demonstrates support for the volunteers.

That leadership is essential. Organizations seeking to develop a really effective volunteer corps must be willing to provide the necessary psychological and financial support and

recognize the true value of volunteer service. Most volunteers become interested in agency policy, goals, and decisionmaking as their dedication grows. Hence, opportunities for volunteers to become involved in these areas are essential. In summary, administrators must take their volunteers seriously, providing a visible, competent director of volunteers and facilitating orderly, meaningful participation in all facets of agency life.

In return, the volunteers will be able to offer constructive ideas and criticism based on direct service experience. Such internal sources can serve the agency as a valuable early warning system, alerting the agency to shifts in community and consumer attitudes. Volunteers, knowing the pressures on paid staff, can work to gain community support on behalf of the standards and ideals which they have learned from their staff partners. Serving the agency as at-large advocates to the community, volunteers can help mobilize the resources necessary to carry on the services the agency believes in and provides.

The purpose of this paper is to explore all these characteristics of volunteerism: to understand who the volunteers are, to present them in the myriad roles they can play, to study how they can be organized, to examine governmental attitudes toward volunteerism, and to look to its future.

I. WHO VOLUNTEERS AND WHY?

The Volunteers

Between 1965 and 1974, the number of volunteers in this country almost doubled. The ACTION/Census Bureau study Americans Volunteer 1974 provides a profile of who volunteers and why. (p.12) Although the largest group of volunteers falls into the 25 to 54 age bracket, teenagers and retired people also volunteer in significant numbers. According to statistics, one out of every five American men volunteers, and increasing numbers of nonwhites are volunteering. The ACTION survey revealed that more employed persons are active volunteers (25 percent) than unemployed persons (17 percent). (p.4) There is also a positive correlation between volunteering and income level and length of formal education. (p.5) This ever greater diversity of people willing and able to work without pay represents a rich staffing resource for human services administration and delivery.

Volunteering can serve to enhance the self-image of the one who volunteers. Social scientists have found that low self-esteem is at the root of many social and educational problems as well as individual antisocial and self-destructive behavior at all socioeconomic levels. Thus, volunteering can be an essential human developmental experience when it meets this universal need for self-esteem.

Volunteering offers diverse opportunities for self-discovery and learning. For students, volunteering provides the field experience necessary to apply and test classroom theories. For women whose careers have been interrupted, volunteering provides an opportunity for reevaluation. For workers in dull, routine jobs, volunteering can provide some of the intangible rewards they are missing in their paid work. For retired persons looking for new ways to use accumulated wisdom, volunteering may offer the richest reward of all: a new role.

As might be expected, the diversity of expectation and experience which characterizes volunteers is reflected in their approach to service. Some volunteers prefer to work independently in self-help or in issue-oriented ad hoc groups. Often they work intensely on specific problems for a short period of time. Other volunteers, particularly those with solid professional role models, rely on strong staff support, expecting appropriate learning opportunities in established organizations.

Regardless of background, group identification is a significant factor in recruiting and, especially, in retaining volunteers. The peer group relationship made through participation with a school club, church group, older citizens' neighborhood center, Rotary Club, Junior Chamber of Commerce, or other organization is often a primary reason for volunteering. These relationships may replace some of the supports which the extended family used to offer.

Volunteer Opportunities

Volunteers are also offered a wide variety of choices in disciplines. The ACTION pamphlet Americans Volunteer 1974 identified the following nine fields of volunteer activity:

- Religion seems to attract more older than younger volunteers and more volunteers in the lower income and education brackets. Volunteers serve as members of church and temple organizations, as trustees, instructors, ushers, choir singers, outreach and parish helpers, and members of parochial or denominational organizations.
- Education includes early childhood, elementary and secondary, extension and community education, higher education in community colleges, universities, and professional schools, special education for adults, the gifted, the handicapped, and the aged; vocational education and lifelong learning in industries; voluntary organizations, government, affirmative action programs, PTA's and parent councils or organizations; and cultural activities, humanities, music, art, historic and scientific museums, and travel groups. Recent legal requirements for free appropriate education for all handicapped children will involve volunteers heavily.
- Health includes 15 percent of all volunteers, and involves volunteers in all aspects of health care including prevention, acute care, rehabilitation, long-term care, mental health, aftercare, drug abuse, clinics, and immunization projects. Health is the field most frequently considered by volunteers who have not yet made a commitment, perhaps because it is recognized as a universal need.
- Civic/Community Action means neighborhood clubs and centers and environmental, consumer, housing, transportation, and physical planning for communities. The Community Action groups formed in the 1960's War on Poverty brought consumers into the planning process

and did much to move other volunteers to become interested in public policy and goal setting as well as direct service.

- Citizenship includes youth organizations, acculturation programs, veterans' groups, employment services, and community development. Service clubs attract people committed to preserving democratic values through community decisionmaking, fundraising, and other community service programs.
- Recreation includes youth groups, sports, parks and municipal areas, greenbelts for wildlife preservation, hobby clubs, arts and crafts, home improvement, gardening (garden therapy for longterm care patients), athletic events and games, theatre, literature, art, and music.
- Social Welfare includes family and children's services, services for the aging, native Americans, handicapped, developmentally disabled, food stamps, SSI (blind, disabled and aging), Aid for Families with Dependent Children (AFDC), maternal and child health, and medical assistance, disaster and emergency relief services, and all the other social services.
- Politics includes voter services, partisan and non-partisan support, issue-oriented advocacy and lobbying, ombudsmanship, and monitoring and planning public projects.
- Justice includes diversion, probation, prison, parole, ex-offender, court watching, legal advocacy, job counseling, and developmental rehabilitation. (p.8)

Volunteers are offered not only a varied choice of fields when volunteering, but a diversity of activities within those fields as well. That diversity reflects in part the myriad skills and expectations the volunteers bring to their work, and in part the planned broadening of prerogatives made available to volunteers under new legislation and new perspectives on the roles of volunteers.

II. ROLES VOLUNTEERS ASSUME

As mentioned above, the activities which can be pursued by volunteers are as varied as the fields within which they can work. In most cases the boundaries of opportunity are defined only by the skills and aspirations of the individual volunteer. One can, however, systematize volunteer efforts into three broad categories, citizen participation, advocacy, and direct service delivery.

To be sure, these are not hard and fast delineations. Rather, they are conceptual frameworks for understanding. Any one volunteer can serve in any or all of the different categories, sometimes simultaneously. It is only necessary to realize that the modern volunteer represents a much more flexible resource than his counterpart of only a few years ago.

Administrators of volunteer programs, from their perspective often view volunteering as a general term which means citizen participation, a vital activity. Program authorities, on the other hand, particularly those in government, may see citizen participation merely as a legalistic ritual. In their eyes, the function of the citizen participant may be to attend agency hearings to find out what the agency is about to do, what its limitations are, and in this way to justify their existence. It is necessary to point out to government officials what volunteers can do to make officialdom look better. With volunteer participation in service delivery and in program development, more people may benefit from better programs. A voice in the planning process furthers this goal. Volunteering is citizen participation with feedback built in by the volunteer development system.

There is no better way to learn the value and impact of services than as a volunteer. The volunteer world, with its advisory groups and staff and volunteer meetings, is an ideal laboratory for studying decisionmaking. Volunteering is thus experiential education in its most realistic form. The volunteer, who is free to choose a project, is also free to concentrate attention on a single person, whether he be a staff member or a client, and to achieve an in-depth understanding of the person's situation. The volunteer can ignore technical labels, such as disease names or offense categories, and get to know victims as persons and see cause and effect relationships in real situations. This concern is both therapeutic to the victim and a motivating force in the volunteer's desire to change conditions.

This effect can be seen in volunteer/staff relationships. The new perspective which the volunteer participant brings to the services delivery system can energize the agency staff. In many instances change begins at this point. Student volunteers who believe anything is possible sometimes achieve goals more experienced persons would not attempt.

Citizens with volunteer experience have an important perspective on goals and plans which it is their democratic right to express. The role of the volunteer administrator is to alert citizens to opportunities to influence change and to give them confidence to speak out in forums where their opinions are important. By becoming this type of active citizen, the volunteer can bridge the gap of differing, often diametrically opposed views.

The providers of services have their own perspectives: they tend to perceive needs in terms of professional interests. Educators, for example, want more education, and social workers more social services, not merely from self-interest but because these are the needs as they see them. Volunteers can offset this view with a more generalized approach, a vision of "how it ought to be" which cuts across discipline, technology, departmental, or agency lines to seek the people in need. In so doing, they help translate technical language and bring community wisdom to bear on social problems.

Consumers have quite different perceptions. They know what they want, which is not necessarily what the "experts" think they need. To reconcile wants and needs can often be the mediating role of the volunteer. Consumers may require volunteers as allies to change priorities developed from a "professional" need point of view.

In turn, to the extent he is perceived as altruistic, the volunteer tends to be trusted by providers, consumers, and contributors alike. This adds more weight to his opinions, and that influence becomes a professional responsibility. The 40 million active volunteers who may today touch the lives of only one person each directly involve more than a third of the nation. Their perceptions and opinions are important because their concern is real, their experience firsthand, and their influence persuasive.

Volunteers as Advocates

In the past, the staff of human service agencies would alone determine the needs of clients and set about to provide for those needs as they perceived them. Within the last 20

years, however, clients have begun to demand services which are not necessarily those which the agencies thought appropriate. In an attempt to avoid an adversary situation, human service legislation began with the Economic Opportunity Act to mandate "maximum feasible participation" by representatives of the population served. While this brought the clients into the decision-making process, it did not insure that conflicts would be resolved nor that new opinions would be based on solid information and an overall understanding of agency constraints. The legislation calling for citizen participation in program planning provides a new, important reason for human service administrators to make more use of volunteers in various roles.

Human service organizations are beset by economic and social pressures. Their clientele, more sophisticated than in earlier decades, is constantly reminded of the affluence around them. Miracle solutions on television have developed ever higher service expectations. Agency administrators would like their services to be responsive and effective in meeting their clients' needs. At the same time they must be sensitive to financial realities such as cost effectiveness, funding intentions, and inflation.

Effective leaders must be sensitive to public criticism. The public, conditioned by the facile solutions of television doctors, lawyers, and detectives, is often impatient with real life professionals who seem, by comparison, unsuccessful, overloaded, and constantly harried. In particular, public social services, the last refuge of persons for whom all other systems have failed, are frequently blamed for overall high government costs. Human service organizations might consider using a third-party interest group to interpret their needs and to educate the public. This new advocacy role might well be filled by volunteers familiar with agency policies and limits, but without risk to job or need for service.

The possibilities for volunteer advocacy are growing in community action programs and governmental services as well as in the more traditional voluntary agencies. Acting as advocates or interpreters, volunteers can serve clients directly, help people find appropriate services, or mobilize resources in their behalf.

In all the types of human services, the volunteer advocate can serve individuals and their families from the earliest preventive efforts through treatment and rehabilitation. By articulating needs that victims of unfortunate circumstances may be unable to express and by communicating the nature of services and service providers to the user, the volunteer interpreter serves a dual purpose.

Volunteer advocates can extend staff outreach efforts to the community. They can persuade families to use services which may be new or those offered outside their immediate community. In this way, preventive services may be used early before situations become aggravated or chronic.

Volunteers can often help to allay the fears of patients and their families at the intake point. Since they are versed in all aspects of the program, they can aid the busy staff by explaining the program and reassuring the client. An ex-client is particularly valuable in this assignment as firsthand experience is considered authentic.

From another point of view, these same volunteer advocates may present the culture and tradition of a community to "outside staffers." Frequently, cultural patterns may influence perceptions which hinder widespread and effective use of a service. Agency staff may, for example, jump to the conclusion that parents are not interested in their children when they do not follow their progress by visits and consultation. A volunteer can explain client difficulties with transportation, finances, or scheduling convenient appointment times. If paid staff understood cultural or traditional patterns unique to their communities, they might be helped to communicate more effectively.

Volunteer advocacy at the social action level can be called "class advocacy." Volunteer activities at this level can have an impact on community priorities and mobilize constituencies in support of special needs. This may involve expressing individual needs in such a way as to persuade service professionals to make themselves available and to tailor their service to those needs. It may involve persuading budget makers and decision-makers at local, State, and even national legislative levels that services are needed and deserve budgetary support.

Volunteers may serve effectively as mediators between agency administrators and staff and community at large. They are members of the community, yet in their volunteer role they are also a part of the agency. The executive and board leadership would be wise to plan for and support volunteer development through providing educational opportunities so that volunteers can use their learnings from this experience.

If volunteers are to be effective agency advocates, however, it is essential they be familiar with staff problems. Only then can they understand needs and frustrations as well as seek tangible accomplishments. Volunteers in this privileged position often assume these same staff goals and objectives. Volunteers may frequently be in a position to cut through protocol, red tape, and the limitations of position on an organization chart

to approach the people who can effect real change in a community or who control support for the provision of services. The volunteer thus represents a possible source of strength in gaining public support for services, in insuring that services are designed realistically, and in persuading the target group to use these services. Training staff to enlist volunteers as advocates is crucial to obtaining this fringe benefit of volunteer services.

Volunteers can also make use of their frontline experience to aid policymakers within the agency. It is important to include in early planning and evaluation those volunteers experienced and active in service delivery roles. They can frequently make cogent and concerned comments on the service delivery process, the effectiveness of services, and the impact of programs on clients, staff, and the community. This feedback provides a special opportunity for the development of new ideas for service delivery. Additional services may even result from the interest and concerns of volunteers.

Many laws mandate consumers to take part in decisionmaking on advisory committees, neighborhood action programs, parent councils, etc., and in these roles consumers are very effective. Their effectiveness is limited, however, by the extent of the risk involved. For example, parents may hesitate to criticize the care their child has received for fear the child will be penalized. Welfare clients may fear that payments will be ended. The volunteer, on the other hand, is not at risk, and thus able to find ways to protect the client while righting an injustice.

In several states, at least 10 percent of the volunteers are also recipients of services. Their life experiences are important to program development and the process of planning for service systems in health, mental health, education, rehabilitation, and welfare. The volunteer with firsthand experience is valuable in another way. In alcohol abuse programs, for instance, no one is as successful as the recovered alcoholic. The White House Conference on the Handicapped in May 1977 recommended a variety of jobs, both volunteer and paid, which only the handicapped themselves could handle with authenticity. Public education about the day-to-day limitations which handicaps can impose is needed to mobilize support for removal of architectural barriers, plan rehabilitation programs, and design jobs.

The volunteer's role as fundraiser continues. As agencies depend on public funding, the volunteer must act as advocate and spokesman for the agency before both the charity-giving and the taxpaying public.

Volunteers in Service Delivery

The administrator who has become convinced that volunteers could further the work of his agency will be interested to know how volunteers, as individuals or in groups, have found creative ways to extend agency services. Community volunteers have brought together creative partnerships of government and the voluntary sector, using the special strengths of both.

Auxiliaries serve hospitals, schools, and social service agencies. They manage festivities and holiday gift giving, obtain tickets for sporting events, concerts, and plays. They sponsor fundraising activities. Some give materials for neighborhood beautification programs which involve youth groups in service projects. They pay for a trip to the beauty shop or for special clothing for special occasions. They organize the collection, repair, and distribution of used toys to equip day care and nursery schools.

One group may create cookbooks for clients featuring inexpensive foods and also sell gourmet recipes for fundraising. Other groups sponsor guided home tours, entertainments, and sports tournaments. With clients they roll up their sleeves and renovate old houses, clear day camp sites and operate recreation programs. They offer home management, nutrition, home nursing, and parenting lessons. They monitor air and water pollution and arrange legal counsel and tax advice for people in need.

Administrative volunteers may organize cooperative day care arrangements. Volunteers have provided foster parents with special programs. They can often spot emerging needs and plan with paid staff and consumers for appropriate, relevant services to meet them. They tutor the functionally illiterate and help with application forms for Supplemental Security Income, housing, and employment. They train job applicants in appropriate dress and demeanor for interviews.

A househunting brigade keeps a roster of nursing home, boarding home, apartment, and house vacancies. Another prepares women for practical nursing courses and supplies teachers, uniforms, and transportation when needed. Another project runs annual self-improvement clinics on grooming and clothing care, education for mental and physical health, nutrition and special diets, cooking, poise, and home decoration.

The Marion County, Ind., Welfare Service League is dedicated to breaking the "welfare cycle." A revolving fund pays for emergency loans, and scholarships provide for summer camp, special lessons for special talents, and college tuition. A vocational information day for high school students is held annually in

Indianapolis. In 4 years, 99 former welfare-supported children have enrolled in college, and 15 have graduated. The League gives annual recognition to welfare staff and speaks out for better pay for welfare workers. They have testified at State hearings, have been able to get publicity, and ultimately have achieved improved salary levels. The Marion County Commissioner of Welfare has continued to give this service league support even after becoming State Commissioner.

In West Virginia a similar idea has been implemented on a decentralized basis. Each of 27 welfare service areas is served by a paid volunteer coordinator who organizes task forces to give needed help. The coordinators take responsibility for mobilizing volunteer services for such special needs as home repair and improvements by high school manual training classes and craftsmen on a voluntary basis. Railings for porches and steps are built to ensure safety of the frail elderly in their own homes. Even changing ceiling light bulbs is important! Other services are nutrition programs; transportation and shopping services; medical prevention services through blood pressure, sight, and hearing tests, and various screenings for early diagnosis; immunization; renewal of prescriptions for and treatment of children and elderly; social events for those who live alone; clothing and furniture exchanges; friendly visiting and telephone reassurance systems, especially for older persons who live alone; and tutorial and literacy programs. State and Federal funds are limited, going primarily for core staff salaries, so a frequent task force assignment is to find in-kind contributions for special needs to supplement low budget allowances.

An important volunteer administrator in Texas offers periodic orientation and continuous learning opportunities for staff and for volunteers on new policies or program options. Experienced volunteers in Michigan recruit other volunteers as apprentices, orient them to the agencies, and alert them to opportunities for training and new volunteer jobs. These volunteers maintain a State communications network through welfare district coordinators. The dollars represented by goods and time donated (at minimum wage rates) in 1978 in Michigan amounted to \$26,736,000, in addition to 3,352,397 miles driven for social services recipients. (1978 Annual Report for Volunteer Services)

In a Virginia community volunteers often represent their agencies in round table groups which meet periodically as clearinghouses to coordinate services and provide continuing support for clients referred from one agency to another.

Volunteer speaker's bureaus interpret particular agencies to groups which then may allocate resources for service projects or encourage their own members to volunteer.

III. ADMINISTERING VOLUNTEER PROGRAMS

The Roles of the Administrators

Two people are crucial to the effectiveness of volunteer services, the agency executive and the director of volunteers. The agency executive is the person who leads staff in identifying the needs to be met by volunteers, has a vision of specific goals for a volunteer development system, appoints a volunteer director to accomplish these goals, and provides ongoing support in the agency and in the community.

The director of volunteers is the other professional who, according to the 1977 Department of Labor Dictionary of Occupational Titles does the following:

Directs activities of volunteer agencies and workers offering their services to hospitals, social service, and the community agencies: Confers with administrative staff to plan volunteer program consistent with needs of institution or agency. Recommends establishment of policies and procedures for inservice training, work hours, and types of service to be performed by volunteers. Secures services of volunteer workers. Organizes classes of instruction for volunteers to teach proper procedures and techniques. Suggests and directs projects to be carried out by volunteer workers. Assigns workers to various services with hospital or agency. Conducts surveys to evaluate effectiveness of volunteer service program. Arranges for appropriate recognition of volunteers for their services. (p.128)

The agency executive and the director of volunteers perform complementary functions which require continuing communication, mutual support, and cooperation.

From the outset, the executive establishes the importance of volunteers to the agency, school, or department. This is, in essence, communicating awareness of the value of volunteers. A wise executive knows that the key to building volunteer participation is the identification of unmet needs which strike a responsive chord in everyone: consumers, paid staff, and the administrator. The greater the number of people aware of and sympathetic to these untended needs, the more likely volunteers will come forward and be accepted.

Qualified experts in each field must clarify what is appropriate for volunteers to do within occupational disciplines. In some fields, various levels of proficiency are set by license or law, and the question becomes one of finding properly qualified persons to perform some services on a voluntary basis, such as nurses to give shots in an immunization program.

The executive has a crucial role to play from the beginning of staff consideration of volunteer participation. Active interest and commitment of the executive will encourage the staff to accept volunteer aid. The executive can demonstrate this commitment by appointing a volunteer director early in the process and through continuing support for the efforts of that director.

The executive starts by setting up a steering committee to help the volunteer director carry out the initial exploration of possible opportunities for volunteers. Some original members may carry over to an advisory committee, but some may not. Representative consumers, staff workers and supervisors, community service club members, or experienced volunteers, representatives of corporations, and voluntary agencies, and community planners--each brings a distinctive and valuable point of view to the process of planning and implementing community volunteer involvement.

As the program unfolds, the executive director must be prepared for tensions which may arise when volunteers are brought into the program. A test of the effectiveness of the volunteer director may be the degree of acceptance shown the new volunteers by paid staff. In the helping professions, for example, volunteers may pose a very real threat, especially to inexperienced staff. These realities dictate frequent reassurance from the executive to preserve staff morale.

It must be made clear that volunteers are not necessarily taken on to save money. There are administrative costs entailed for training, staff supervision, program enhancement, and expense reimbursement. Thus, volunteers perform not a "free" service but a "special" service, and, by definition, they cannot displace staff. In the long run, an effective program might save money by preventing recurrence of client problems, breaking the cycle of client dependency, and diverting clients from more expensive forms of care. The executive and the volunteer director must, however, assure staff that the intent is not to substitute volunteers for paid workers but to enrich the program.

There are also serious questions to consider concerning the placing of volunteers in palliative roles when a total restructuring of services is needed. Labor unions in some areas

are very concerned about continuing services with volunteer assistance when budget pressures have eliminated jobs. There are no easy solutions to these problems, but they should be faced squarely. Many arguments can be resolved when questions of turf, prerogatives, or sanctions are discussed candidly, and when leadership has the courage to look at basic motivations and goals.

Close association with a volunteer may be interpreted as a threat by an insecure or immature staff person. Consequently, it is vitally important to delineate specific roles for volunteers and paid staff. New job descriptions may need to be developed for volunteer personnel. A seasoned staff member may enjoy the dependence of an inexperienced volunteer, or a veteran volunteer the awe of a young professional partner. It may be necessary from time to time to review the rationale for both positions, redefine goals and objectives, and alter strategy to recognize individual growth or the changing needs of persons working together. Some agencies, for instance, find that a retreat, away from telephones and other distractions, renews the dedication and purposiveness of both volunteers and paid staff as they take time to build a creative partnership.

Another fear attending volunteers is the loss of confidentiality. Procedures can be drawn up which will protect the innocent and vulnerable without covering up negligence or malfeasance. Volunteers will respond well to trust and confidence expressed by paid staff. There is no reason why volunteers cannot maintain confidentiality as well as paid staff, once the need and appropriateness of confidentiality are demonstrated.

Hesitant line staff and supervisors should be encouraged to examine how others work with volunteers. While keeping competition to a minimum, institutional rewards might go to those who demonstrate the best staff-volunteer teamwork. At best, a good staff-volunteer relationship is a truly mature interdependence, with accomplishments by both transcending those which could be realized independently. Volunteers often plan recognition for supportive staff because they grow to appreciate how little recognition is given in the daily grind.

The key to developing community involvement and support is the director of volunteer services. No program manager can possibly carry out all of the activities required: job development and design, recruitment, orientation, selection and placement, training, supervision, evaluation, promotion, and other recognition. Other components of a volunteer program include counseling, personnel administration, community relations, program development, recording, and reporting to various audiences. Academic credentials are not as important as such personality

characteristics as intelligence, warmth, openness, integrity, optimism, flexibility, and a high tolerance for confusion.

The volunteer director has primary responsibility for overseeing the recruitment and training of volunteers. An excellent approach to early identification, recruitment, and screening of volunteers is a public education meeting to familiarize the community with an agency's program. Service club program chairmen should be invited, as well as church leaders, experienced clients, ACTION officers, and representatives of the media and civic organizations. The agency should be prepared to answer the following questions about its volunteer program: expense reimbursement, uniforms, training, insurance, out-of-town conferences, and advanced volunteer opportunities for community leaders. Recruitment may be considered the most difficult chore, but it need not be. Good programs have waiting lists--there are always people looking for an interesting volunteer assignment. A Gallup poll in November 1978 said that 69 percent of Americans would be willing to engage in specific neighborhood activities including social services. The important factor is meeting needs: matching an agency or client need to a complementary volunteer need.

A reputation for good orientation and training attracts volunteers. A short but sincere welcome by the executive at the first meeting is desirable. Training is also critically important to keeping volunteers involved. Retaining volunteers is more difficult than recruiting them and requires the staff support and professional leadership of the volunteer director with reinforcement from the executive.

By supplementing basic knowledge with new information and skills, training increases the volunteer's confidence and competence and leads him from his first anxiety to wider interests. It encourages self-direction and creativity and fosters a desire to learn anew as problems demand alternatives and fresh insight.

Training is for staff, too. It helps staff understand volunteering and volunteers. It also helps staff and volunteers appreciate each other, gives them mutual confidence and respect and the ability to work together for common goals. This interaction tells the volunteer his accomplishments are valued and important. It offers a sense of real progress, often the crucial difference between dropping out and making a deeper commitment.

Organizing a Volunteer Service

Long before the first volunteer is recruited, an agency should investigate the possibilities and prepare carefully to

attract the best. The first question should be addressed to consumers and the front-line workers: "What are the things which would be done if we had the time and the money to do them?" A small group brainstorming session on this topic can be very productive. Once a list of suggestions has been recorded, they can be classified into related tasks and activities, volunteer opportunities can be realistically defined, and attractive job descriptions developed on a needs priority basis.

Providing time on the staff meeting agenda to discuss having volunteers to help is a logical next step. Positive leadership will stress the obligation to plan carefully to avoid taking on inept or unsuitable volunteers. The leadership must be positive and firm, stressing that volunteers will be chosen for good reasons which will include acceptance by the paid staff and clients with whom they will work. Trial placements may be attempted, and the experiences should be carefully analyzed before rules and policies are formalized. Very often, being part of the experimental phase of a service attracts imaginative volunteers whose fresh viewpoints become the source of a wealth of ideas.

Supervisors of volunteers need to be optimistic and enthusiastic people willing to invest the time it takes to permit volunteers a successful start. Rigorous training, for example, is a prerequisite for placement of volunteers at the Smithsonian Institute. Following an in-depth interview, these training requirements and the time commitment involved help volunteers decide if they wish to continue.

The executive can provide indirect but significant support for the volunteer effort by making sure that the office of volunteer services is both accessible and attractive. It should be a hub of activity, showing the visitor that the organization makes efficient use of volunteers. In times of austerity, budget cuts often strip the volunteer office of staff and space. Yet, it is this office which is responsible for receiving all offers of service or material donations and for acknowledging them promptly and appreciatively.

A useful document for one who is organizing a volunteer program is "A Volunteer Development System" (DHEW, 1976), recommended for executives of State and local programs. This system is adaptable to all kinds of settings to strengthen the partnership between volunteers and paid staff. Volunteers who drop out usually do so in the first year, yet much volunteer dropout could be avoided by effective leadership on the part of the volunteer director. The HEW system has been designed to help agencies define their need for volunteers and examine the role of professional leadership in volunteer administration.

The director of volunteers must insure that adequate records are kept to document volunteer services, both for the volunteer and for the agency. The volunteer may need these records as tax documents, for future volunteer positions, or for prospective employers. A record card should be retained by the volunteer and an information form should be prepared for vital statistics about volunteers and their activities. Skills recorded help for future placements and collectively represent a bank of resources to be tapped as needed.

Some programs maintain their own rosters, while others periodically turn them over to the volunteer services office. Some agencies give volunteers a small record book for tabulating expenses and time served, validating it annually for income tax purposes. Both training and service records should be maintained accurately since volunteering is recognized as a valid professional experience for academic and employment placement by many educational institutions and employers. The responsibility for furnishing information and keeping records should rest with the volunteer and not with the staff. However, the validation and analysis of cumulative records is the responsibility of the office of volunteer services.

Resource Organizations for Volunteer Administrators

In over 300 cities across the U.S.A., Canada, Mexico, and Australia, community resources are available to agencies seeking to expand their use of volunteers. Nationally affiliated Volunteer Bureaus and Voluntary Action Centers (VAC's), the Red Cross, County Extension Services, Social Services Volunteer Coordinators, and others are cooperative resources on which executives and volunteer directors can draw. They represent joint community efforts to bring together expertise in needs assessment, job design, recruitment, and training.

VAC's, which are affiliated with the National Center for Voluntary Action,* link people needing service to experts in their field of need, and vice versa. They provide practical learning opportunities for:

- The staff of human service agencies about the nurture of volunteers and leadership development;

*After July 2, 1979, this organization will merge with the National Information Center on Volunteerism and be known as VOLUNTEER--The National Center for Citizen Involvement.

- Opportunities for people suffering from or expert about a particular human problem to assess the current situation and plan for new or different services;
- Interdisciplinary groups to exchange information about services and new technologies.

The initial exploration of volunteer opportunities can be handled centrally with the VAC or followed by referral to appropriate agencies. Conversely, volunteers who arrive at agencies that do not have an appropriate placement can be referred to the VAC for wider choices. To managers of programs seeking to maximize volunteer talents and time, the VAC represents a many-faceted resource.

Directors of Volunteers (or Coordinators) in Agencies (DOVIA) are membership organizations of professionals from all fields of human services. They serve as clearinghouses for program opportunities for volunteers, new training events or materials, and job opportunities for advancement. They offer developmental services not only for volunteers, but also for the volunteer director, the key person in a volunteer program. A committee searching for a director of volunteers would do well to start with the local VAC and its constituent organization, the DOVIA.

The Association on Administration of Volunteer Services is a national professional association with a certification system to raise standards of professional competence.

In March 1979 the Association of Volunteer Bureaus published Standards and Guidelines for Volunteer Administration, which apply to Volunteer Bureaus, VAC's, and user agencies.

The Association of Voluntary Action Scholars consists of multidisciplinary scholars and practitioners and concentrates on research about volunteering and voluntarism.

The National Information Center on Volunteerism (NICOV), which recently merged with the National Center for Voluntary Action, is instituting a nationwide placement service which will link the placement services of local VAC's and assist professional volunteer directors who want to move between cities or fields of service.

All of these organizations belong to the rapidly growing Alliance for Volunteerism which is a loose coalition of approximately 20 volunteer-centered organizations representing a network of 18 million volunteers.



IV. THE GOVERNMENT AND VOLUNTEERING

Today's volunteers have backgrounds and motivation patterns more complex and diversified than yesterday's. Traditional volunteers tended to be affluent persons motivated by noblesse oblige to whom volunteering was an additional privilege often associated with class. Much has been written about psychic rewards, and very dedicated people were candid about enjoying feeling needed, finding friends with whom to work, establishing services, and enjoying the prestige attendant to volunteer activities.

During the so-called consumer revolution of the 1960's, however, other people, who had long been helping each other in a spirit of "neighborliness," began to enjoy the improved self-esteem, personal satisfactions, and social mobility associated with more formal volunteering. At the same time, the beneficiaries themselves began to express resentment at having things done for them whether they wanted them or not. Organizations began to respond to the new realities by consulting consumers about what was wanted, by encouraging work with rather than for people, and by broadening the base from which volunteers were drawn. The new attitudes were reflected in both the private and public sectors and at all levels of government.

Although an 1870 Federal Law (U.S. Code 31, sec. 665b) prohibited volunteers from working in Federal offices, explicit exceptions had always existed. Indirect support for the use of volunteers to implement Government programs on State or local levels grew steadily after World War II. Volunteer experience was accepted by the Civil Service as an authentic credential for admission to examinations, if the work had been well documented. Citizens were also urged to serve on advisory committees for which out-of-pocket expenses were reimbursed. In addition, the Department of Labor, through its stringent personal and competency requirements, recognized that the leadership needed for volunteer administration was professional. Legislation has also been proposed to encourage volunteering through tax benefits in the form of deductions and credits. To date only uniforms, travel, and program expenses are considered deductions.

The New Federalism

One might say that just as an individual needs a chance to give as well as to receive, a democratic society needs voluntarism to be healthy. All citizens should have a voice in what happens to them, whether they participate as providers

of services or as recipients. Congressional determination to decentralize decisionmaking to States and local governing bodies was a rationale underlying the New Federalism. General Revenue Sharing, initiated in 1972 and renewed in 1977, is an example. In the first few years of operation, however, only a small amount of the Federal revenue shared with States and 38,000 "general purpose governments" went to human services (less than 3 percent in Fiscal Year 1973). The proportion of shared funds for services has risen gradually, however, in part because citizens have become involved in setting priorities.

In addition to revenue sharing, New Federalism has meant support for urban development, rural development, and manpower development under the Comprehensive Employment and Training Act (CETA). Several counties and at least one Governor's office have used CETA funds to pay for volunteer administration through local Voluntary Action Centers. Examples of other government users of volunteer services include State and local departments of health, mental health, drug abuse, education, and welfare; law enforcement systems; school systems; museums; and civic groups involved in drama, music, and art.

ACTION

ACTION, as an independent government agency, was charged in 1973 with coordinating and administering Federal volunteer activities such as the Peace Corps, VISTA, and programs for older Americans and students. ACTION has also fostered the development of "miniprojects" with "minigrants," local services on a project basis, and statewide programs through seed money for Governors' offices of voluntary action. The new Office of Voluntary Citizen Participation in ACTION has been charged with accelerating volunteerism in all basic human services.

Early Federal Programs

The Voluntary Service Act of 1973, which organized ACTION, combined a variety of governmental efforts to promote voluntarism as promised by former President Nixon in his 1969 Inaugural Address. The first step had been the creation of the Cabinet Committee on Voluntary Action under then Housing and Urban Development (HUD) Secretary George Romney. An Office of Voluntary Action was formed within HUD. In 1970 the counterpart National Center for Voluntary Action was formed to serve the voluntary sector.

HEW experimented three times with an Office of Citizen Participation and organized the Office of Volunteer Development in fiscal year 1975 as an advocate for volunteers in HEW-related programs in the immediate office of the Deputy Assistant Secretary for Human Development. Currently, the Intergovernmental Planning and Coordination Division of the Administration for Public Services, Office of Human Development Services, is working to implement a generic volunteer development system, applicable in diverse settings. It is intended to strengthen the partnership between individual volunteers and paid staff, parallel to the cooperation of voluntary agencies with governmental units.

The traditional patchwork legislative approach taken toward volunteers, however, has resulted in the introduction of contradictory elements into formalized volunteerism. One can find numerous examples of this trend. In the Social Security Act there are two systems. One continues the requirement for volunteers in social services for Puerto Rico, Guam, and the Virgin Islands included in the 1967 "Harris Amendment mandate" for training and use of volunteers in services and on advisory committees. The other permits public and private agencies and volunteers in comprehensive State social service plans for 50 States and the District of Columbia.

The Harris Amendment requirement also remains in effect for the 50 States and the District of Columbia in Title IVB (Child Welfare Services) under the Administration for Children, Youth, and Families, Title V (Maternal and Child Health and Crippled Children's Services) under Public Health Services, and Title XIX (Medical Assistance Programs) under the Health Cost Finances Administration. Under Title XX, volunteer services are not allowable as in-kind local matching of Federal funds. For Head Start they are required for matching Federal support.

State Programs and Volunteers

Amendments to the Social Security Act created Supplemental Security Income (1973) and Title XX (1974). Grants to States for Social Services under Title XX require a Comprehensive Annual State Plan for services to include "a description of the organizational structure through which the program will be administered, including the extent to which public and private agencies and volunteers will be utilized in the provision of service." Voluntary organizations and volunteers are encouraged to participate in assessing needs and to report their suggestions to the State agencies. The volunteer perspective is valuable for the designated responsible State agencies.

Unfortunately, reports to most Federal agencies since 1972 have not included information about volunteer involvement. In the first year of Title XX, beginning October 1, 1975, of six States that did not even mention volunteers in their State Title XX plan, at least three did, in fact, have significant volunteer activities.

The 1976 national report on rehabilitation programs also omitted vital information about volunteers. (Annual Report to the President and Congress) In 1970 only 55.2 percent of the community agencies and 72.5 percent of the rehabilitation hospitals reported volunteers active in program services, although most had auxiliaries and board members. (Griggs & Levin, State of the Art) Resistance to the use of volunteers in vocational rehabilitation remains in spite of manuals produced by an HEW-funded Goodwill Industries Volunteers in Rehabilitation project. Private agencies depend on volunteers, but public agencies have been slower to tap this manpower. This is unfortunate because volunteers appear to be very interested in rehabilitation, and their effectiveness in motivating people to overcome handicaps is well-documented. In general, "mainstreaming" programs, especially those not vocationally oriented, tend to involve volunteers in recreational and socialization activities.

Veterans Administration Director Max Cleland, experienced with volunteers as an injured soldier in Vietnam, introduced the earliest legislation for a State level volunteer office when he was a legislator in Georgia. At a high point, ACTION had counted 34 States with a Governor's Office for Voluntary Action, although several of these did not survive changes of State administration. In August 1978 the National Governor's Conference adopted a resolution recommending volunteers in human services. (Voluntary Action and Citizen Participation)

Current Federal Programs

Title III of the Juvenile Justice Act of 1974, administered by the HEW Bureau of Youth Development, provides for runaway youth services. The remainder of the act, dealing with juvenile justice, is delegated to the Justice Department, Law Enforcement Assistance Administration. All juvenile programs depend to a high degree on service volunteers and advocates.

The National School Volunteer Program, Inc., which is a voluntary organization composed of directors and volunteers, estimates there are 6 million volunteers in elementary and secondary schools, and ACTION's National Student Volunteer Program estimates that a half million students are volunteering in their communities. The Community Schools Act of 1974 encourages com-

munity participation in planning and expanding education, recreation, and cultural programs for all ages.

Title I of the Higher Education Act provides for continuing education and community leadership development services by community colleges, with advisory councils representing students, professionals, and the general public. Short-term, noncredit programs offered under this act provide special administrative skills for board officers, members, and other leadership volunteers.

Title I of the 1976 amendments to the Elementary and Secondary Education Act provides for parent advisory councils wherever Federal assistance is used. Title VII provides for the National Reading Improvement Program, Reading Academies, and Right to Read, all relying heavily on volunteers. The Education for All Handicapped Children Act of 1975 ensures the rights of parents and concerned citizens to participate in planning and special services in school systems at county or State levels. Other Federal laws provide for participation by Indians in programs to help their children. Head Start and Follow Through programs have a provision for the nonfederal contribution to be in cash or in-kind, with voluntary services allowable.

The Association of Junior Leagues is involved in a 4-year Child Advocacy Project with the Children's Bureau of the HEW Office of Human Development Services. The General Federation of Women's Clubs is embarking on a national preventive health services campaign. Government-sponsored child abuse programs include parent self-help groups, training for police, teachers, group leaders, and clergy to recognize signs and make referrals; public education campaigns; and staff training for prevention, identification, and treatment. The Community Services Act provides for parental activities as observers, planners, and employees in Head Start and community action and development programs. There is also a provision for volunteer help in winterization projects for homes of the elderly.

The Sudden Infant Death Syndrome Act of 1974 provides for community programs, councils, and research projects to help parents overcome their grief and stimulate research to discover the cause of this tragedy. Similarly, a new emphasis is being placed on hospice service for the terminally ill and their families.

The Older Americans Act provides for State and area planning and social services, nutrition programs, and the establishment of day care and service centers for health, education, recreation, and social services. In all of these programs, older people participate as volunteers and administrators along with other

volunteer workers. The same act calls for special consumer and homemaking programs to enable older persons to remain in their own homes, with voluntary community support in escort, legal, residential repair, and ambulatory day care services. ACTION legislation provides for increased appropriations in Older American programs each year, emphasizing particularly the Senior Companion, Foster Grandparent, and Retired Senior Volunteer Programs.

Under the Community Services Act of 1975, administered by the Community Services Administration, and the Housing and Community Development Act, many community self-help and service programs are growing with Federal seed money and economic technical assistance. Nonfederal contributions may be in-kind, such as the services of volunteers.

Recommendations

The 1976 White House Conference for the Handicapped considered numerous recommendations from the State and Federal level for legislative changes. If these have as dramatic an impact as the Federal regulations forbidding discrimination against handicapped persons in the areas of architectural and transportation barriers, the "mainstreaming" opportunities for volunteers will be facilitated considerably. Personal limitations will no longer mean denial of the right to participate in mainstream activities, including serving as a volunteer or as an advocate.

The National Congress on Voluntarism and Citizenship recommended in 1976 a Volunteer Advisory Council for the President, each Governor, and each local elected official. A National Conference on Social Welfare Task Force on the Future of Social Services has recommended a National Institute of Social Research analogous to the National Science Foundation. If these organizations come into being, more opportunities to influence public policy would open for volunteer advocates.

Tax-supported programs depend increasingly on volunteers both in policymaking and in service delivery, part of a trend toward more cooperation between the private and public sectors. A good deal of overlap occurs in funding as well, when tax dollars support a voluntary agency through grants, purchase of service contracts, or fees.

The guiding principle behind these proposed Federal programs is that decisions should be made by the people who will be affected by them. Participatory patterns are difficult to develop and maintain, however, because of the complexities of admin-

istration. Laws giving rights to such groups as minorities and women were neither enforced nor effective until reinforced by the Civil Rights Act and the War on Poverty's "maximum feasible participation" principle.

Lack of faith in advisory committees occurs when people feel that what they say is not heeded and that public policy is made without the participation of those affected. Volunteers have a particularly relevant role to play as mediators between the public and program policy.

V. LOOKING TO THE FUTURE

Any administration has to achieve objectives through the efforts of other people. To gain the cooperation of those necessary people, there must be established incentives. When the reward is monetary, the process of expressing appreciation is relatively simple. In contrast, volunteers' rewards must be tailored to their own unique situations. A late 1960's study of volunteering indicated that a sense of belonging, "full partnerships with staff," is a dominant factor in motivating volunteers. The experiences which a volunteer has with paid staff seem to determine how long he will stay with an organization.

Another factor, a voice in policy and planning, is increasingly important. Dr. Ivan Scheier of the National Information Center for Volunteerism considers a feedback system essential for the program evaluation process and with Babette Reigel and has devised instruments which quantify values in their Basic Feedback System (1977).

Unfortunately, many people in leadership positions still believe that volunteers cannot be supervised or held accountable. The trend, however, is definitely away from that feeling toward full accountability for volunteers. Volunteers seem to prefer specific indicators of their achievements rather than a blanket recognition which ignores individuality. Feelings of self-worth, a renewed sense of purpose and of energy are some of the rewards of volunteering. The climate of an organization can be greatly influenced by the enthusiasm of its volunteers.

It is up to the Volunteer Director or Coordinator to make certain that periodic reviews among volunteers, staff, and clients occur. General recognition events are also helpful in making volunteers feel appreciated. In the past 6 years the volunteer of the year awards given by the National Center for Voluntary Action have become increasingly important. Being nominated by one's peers and being recognized beyond the agency in which one works is in itself a gratifying experience. The attendant publicity stimulates other people to achieve similar goals.

The trend for working people to volunteer is increasing. A parallel trend is toward family volunteering on evenings or weekends. It is a challenge to human services to shift delivery patterns to fit needs after 5 p.m. and on weekends. It will require more flexible scheduling for paid staff and for volunteers to extend services for the times people need them and volunteers are available to serve.

Future training will need to include experts. Voluntary Action Centers, Volunteer Bureaus, and directors of volunteers in agencies currently bring in consultants for common concerns or community issues. Agencies then rely on on-the-job learning to teach new volunteers unique agency features. Many volunteer networks make use of volunteer consultants and trainers throughout the country to reduce travel expenses for training and to share responsibility for continuing education for volunteers.

Community colleges and university extension units are also responsive to community development and service learning needs. Education funds are funneled through State Education Departments except for specific research or demonstration purposes. The community agency has many resources to tap for staff learning opportunities. It is no longer enough to count solely on experienced leaders to initiate new ones in the way things used to be done.

A positive development has been the trend toward sharing resources, planning joint projects, and a general collaboration among and between voluntary organizations, government, voluntary service agencies, and interest groups. Health services have taken the lead in joint planning for continuing care, prevention, rehabilitation, and crisis intervention. Housing, nutrition, employment, and services for older persons could be brought together with health, education, and social service planning. The development of one stop, multiservice centers for whole families is an encouraging trend. Volunteers can help provide a sense of continuity for everyone as conditions evolve.

The most crucial problem facing voluntarism in the future may well hinge on economic realities. Service organizations may come to consider volunteers as primary care givers. Every human service executive, board, or advisory committee may have to consider many new ways to meet basic human needs. Which services to terminate or how to use volunteers more widely in order to deliver services may involve difficult choices. It might be wise to involve volunteers in primary care now so that they can become advocates for their staff partners, programs, and particular clients. Qualified staff members can assume supervision earlier and take on diagnostic and prescriptive functions while volunteers carry on the caregiving and special services to maximize the effectiveness of paid staff time. In no way do volunteers want to be substitutes for qualified full-time paid professionals. They are the first to speak out for appropriate professional competencies. Being brought in as a cheaper worker is not inspiring, but doing important work which is very much needed, is, indeed.

The ACTION census study (1974) cited impressive figures about volunteering, and if the 1965-74 trends continue, more than half of the United States population will be involved as volunteers. The challenge for the future is to devise ways to enable even more of the population to enjoy the benefits of having a volunteer and of being one, especially the elderly, the physically or mentally handicapped, children, and families. Volunteering is currently a means of broadening the scope of individual concern and understanding of all kinds of people. It may become a lifesaver if future economic and organizational needs so dictate. It would please volunteers to play such an important human services role.

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GLOSSARY

Accountability. Responsibility to report donated time. It also includes assessing the impact of one's services on consumers, organizations, programs, donors, sponsors, other volunteers, and the general public. Lines of accountability usually run in a horizontal pattern from volunteer to volunteer and from paid executive to paid staff. If a person is performing more than one function, he may be accountable to more than one administrator.

ACTION. Federal agency established by Public Law 93-113, Domestic Volunteer Service Act. It oversees volunteer programs run by State and local governments, communities, and institutions to help the poor overcome the handicaps of poverty.

Foster Grandparent. An older American volunteer program which reimburses individuals for 20 hours of work per week, usually in children's institutions or homes.

National Student Volunteer Program. Provides technical assistance at the high school or college level and publishes Synergist, a quarterly journal which describes service learning programs.

Peace Corps. Trained volunteers serve for 2 years as assistants in developing countries. They receive a monthly allowance for living expenses, medical, educational needs, and incidentals, and an additional payment on completion of service.

Retired Senior Volunteer Program. This older American volunteer program provides no stipend but does reimburse for expenses. A paid director administers the individual programs.

Senior Companion Program. Low-income persons over 60 years of age provide individual services to adults with special needs in health, education, and welfare either in their own homes or in nursing homes or other institutions. Volunteers receive meals, transportation, and related expenses.

University Year for ACTION. This 1-year full-time community assignment repays the student volunteer with college credit and a stipend.

VISTA: Volunteers in Service to America. People from all walks of life and all age groups participate full time for a year or two in an attempt to solve local social and economic problems related to poverty. They receive living and travel expenses plus a stipend of \$50 per month payable on completion of service.

Minigrants. These are Federal funds that community volunteer groups may receive for specific local projects.

Advocacy. Citizen action for a cause may consist of interpreting the problem to the public, mobilizing public support, serving as an ombudsman, and lobbying for the cause. Class advocacy is speaking for groups of people with a particular problem.

Assignment. This is the term used by volunteers to describe their placement.

Association. A membership organization of people with similar interests.

Auxiliary. This is often used in the health field to describe the administrative volunteers responsible for assisting as needed and for fundraising for the hospital or facility. They may not think of themselves as volunteers although they give their time.

Bridging Volunteer. This volunteer is assigned to an individual before and during transition between services or agencies. This contact may be the only continuity the individual has during a difficult period.

Caregiving or Caretaking. This favorite volunteer assignment involves direct service responsibility and includes escort service, feeding, guiding excursions, child care, and so on.

Citizen. This term refers to the resident of a community or institution, not legal status.

Citizen Participation. OEO legislation called for consumer participation in antipoverty agency activities. These consumers of services become volunteers when they participate in service

delivery, program development, and policy decisionmaking. Many do not consider policy decisionmakers as volunteers, but decisions are more informed when they contain feedback from these so-called volunteer consumers. Other citizens include those who carry administrative or leadership roles, advocacy, or resource mobilization. Their views on feasibility are important perspectives.

Client. This refers to a person who uses the professional advice or services of another person, social agency, or public institution, usually under a formal or informal contract.

Consumer. This person uses economic goods or services. Since the Equal Opportunity Act, consumer has also come to mean recipient of services or beneficiary. Consumer is a neutral way of identifying a person as a member of the planned target group for services.

Community Representative. This citizen participates as a layman in decisionmaking groups, sometimes as an active or potential consumer, sometimes with a constituency to whom reports are made. He relates community customs and traditions to leadership groups, an important position in such New Federalism programs as general or special revenue sharing, Title XX, and housing and community development.

Corpsman. This term refers to a paid volunteer position in Massachusetts and Maryland which is limited to people below poverty level who work in group projects or the State's Service Corps under Community Services Administration.

Corrections. This popular field for volunteer activity is administered on the Federal level by the Law Enforcement Assistance Administration (LEAA). Volunteers participate in prevention, diversion, probation, parole, and rehabilitation programs.

Direct Services. This work involves direct contact with the consumer, either on a one-to-one basis, or in a 3-way relationship involving consumer, provider, and volunteer assistant.

Donor Groups. These organizations, of which United Way is a good example, contribute financial support for voluntary agency services or expenses.

Profession. This refers to a field that requires specialized knowledge, skills, and methods, high standards of achievement and conduct, commitment to continued study, and to work which renders a special service to individuals or groups.

Professional. This refers to a person who belongs to one of the professions or who is in an occupation which requires a high level of training and proficiency.

Professional Work. This is work which requires expertise and unquedecisionmaking, high levels of understanding and skills.

Professional Volunteer. This term includes any responsible, accountable, reliable volunteer. It is used in approbation.

Program. This is an established plan which may encompass all organizational procedures and activities or a particular activity with specific constituents.

Project. This is an organized activity for carrying out program goals.

Providers of Services. These people have usually been full-time paid employees who provide services of a particular nature or skill. The trend is toward using qualified volunteers as part of the interdisciplinary service team.

Records. These individual files help document volunteer experience for future educational and employment opportunities. Volunteers should keep their own records and have them verified periodically by the volunteer office. For some programs this evidence of volunteer services can be used as an in-kind matching component for Federal or other outside funding sources.

Reports. These are descriptions of volunteer activities for executives, volunteers, membership groups which supply volunteers, sponsors, public relations efforts, staff evaluation, etc. They should be tailored for each special audience.

Social Support or Surrogate. This is a supportive relationship between a volunteer and a person in need such as friendly

Education. There are 6 million volunteers in this field of human service. Volunteering in the field is popular among high school and college students. Public education in health, citizenship, consumer affairs, human relations, and leadership development is included.

Evaluation. This involves assessing the effectiveness of volunteer programs on clients, volunteers, agencies, and community services. Regular evaluation allows for plan adjustments, volunteer and staff mobility, training needs updating, and recognition for individual volunteers.

Freedom. This state of not being coerced or constrained in one's choices or actions is a basic principle of volunteering.

Gratuitous. This means to give freely and without recompense. Voluntary service is, therefore, gratuitous service because the donors receive intangible benefits rather than payment for services rendered.

Health. This volunteer human services field includes prevention, crisis intervention, treatment, rehabilitation, caretaking, advocacy, fundraising, community health maintenance planning, and other special services.

Matching. Volunteers are counseled to match their skills and interests to their assignment. This term is also used in the context of local contributions to Federal programs.

Ombudsman. Spokesman for a person in need of services.

Orientation. This involves an introduction to an unfamiliar situation or guidance for a new experience or activity.

Pay. This is monetary compensation for goods or services. Volunteers are not paid, but may receive reimbursement for expenses, meals, uniforms, day care for dependents, and so on.

Per diem. This is a flat daily allowance or fee for out-of-pocket expenses.

visitor, telephone companion, Big Brother, adopt-a-patient, widow to widow, etc.

Special Education. This education requires extra help or varied pace and level for children with learning or mobility disabilities. One-to-one volunteers facilitate the teaching and learning.

Special Services. Volunteers with special resources or skills supply these services. Examples are services in transportation, music, art, athletics, crafts, library services, teaching skills, etc.

Staff Assistant. This volunteer, who may act as teacher aide, case aide, or office helper, for example, serves under the supervision of a particular staff member and is accountable to him/her.

Stipend. This fixed amount of money, usually representing a modest amount, is paid periodically in compensation for services.

Supervision. This refers to the guidance given by an experienced volunteer or paid staff member individually or in groups to volunteers on assignment.

Trainer. This person develops knowledge, skill, and constructive attitudes in his pupils.

Training. This teaching or discipline develops skills, knowledge, and understanding related to work requirements. Volunteer training includes orientation, on the job supervision, and group learning experiences.

Transitional Volunteer. This term is often used in mental health and refers to recovered patients who receive volunteer assignments to reorient them to the world of work.

Volunteer. This person gives freely of his time without any compensation except occasional reimbursement of expenses. In the human services field, the volunteer can be a partner to paid staff at all levels of administration and service delivery.

Welfare. In the literal sense this term means optimum living conditions, as "to fare well," the interpretation used in the Preamble to the Constitution. In welfare legislation, the 1967 Harris Amendments to the Social Security Act mandated "use and training of subprofessionals and paid or partially paid volunteers" in public assistance and child welfare.

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