

REPORT  
FIRST NATIONAL CONFERENCE  
EDUCATION for VOLUNTARY ACTION

October 21 - 24, 1973  
Michigan League  
Ann Arbor, Michigan

Sponsored by the National Center for Voluntary Action, Department of Education and Training and the University of Michigan Extension Service in cooperation with

American Association of Volunteer Coordinators

Association of Volunteer Bureaus

American National Red Cross

Center for a Voluntary Society

Michigan State Department of Social Services

National School Volunteer Program

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Volunteers in Probation

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## EDUCATION FOR VOLUNTARY ACTION

### Opening Session

This first national conference on Education Development for Voluntary Action opened with a confrontation which deepened the level of discussion throughout the conference and personified some of the new perspectives on volunteering which current leaders face. The Unemployed National Welfare Rights Organization preempted the microphones, protesting NCVA leadership in promoting volunteerism. Accused of exploiting the poor by reducing paid work opportunities for the unemployed and impressing welfare clients into unpaid "slave labor," the National Center for Voluntary Action was called an oppressive tool of the automotive industry. Other misinformation was included in electioneering for the Socialist candidate for Governor of Michigan, and the crowd of about forty members chanted "Stop slave labor."

Similar to UNWRO demonstrators against HEW Secretary Weinberger at the National Conference on Social Welfare in Atlantic City in May 1973, UNWRO told the conference of educators, trainers and Career volunteer administrators about their need for employment and for changes in national welfare policies. The audience pointed out that these demonstrators were in fact volunteering, and invited them to participate in the conference to discuss new volunteerism, but after a half hour they were escorted from the auditorium by campus security guards. There was regret that the dialogue had not been allowed to continue, and some suspicion expressed that the demonstration had been arranged by the program planners. This did not happen to be true, but pious platitudes about volunteering were effectively pushed into the past by the confrontation.

In welcoming the 147 conference participants, Dr. Paul Gerhardt stressed the interest at the University of Michigan in community development and vocational education for community leadership. Participants were urged to break new ground in curriculum changes to encompass current social issues and the role of the volunteer in addressing human needs.

The representatives of national associations of paid volunteer directors and volunteer leaders who participated in planning this conference described their organizations' interest in education development for voluntary action:

Ms. Marion Jeffery, President of the American Association of Volunteer Services Coordinators: committed to professional development of about 600 paid coordinators from many fields of services. Its Education Committee has worked with several colleges to develop professional education, developed a self-disciplinary code of ethics; a certification plan and sponsors regional and national workshops and meetings regularly across the country.

Ms. Elliott Jacobson, Past President, Association of Volunteer Bureaus: primarily a corporate membership organization of over 200 Volunteer Bureaus, sponsors annual workshops at the National Conference on Social Welfare as an Affiliate Group and has developed curriculum.

Ms. Mary Jo Murray of the American Hospital Association: The American Society for Directors of Volunteer Services, with 1,000 Directors of hospital and health care volunteer service programs. The in-house AHA training is supplemented by regional and national workshops and meetings, and several state-level associations.

Ms. Elizabeth Frier, Administrator of State of Michigan Department of Social Services: 83 county district Coordinators in public assistance and child welfare programs.

Dr. Robert E. Lee, Southern Illinois University Rehabilitation Institution initiated a master's program in volunteer administration in 1970 in cooperation with AAVSC. (See Master's Degree subsequent workshop)

Ms. Harriet H. Naylor: 180 local Voluntary Action Centers some of which are former Volunteer Bureaus, served by consultation, conferences, and trainings; the pilot NCVA regional conference in Rensselaerville, NY, on Education Development in August 1971 became a model for this conference based on surveys of VAC's and NCVA self studies. Materials and consultation are supplied to colleges for events like an experimental workshop at Virginia Commonwealth University in March 1972 on Interrelated Community Services, co-sponsored by AAVSC.

Also assisting in planning were Judge Keith Leenhouts, who heads Volunteers in Probation, an association made up of volunteers, judges, and probation officers which is part of the National Council on Crime and Delinquency, has annual forums with 5,000 attending workshops and meetings; and Mrs. Leonard Weiner, a member of the Board of Directors of NCVA and Past President, National Council of Jewish Women and Women in Community Service. Both have strong in-house training programs.

The National School Volunteer Program with approximately 1,000 public school volunteer directors was represented in the planning but not at this conference.

Mrs. Naylor as conference chairman, pointed out that participants at a conference like this one are predisposed to be sympathetic regarding the needs expressed by UNWRO demonstrators, but confrontation strategy is less productive than the dialogue which should have been possible. Ms. Caroline Flanders, of United Hospital Fund urged better communication, pointing out that those leading voluntarism have a responsibility to make it known and understood. Regarding NCVA, Mrs. Naylor mentioned that while the original leadership of the National Center for Voluntary Action did include some prominent automotive industrialists, those cited by the demonstrators were not in office. Dr. Robert E. Hill, as a former college president and administrator of a charitable foundation, represents for the voluntary sector a new link with the educational community. Educators connecting classroom learning to experimental learning about current social problems through field experience volunteering are changing course content to acknowledge the significance of voluntarism to a pluralistic democratic society, are using the resources of the NCVA. Training offered by national organizations is moving from in-house to cooperative patterns and involving colleges, as in the recent Vanderbilt University leadership

course offered by the National Council of Jewish Women. Better communication between town and gown is essential at every level to improve both volunteer participation and education. The impact on agencies of the uneven personpower flow from campus is not always manageable if services are to be continuous and on target. Fresh insights gained in first-hand volunteer experience can be tested against theory and research in the classroom, and training for staff and volunteers can be upgraded by faculty involvement.

OPENING SESSION KEYNOTE ADDRESS, DR. ROBERT HILL  
(a summary)

All that takes place in this conference will be indicative of the tremendous range and scope of the voluntary action movement.

The growth of that movement, the shaping of its directions, its pervasiveness -- indeed, all that it may achieve in the years to come may be inadequate in relation to the movement's timeliness and to the vital need for an ever-expanding and even richer variety of services to the volunteers of this nation.

I think that we can be frank and open with each other in the effort we share, however intense our exchanges may become; for that effort is concentrated and well-defined -- it is an effort to extend, expand and improve this entire great voluntary action movement.

If one looks at the sweep of history, we see, in my judgement, that we have gone through one period in which the government held a necessary dominance, followed by long dominance through the business and industrial sector, sustained by the more affluent members of our society, and now we are moving into the frontier period, if I may designate it in that way.

It is the frontier period in which the voluntary sector, or the independent sector, reestablishes itself, makes its functions show impact on the life of every citizen in every community, and achieves for individuals a nobility of citizenship of the kind that is often contrary to the mass technological society we know.

The question for this conference is "Where shall we go?" Further, "In what way will our combined efforts resolve some of the problems of education and training, and how can we reach for opportunities available to the voluntary action contingent?" I consider our work to be of the status of a new beginning.

In all that I have studied on voluntarism, and in all of the conversations I have engaged in, I have been led to the inevitable conclusion that we ought to open our thinking in the widest possible way, while we are here. After all, this is an occasion when a movement, or an idea, or, in the more traditional academic sense, a discipline, is formed. We must work together closely so that our definitions and reasons become unified and common in understanding.

Now is the time to take an assessment, to try to help all of us at the National Center for Voluntary Action, and possibly all of us here, to gain some bearing in the direction of answers. We should share our individual, group, organizational and community ideas on the priorities each of us feels appropriate to meeting the needs of people for voluntary action in our communities, where voluntary action actually takes place.



It is pertinent to discuss very frankly the appropriate role of the private economy versus the government, and the entire question of voluntary action. In a sense -- and I say this with the deepest respect for our colleagues in government at all levels -- the voluntary action movement must be a private sector movement. Its leadership must spring from communities and must help in the solution of those massive problems of society which government cannot resolve, which government has not resolved. If through the private sector -- with the closest possible cooperation of government, we can attack these problems of advanced technology and society, then we will have the kind of viable partnership that went into the founding of the National Center for Voluntary Action just four years ago.

Our purpose in reexamining ourselves over the past six months has been to go into the local communities, not just through our voluntary action center network, but horizontally through the major national organizations represented by many of you here, and into the colleges and universities, to determine where NCVA belongs in the voluntary action movement, to define our direction and reaffirm our objectives.

We have determined that if voluntary action is to develop the kind of leadership necessary -- nationwide and in adequate numbers -- it will require more and better education and training. I have suggested that we go to the colleges and universities, and to the organizations that need to recruit, place and train volunteers, and find out what there is that makes a body of knowledge -- a theory, a history, a methodology, a current literature -- in this whole business of voluntary action and voluntarism. The time to answer this question is now. We cannot wait.

For this reason, we are here to talk with you about the development of a core curriculum. Then, if we can persuade professors and teachers to field test it and critique it, and implement it, voluntary action will have its rightful place in education and will be supplying the needs in training we all know exist.

## STATE OF THE ART

In viewing the current education available for the voluntary sector, NCVA is determined to stimulate more research and more opportunities for learning. The purpose of this conference is to identify the learning resources and knowledge requirements of the voluntary sector. More and better learning opportunities contribute ultimately to the effectiveness and efficiency of volunteers who must address urgent national needs and problems. High priority, policy-relevant "needs-to-know" are felt by local leadership: people who are administrators, both paid and volunteer. These persons influence program goals and decisions, assess needs, strengthen and evaluate programs involving volunteers, and mobilize support for voluntary activities. Their decisions now determine the future for American communities.

Current leadership development plans are sometimes based on obsolescing experience and speculative forecasts. The constituency of volunteers is no longer "housewife" dominated, but is enriched by high numbers of men, employed persons, professionals giving unpaid part-time service and consumers of human services such as handicapped persons, the poor, minority groups, older persons and other disadvantaged groups who have much to teach others about human needs. Yet training lags behind other administrative responses to change. Good training could help leaders determine outcomes by anticipating the changes needed.

Much written on volunteerism is based on untested assumptions and generalizations or limits of experience and data. There are ambiguous values motivating both volunteers and the emerging profession of volunteer administration. We have little accurate information on the number or the nature of career opportunities for the burgeoning profession of volunteer administration. Inducing universities to incorporate curriculum for this vocation is difficult without identified values and an accurate forecast of the market for graduates. Students are not being counselled into this field. Where or how many positions exist now or are in the staffing projections of voluntary and governmental organizations? Many persons carry some responsibility for volunteers as part of other assignments under a variety of titles.

The capabilities of the staff director administering a volunteer program are crucial to the recruitment and retention of service volunteers and their progression into policy making and community planning positions. Both staff and volunteer leadership recognize their own learning needs after they undertake assignments and then cannot undertake long study away from a program without risking attrition of activities. Innovation in scheduling is as important as the content of learning opportunities, to provide for part-time study.

Volunteer leadership is moving away from contributor or "name" boards toward wider representation. Working roles involve persons highly expert in fields of service, administrators, and consumers. Minority representation can no longer be simple tokenism. Board meetings can be turbulent and drop-out rates seem to be rising. Both experienced traditional volunteers and the new representatives of minorities and needful groups in the constituency must learn how to work together to improve their decision-making process, lest competing interests block action. Often the staff (serving ex-officio) are unable to mediate or to make creative use of such conflict or assert effective leadership. This conference should identify the required skills and resources for learning how to attack community problems.

Volunteer administrators are under attack from Women's Lib for the low status of service volunteers. We have some evidence and need more about the value to volunteers themselves in service role experience. Career exploration and rehabilitation are possible through self-testing and self-image improvement as well as altruistic gratification from being a giver as well as a receiver in service relationships. If this value could be documented, new opportunities could be opened for clients, patients, inmates and other persons unaccustomed to being considered volunteers. Volunteering should become a basic human right, not a privilege, as a learning method for citizenship development.

Welfare Rights Organizations and some labor union members perceive volunteers as a threat to paid jobs. Line staff in some organizations seem to feel this, too, whether or not it is a fact. The helping professions could be encouraged to develop operational definitions of their own competencies and complementary opportunities for laymen to reinforce their function and extend their influence. Each of the professions should define diagnostic and prescriptive functions for themselves so that volunteers might then motivate clients to use such professional expertise effectively, and carry out recommendations during periods of practice and recovery from handicapping problems.

Volunteers have more time to listen than paid staff can usually spend. They can more freely exert influence over community resources which could be brought to bear, enriching and humanizing services, beyond the budget and time limitations on staff. The "new career" and low status employee feels particularly vulnerable, and staffing patterns increasingly include all three, the professional, volunteer and paid paraprofessional. We need research about how and where this is being worked out.

Budget pressures are building up with the termination of much federal categorical support. Competition for shared revenue is acute. Human services as intangibles compete with hardware interests, and usually do not come out higher on priorities for support.

The danger of volunteer exploitation is growing. The myth of free labor should be dispelled. Volunteers involve administrative costs, and the benefits accrued take time to be proved. Delinquency prevention, de-institutionalization and rehabilitation efforts can be amplified by volunteer participation, but we need proof that the long range benefits are worth the initial investment. Longitudinal studies could be implemented (with volunteer help!).

The government needs documentation to understand that current policies are not only inhumane, but will be expensive in the long run. Human service cutbacks in categorical program support and income tax deductability restrictions are demonstrably penny-wise and pound-foolish, since human needs aggravated by neglect become more expensive to meet. But we need case histories and actual facts to build this case.

Current policy decisions seem to be made by disbursing rather than service officials in both voluntary and governmental sectors. This means services are tailored to fit funding sources rather than needs requirements. Voluntarism will have to sharpen evaluation methods, and translate humane goals into quantitative concepts so that impact and effectiveness of services can be measured and reported understandably in cost/benefit terms. Unneeded services should be discontinued and needed ones justified to gain support. Volunteers in advocacy are underutilized for interpreting current needs. They could be more effective in improving the human services with sound information and first hand experience gained in a progression of developmental opportunities.

Dr. David Horton Smith was introduced as the most knowledgeable person about voluntary action research as Director of Research for the Center for a Voluntary Society in Washington, D.C. His speek on the State of the Art of Voluntary Action research follows.

THE RELEVANCE OF RESEARCH AND INFORMATION TO EDUCATION FOR  
VOLUNTARY ACTION LEADERSHIP

David Horton Smith, Director of Research, Center for a Voluntary Society.

From whatever I may know, and let's leave open what that might be, my problem is to try to communicate it in twenty minutes. I am going to try to give you an over-view of what I know about the state of voluntary action research, or volunteering research, the kinds of publications and organizations that exist, and how these might be of use.

To begin with, I want to make very clear the distinction between the Center for a Voluntary Society and the Association of Voluntary Action Scholars. I work for the Center for a Voluntary Society (CVS), which is a non-profit, staff-based organization located in Washington. Our Center is concerned with facilitating volunteerism, facilitating voluntary associations and voluntary action in general. We have no formal connection with the National Center for Voluntary Action, or the National Information Center, and yet all three of us collaborate in various ways informally by taking each other's different programs into account to try to reduce duplication.

The other organization that I represent is the Association of Voluntary Action Scholars (AVAS). This organization is a volunteer professional group which is attempting to develop this body of knowledge, both from accumulated experience and from research, that will hopefully in the long run serve as a vital basis on which all kinds of practical volunteering and volunteer leadership and training programs and other aspects of the voluntary action can be based. We have no paid staff, and we are not running any research programs at the moment.

The Association of Voluntary Action Scholars was formed about two years ago as a non-profit charitable, professional and educational association, chartered in Washington, D.C. It has no governmental connections; in fact, it has no necessary connections with any other body.

The crucial thing to understand about our use of the term "scholar" is that it represents a very broad definition of the word. By scholar, we mean anyone with a serious interest in knowing more about how volunteerism, voluntarism, or voluntary action works. Thus, by our definition probably every single one of you is a voluntary action scholar.

The membership of the Association, at the present time, is made up of about 280 people from about twenty or twenty-five different fields, professions, and disciplines. The basic idea is to try to pull together what we know from a lot of different perspectives, professions, and disciplines about how voluntary action works at a national level or local level, with regard to volunteer programs in hospitals, or environmental volunteering groups, etc. We try to cut across the board and create a new accumulating, synthesizing field of knowledge.

There is a Journal of Voluntary Action Research that represents the primary research literature as it is developing in this field. Volunteer Administration\* is a kind of companion journal, attempting to take some of the accumulating experience and research knowledge and put it into somewhat more practical, usable terms, as far as articles are concerned. Beginning in 1974 this journal will be formally a part of the publication program of the Association of Voluntary Action Scholars, though it has been around several years longer than the Association.

The general point, then, is that this field is open to all of you and to all the people who are deeply concerned with what we know and what we need to know about voluntary action, about volunteering, etc. The Association of Voluntary Action Scholars, in addition to publishing a Journal, has a Newsletter that is just getting started for informal communication, and in the long run this will form a kind of link between voluntary action and the, let's say, "expert" community on voluntary action. The findings of voluntary action research to date are coming out in the Journal of Voluntary Action Research and in a variety of other sources. There is an annual series of volumes called Voluntary Action Research: 1972, 1973, 1974, etc., which began publication a couple of years ago. The first three volumes have been published by Lexington Books. There are a number of other books that are coming out in various fields.

The Center for a Voluntary Society, in cooperation with the Association of Voluntary Action Scholars, and specifically with Burt Baldwin, of Central Connecticut State College, have developed a computerized Bibliography and Abstracts File, which is an attempt to keep track of all the literature on voluntary action, on volunteering, etc. It is a resource which anyone of you can draw on in trying to find out what the material is that you might be able to use or read as background.

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\*Available through AVAS, subscription is \$7.00 per year.

Relevant materials are growing rapidly in many fields. We are trying to keep track of what appears in eleven hundred journals per year, looking at the contents of these journals weekly, picking up fifteen or twenty relevant articles every week. We are also looking at the new books that are coming out, etc. Just to try to have some central mechanism of accumulation for this vast body of literature describing research, knowledge, and experience on voluntary action is an important research and training facilitation activity. One of our principles is that if any of you have a substantial bibliography of your own to trade, we will give you a free copy of the more than four thousand items that we have. There is a small charge if you are not in a position to make a trade, because it costs us to code each article, keypunch it, run the computer, etc. There are smaller versions of this bibliography compiled by CVS that can lead you into the background literature and practical training materials on voluntary action. The NCVA Clearinghouse and the "Green Sheets" in particular, also cover significant portions of this literature.

I would be remiss in not mentioning something else that is on the drawing board and close to going to press now. John Anderson, with the Volunteer Bureau of Vancouver, and Larry Moore, of the University of British Columbia, recently sent us and asked for help in getting published an annotated bibliography of about 700 works (journal articles, papers, books, etc.) dealing with volunteer administration -- from many different angles. We already had identified many of these but were able to add about 500 additional items, based on our own CVS bibliographic work. The combined "practical" annotated bibliography we expect to be published in several months. All of this material is also included in the Computerized Bibliography and Abstract File.

As part of this brief over-view of AVAS and research on voluntary action, I should mention that there are now representatives of this Association in more than 30 locations around the country, including a few in Canada. We expect eventually that there will be people linking the Association of Voluntary Action Scholars and this body of accumulating knowledge to most of the colleges and universities in this country, but it is going to take time\*. There is also an attempt to link AVAS and the growing body of knowledge to numerous other scholarly and professional associations and their respective fields and disciplines\*\*. I would like to see more institutional connections,

\*John Cauley, Director, Office of Volunteer Programs, Michigan State University East Lansing, Michigan 48823, is the Associate Executive Office of AVAS in charge of U.S. Institutional AVAS Representatives. Any reader who would like to serve as a volunteer link for AVAS in his or her locality should contact John at the above address.

\*\*Bart Palisi of the Dept. of Sociology, California State College at Fullerton, Fullerton, Ca. 92631, is the AVAS Executive Officer in charge of liaison with other professional societies. Please contact him if you are interested in becoming involved.

or organizational connections, between these more applied kinds of professional associations and the more research-oriented Association of Voluntary Action Scholars. I hope that the people who are out there will approach me or other AVAS representatives sometime or another while we are here.

There are a couple of projects that CVS has been attempting to catalyze and stimulate that are quite relevant to this whole set of questions that we are discussing in the conference. One project grows out of the crying need for more adequate data on the voluntary sector -- just a simple data base on volunteerism and what voluntary action consists of in this country. Who is doing what? Is there more self help volunteering in Idaho than there is in New Jersey, and is it growing or declining?

What we are attempting to get started (and we are very close to having it an actuality), is what we call a National Baseline or Data Base Survey of Voluntary Action. We have been working on this for many years, in the sense of promoting it and trying to get people to accept the concept and relevance of it. We are about to be at the point where the National Science Foundation, ACTION, and various private foundations are going to put some money into it. Just as the business sector has annual reports on the state of American business in this industry or that, on unemployment figures, on consumer buying intentions, on capital investment intentions, etc., there is an equivalent for every one of those figures in the voluntary sector.

There is also a growing "social indicators movement" in this country, pushing for the creation of summaries by state, city or nationally of what we are accomplishing as a people beyond our Gross National Product -- on what our quality of life is. The biggest measure we can use of how the U.S. is doing, and for that matter other countries as well, is the Gross National Product, which is roughly the amount of goods and services that run through the money economy each year. But what this says implicitly about us as a nation (or about any nation that uses only this standard) is that the only things that count are the things that can be measured by dollars. The new movement is to begin to look at social not just economic indicators, and to obtain measures of the quality of life. This includes a concern for voluntary action that is accomplishing things that are important and useful, as well as the concern for paid activities.

Thus, a Baseline Survey of Voluntary Action will be part of the contribution to a national (and state level) social report on the quality of life and what is being accomplished. This will go a long way, we think, toward redressing the balance that is too far in the direction of saying that only economics, or paid activity, is important in this country.



There are a lot of other uses of this kind of basic data for planning for particular volunteer programs and voluntary organizations. Businesses can do their own long-range planning knowing at least something about the nature of economy, whether their particular industry is growing or declining, etc. But most people in volunteer groups and programs, in the voluntary sector, have only intuitive and fragmentary information to go on. This greatly reduces the ability to plan effectively for the future.

There is one other kind of information and research activity that has been going on that I want to mention. It is correlative and complementary to the kind of information dissemination that Helga Roth and the NCVA Clearinghouse have been doing. We have been struck by the number of helping organizations that have grown up in the last five years or so whose targets (clients) are not individual people in need (in the sense of people with personal problems), but rather whose targets are volunteer programs or voluntary groups that need help. We call these resource organizations. We think that since these organizations are in operation to be facilitators and to be of use to many other kinds of volunteer programs and volunteer organizations, it is especially important for you, or for anyone in the field, to know about them. What we have been trying to do at CVS is create a directory that lists as many of these resource helping organizations as we are able to find.

Some of these resource organizations are in the field of legal assistance, for instance. Everyone has probably heard of Nader's Center for Responsive Law, but few people know that there are over 200 other organizations in this country that are providing non-profit legal assistance to volunteer programs and voluntary groups.

So, CVS is working on what we call a "volunteerism resource directory" (tentatively titled Resources for Action) that tries to draw together many of these materials and kinds of information. It has a certain amount of overlap with the kind of materials that are in the NCVA "Greensheets" and "Portfolios," but it also has a number of things that are different or more extensive.

The key point is that there is a tremendous resource here that many may not be aware of, and we are working on trying to help you be more aware, and to build this information into your training and educational programs. To know about the existence of these kinds of organizations and to help your leaders, or the training people, so that they know about the existence of these many organizations and how to use them is an extremely important thing. It is important to train people to be resource persons themselves, but it is also important and much easier to train people to know what other resources they can call on. That is what we are working on.

Looking to the future, I am here from CVS to learn how we can be more relevant in the area of curriculum development. In particular, we want to know how some of these resources and data bases, as we call them, that we have been trying to develop can be fitted in with and facilitate the creation of more and better training programs and courses for volutary action. In fact, we have developed a proposal ourselves for the creation of what we call Voluntarism Research and Training Centers on perhaps a half dozen or more campuses around the country. Such centers will provide education, research and consultation for voluntary groups and leaders in their areas of the country. Any of you that are interested in the concept might want to write me at CVS for a copy\*. It is just part of a movement.

I think that the most crucial thing to understand about the general subject that we are discussing at this conference (training and education for volunteerism and voluntary action) is that there is probably no one goal that we are heading for. We don't know precisely what the most appropriate goal is. We cannot do "planning-by-objectives," because we are not really sure of what we need. We have to see ourselves as part of a tendency or trend -- a wave that is moving toward increasing the education and training resources for volunteering and volunteerism. We have to find our place in the stream, contribute to the motion, try out many different approaches, discover what will work, have various projects going on at the same time, and find ways to be as mutually supportive as we can. We cannot simplistically assume that this or that program, my way or your way, is the right way to accomplish the ends we all seek.

I hope that as this meeting goes on that we will begin to explore in more depth of detail how the things we at CVS are working on can be useful to you and to what you want to do in the area of training, as well as seeing how what you are working on can be relevant to other people here and to ourselves.

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\*Ask for the "Infrastructure" proposal. Write CVS at 1785 Massachusetts Ave., N.W., Washington, D.C. 20036.

## INFORMATION ABOUT EDUCATION AND TRAINING

Dr. Helga Roth, Director, Clearinghouse, NCVA

A Clearinghouse and information operation needs a long time to get off the ground, and an even longer time to grow until it becomes a true national resource. At the National Center for Voluntary Action, we have barely scratched the surface, and we need your help to become more than a promise.

Information on training is the problem area in the Clearinghouse. I will start with the good news by sketching what we have accomplished so far, and then proceed to the area where improvement is badly needed.

Three and a half years ago we started to collect information from colleges and universities about their contributions in the field of education and training for voluntary action. One of the initial difficulties was the guess work as to which of the academic departments we should communicate with. We decided on: social work departments, continuing or basic education departments, and extension departments. Information flowed in from all of these, and from a few--e. g., a medical department--which we had not thought of.

Our present collections on college involvement in training of volunteer administrators and of volunteers consist of one-page reports on courses, seminars, workshops or conferences. During the last year we noticed that some colleges dropped courses for volunteers and substituted with courses for volunteer administrators. From talking with a few colleges, we got the impression that they did not get enough help from communities in reaching prospective students among the volunteers.

Essentially, we are providing a brokerage service by publicizing which colleges are involved, and giving the name of a contact person. Our next step to improve on mere reporting will be to collect information on the teaching materials colleges use. In many instances, we may get a reading list; in some cases, maybe a manuscript which could be shared.

Teaching materials can also be found on our "Green Sheets" (annotated and subject-ordered listings of publications helpful for program management). From the very start of the Clearinghouse, we collected from organizations and program directors materials they had developed. In

the first editions of the Green Sheets, we had a subtitle for training material under each subject heading. We have discontinued this practice since the division was too arbitrary, and we felt that the decision of what material to use was up to the educator.

Many of the inquiries for information on training of volunteers show us that people are groping when faced with the development of training that they feel volunteers need. Very often we have to explore to determine what kind of services they want to prepare the volunteers for in order to pull together useful material. Those who are expecting neatly wrapped packages or a syllabus are probably quite disappointed, since, in most instances, we can provide only the bits and pieces from which they have to construct their own training events.

Among the five thousand plus program descriptions on file, quite a few mention training of volunteers ranging from simple orientation to ten-week courses provided by the agency for which the volunteers work. We have communicated with many programs, only to find that whatever training is offered has not been formalized and/or recorded to a point where it could be shared with others. Too often it is a one-time event to which experts from the community contribute by off-the-cuff lectures. Continuation is provided by in-service training--again, not recorded.

My plea to the field is especially directed to the education persons from national organizations who have a lot of training experience and expertise. Recording your practices will be enormously helpful to people who do not have the same kind of support and resources, but similar interests.

Resources in training for all aspects of volunteer action are not abundant. We need to make the best use by letting people know what is available, and by sharing. The Clearinghouse would like to be the conduit.

Since the Clearinghouse was not fully described in the Director's speech, a more complete description is provided below.

## THE CLEARINGHOUSE

During the four years of its life, the Clearinghouse has become a unique storehouse of information about volunteer activities across the nation. It has accumulated a file of five thousand plus program descriptions in every area of social concern--involving every type of organization, public or private, national or local. These program descriptions are an idea bank of what volunteers can do. Providing name, address and phone number of program managers, they link beginners with the experienced, and enable people with the same goals to communicate.

In addition to program information, a concerted effort was made to create resource listings of organizations with expertise in special areas and of publications which provide how-to and backup information for program management. From a modest thirty-page listing, the "Green Sheets" grew over the years to over 300 pages, and its seventh edition lists some three thousand resources.

Program information and resource listings have been combined in portfolios on volunteer activities in such areas as drug abuse, transportation, day care, prisons, etc. Over the years, fifteen such portfolios have been put together, and there is a long list of subjects in which similar compilations will be done as manpower becomes available.

Instant bestsellers were created when the Clearinghouse started publishing reports of on- and off-campus training events ranging from degree programs in volunteer administration to one-day conferences. These training portfolios have gone through four updates, and a directory of college-university resources in education and training for voluntary action has been added.

The number of inquiries to the Clearinghouse show an impressive growth: 931 the first year, 4507 the second year, 6418 the third year, and 9983 the fourth year. Inquiries come from national organizations, churches, business, universities, hospitals, local groups of any size and organizational setting, and from all government levels.

In a recent field survey of users, many commented that more people should know about the Clearinghouse, which they described as a unique resource unduplicated anywhere.

BRIEF SURVEY OF PRACTITIONER'S OBSERVATIONS  
AND ATTITUDES ABOUT VOLUNTEERISM IN AMERICA TODAY

Dr. Robert R. Wilson, Assistant Director of Extension Service and Director of the Department of Independent Study is the person whose interest led to the selection of the University of Michigan for this first national conference on Educational Development for Voluntary Action. He distributed and led discussions on this report of the survey of practicing administrators of volunteer service programs, conducted with the Department of Conferences and Institutes assisted by Dr. Paul Gerhardt and the Department of Independent Study, Extension Service, Dr. Wilson with the assistance of Beth Tamminen developed the following survey report.

TOTAL QUESTIONNAIRES SENT OUT: 600

TOTAL RESPONDENTS: 200

160 female, 40 male (approx.; some not indicated), 190 paid,  
10 volunteer

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AREAS OF SERVICE

Hospital/Medical Center	75
Mental Health/Mental Retardation - Institution or Community Agency	45
Social Services (county or state)	45
V.A.C./Community Office	12
Miscellaneous	23

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PRIMARY DUTIES IN RESPONDENT'S POSITIONS

Respondents listed 56 different primary duties which appeared to group under the following headings (listing only those mentioned several times).\*

PROGRAM DIRECTION:

*Recruitment	
Interviewing	
Screening	
Orientation	
*Training	
*Placement/Scheduling	
Guidance & Motivation	
	*Supervision
	Recognition of Service
	Liaison Between Volunteers &
	Agency
	Evaluation

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\*Indicated at least 25 times.

- Community Relations
- Program Overview, Appraisal, and Long-Range Planning
- Several respondents wished to have their job split into two, with the other person doing most of the paperwork and/or the public relations. On the other hand, two people thought public relations should be combined with their program.
- Some suggestions for "I wish I could spend LESS time on . . . ":
  - Secretarial work: record-keeping; paperwork; funding problems

#### SPECIFIC SKILLS CONSIDERED MOST IMPORTANT FOR EFFECTIVELY PERFORMING DUTIES

"Skills" did not satisfy respondents to this question, as a "broad enough base" for effective performance. A better word seemed to be "assets" -- over 90 of these suggested.

#### Human Qualities:

- \*Sincere interest in and concern about: life; people; your area of service; volunteerism; your agency; your job
- \*Empathy for all people
- Flexibility
- Creativity
- Initiative, independence

#### "People" Skills:

- \*Interaction skills
- Working with all kinds of people, and on all levels

#### Two-Way Communication:

- \*Listening and accepting others' ideas
- \*Speaking & writing effectively
- \*Public relations
- Teaching and training skills

\*Management and Administrative Skills:

- Organizational skills
- Skills for:
  - assessing community needs
  - interviewing
  - screening
  - supervising
  - evaluation
  - budgeting
- consultation
- coordination & cooperation among groups

Background Experience and Education:

- Knowledge of community--needs, resources funds
- Knowledge of your institution or agency
- Knowledge of the service area in which you work (e.g., Health Care)
- Familiarity with volunteers and volunteer service
- Social work
- Group work
- Psychology
- Sociology

THE MAJOR AND MINOR "TRENDS AND ISSUES"  
SEEN EMERGING IN VOLUNTEER SERVICE

A. THE EMERGING "NEW VOLUNTEER"

Volunteers are now coming from all segments of the community, showing much greater diversity than in earlier times. The only group of volunteers which appears to be on the decrease is married women, ages 25-55, who seem to be seeking more paid work. Groups mentioned most frequently to be increasing include:

- \*Retired & elderly people
- Youth--especially students
- \*Minorities
- \*Professional people, who come offering special skills
- Men
- Low income people, especially in projects for "the poor helping the poor"



1. New Duties & Areas of Service for the Volunteer

- \*All kinds of jobs with more responsibility in areas formerly reserved for staff in decision-making positions--as experts and as representatives of volunteer and/or the public
- More direct patient contact in one-to-one contacts
- \*in community aftercare programs
- Social change agency
  - client advocacy
  - suggesting changes within agencies & institutions
  - legislative action

2. New Rewards for the Volunteer

- \*Reimbursement:
  - out of pocket expenses
  - pay (especially for low-income volunteers)
  - tax deductions
  - insurance
- \*Learning & growth experiences:
  - personal growth toward selfhood
  - career testing
  - better on-going training & education
  - academic credit or field experience
- \*Chances to occupy positions of responsibility, to do meaningful work
- Sometimes having a say in institution policies away from religious & status reasons

B. THE ADMINISTRATION OF VOLUNTEER PROGRAMS

This appears to be becoming more and more complex, calling for greater professionalization and variety of skills to deal with growing programs and new problems. Key trends, problems and issues mentioned frequently here include:

- Role of Volunteer in Relation to the Paid Worker
  - fear of professional staff and unions of being displaced
  - clarifying roles of volunteers and staff
  - volunteers filling in where fund cuts have left staff short

- More efficient and complete use of volunteer
  - Resources
  - increasing staff acceptance of volunteers as reliable and important
  - integrating volunteers into the service team
  - coordinating use of volunteers by different agencies
  - scheduling flexibly to fit time schedules of volunteers
  - promoting the expanded use of volunteers in all areas of service
  
- Attracting and keeping volunteers
  - finding minority volunteers
  - women's movement is saying women should be paid for their work
  - volunteers shop around to find the most meaningful experience
  - offering a "professional" career ladder within volunteerism
  
- Education of volunteers and volunteer coordinators
  - volunteers need more in-depth training
  - programs for college credit, and other forms of advanced training for coordinators, are needed

#### C. SOCIETY AND THE VOLUNTEER

People now have more time, it seems, due to shorter hours and earlier retirement; and they are interested in volunteering as an opportunity for meaningful human involvement.

- Two trends that need to be dealt with are:
  - people make shorter time commitments
  - men's and women's rules and expectations are changing

RANK YOUR LISTING OF TRENDS IN ORDER OF THE IMPORTANCE  
THEY SHOULD BE DEALT WITH IN CONFERENCE

Almost every trend mentioned in the preceding question received a vote for number one or two ranking on this question. Those specific trends and issues which received several votes for "Number One" were:

### The New Volunteer:

- paid or reimbursed volunteers
- student volunteers
- poor and minority volunteers

### Using Volunteer Resources

- providing the meaningful, responsible work volunteers want
- using the special skills and talents volunteers are bringing
- offering enrichment to volunteers
- on-going training
- opportunities for personal growth
- new ideas for service
- community aftercare
- clarifying relations to paid staff
- what are the roles of respective members
- educating staff in best use of volunteers
- integrating volunteers into staff teams
- coordinating and improving community recruitment of volunteers
- maintaining and supporting volunteers

### Examining Societal Trends

- changing roles of men and women
- rapid growth of volunteerism
- shift away from experts to community involvement

OTHER TOPICS WHICH RECEIVED SEVERAL VOTES FOR LOWER RANKINGS WERE:

### "The New Volunteer"

- men
- retired people
- people coming individually rather than through group affiliation

### Increasing people's self-esteem and growth through:

- volunteerism
- decrease in negative social behavior as person does good for society
- beginning in youth, so people will continue to volunteer
- trend to serving humanity and oneself, together
- providing second career to the retired and handicapped

### Volunteers as creators of social change

- see volunteerism as their chance to do a small part toward changing our society
- banding together to affect public policy, legislation, politics
- questioning established practices within agencies more aware of the Establishment

### Person-to-person contact

- One-to-one relationship involves volunteer personally in societal problems
- Community is bettered by actions of people aiding people
- Enrichment from the volunteer can aid a client's growth through difficult times
- People come individually to volunteer, not as part of a church or social group
- Volunteerism needs to retain the "good neighbor," non-professional element

### Importance of volunteer work

- Fill vital roles
- Do work where paid manpower is short
  - PROBLEM: What is the relationship to paid staff positions?
  - PROBLEM: Volunteers should be doing rewarding--not routine work--that should be paid
- Need for increased recognition and reward--probably monetary--for volunteers in our society

## Government involvement in volunteerism

- As little government control as possible
- Red-tape of government programs (like Action) may be too much
- Volunteers serving in government and public agencies

### IMPLICATIONS OF THESE TRENDS FOR MANAGEMENT RESPONSIBILITIES OF VOLUNTEER SERVICE COORDINATORS

#### AT THE LOCAL LEVEL:

Respondents saw their local responsibilities falling into the following areas. The sub-headings indicate specific duties which were listed several times:

- Develop recruitment--to obtain volunteers from all segments of the community
- Improve intake and selection and placement
  - help agencies and departments to determine where volunteers are appropriate and how best to utilize them
- Improve and expand training of volunteers
- Supervise volunteers
  - Give volunteers meaningful placement, with increased responsibility
  - Establish more open communication with volunteers
  - Help volunteers in their personal development through volunteering
- Work with departments, agencies and the community
  - Enlist the understanding of top administrators and lower level staff
  - Work directly with local government and boards
  - Coordinate more closely with other groups and agencies in use of volunteers
  - Establish closer coordination between local needs and volunteer programs
  - Consult with staff of use of volunteers
- Management tasks
  - Improve organization and management
  - Clarify ways of recording and accounting for programs
  - More planning and goal-setting

- Expansion of director role in the agency and the community
  - Develop new roles for volunteers
  - Develop ways to show recognition of volunteer's service and worth
  - Action-oriented role in programming

Respondents also commented on what coordinators need to perform their expanded responsibilities:

- Increased awareness of
  - human interaction skills
  - social realities
    - for minorities, youth, aged, etc.
  - national social trends
- Increased professional skills and education

#### AT THE STATE LEVEL:

Respondents indicated the following responsibilities which they would like to see taken by a state-level organization:

- Coordinated training programs for volunteer directors
- Clearinghouse functions, especially:
  - information about local efforts
  - information on national trends and new ideas and philosophies
- Coordination of local volunteer efforts
- Support for local programming, especially:
  - consulting and advising
  - provision of sufficient funds so local programs can encourage volunteerism as community development
  - credit and recognition for volunteers throughout the state
- State-level leadership, especially:
  - provide a State Coordinator, for leadership
  - liaison work with state departments, agencies, and groups
  - gather grass roots opinion on the goals, objectives and needs of volunteerism
  - know and advocate pertinent legislation
    - benefits for volunteers
    - health care and delivery systems
  - publicize volunteerism via the news media
  - develop and upgrade the position of Volunteer Coordinator

- have a role in developing educational programs for volunteer coordinators at educational institutions
- Cooperative research and study

#### AT THE NATIONAL LEVEL:

Respondents suggested a broader range of responsibilities that should be performed at the national level than at the state level. They include the following services (all of which were mentioned several times):

#### Information and idea services:

- Coordinate information about programs
- Study and research new ideas for using volunteers, developing programs, etc.
- Seek local input into ideas and trends
- Publicize and spread ideas on what's happening in volunteerism, new philosophies, etc.
- Create forums--conferences of a journal--for sharing ideas

#### Building Volunteerism:

- Advocate for volunteers--especially through support of legislation allowing benefits like tax decutions, insurance, etc.
- Publicize volunteers through the national media
- Recognize and gain publicity for the importance of volunteerism
- Support local programs--work with them according to their needs
- Provide a national organization to speak for volunteer directors

#### Training Functions:

- Provide experts--teams to train volunteer coordinators and trainers or coordinators
- Develop educational opportunities for volunteer coordinators
- Set up workshops in smaller metropolitan centers and outlying areas, to be accessible to everyone
- Finance the training of coordinators

### Relations to Federal Government:

- Be aware of and support appropriate legislation
- Obtain funding for training and programs
- Beware of:
  - loss of independence of volunteer programs
  - involvement with changing politics

Respondents added a wealth of additional comments to their questionnaires, some including speeches, programs, etc., which they had found helpful. The following is only a sample of these remarks (paraphrased for the sake of brevity):

### About the Volunteers and Volunteerism:

- Government should keep to the sidelines and let volunteerism remain one area in which people give solely for the need to give, be useful, and feel valued in themselves.
- Nine out of ten volunteers are still middle class, anglo --the traditional volunteer--and they are the backbone of most programs.
- The elderly and lonely can, with patience, become the most dependable volunteers for consistent humanistic services. They realize the needs of others.

### About the Job of Volunteer Coordinators:

- The Volunteer Services office needs adequate supplies and space and full support of the institution's administration to be successful--and so administrators have to come to see the full value of volunteers.
- The Director of Volunteers in a hospital is respected by volunteers and helps them--but staff have little use for the Director, tending to see her as one more boss.
- The Volunteer Coordinator in hospitals is being asked, like other directors, to set objectives and establish criteria for evaluation. This is very difficult in something as transitory and flexible as volunteer service.
- Coordinator needs to use volunteers' talents and skills in organizing the volunteer program if it is to grow--coordinators must learn to share leadership and develop leadership skills in others.



Suggestions included:

- Broaden curriculum about understanding human behavior, increase counseling for learners and establish learning contracts on more individual basis. Develop interdisciplinary course groupings to upgrade understanding of the impact and meaning of volunteering.
- More concentration on diagnostic skills and community assessment.
- Less fragmentation of the volunteer community especially of those making a career of volunteer administration in their parochial groupings.
- More recognition and responsibility taken for the quality of learning, apprenticeships, weekend and summer scheduling of field experiential learning.
- Use of adult education approaches, varying traditional classroom methods, flexible scheduling and varied leadership.
- Need for scholarships for research and study in this field, professors should spend sabbaticals volunteering to learn first hand.
- Learning institutions must accept returning or intermittent students, be flexible on major and course choices as interests shift, more emphasis on law and public policy implications.
- Acceptance of volunteers as part of growing concept of teams for service delivery, in unique neutral mediating and resource mobilizing roles.
- Much more interchange needed between gown and town.
- Growing awareness of need for values, theory and principle identification, definitions of levels of mastery, accountability and evaluation connections, more understanding of the congruity of learning objectives with academic requirements.
- Less, not more jargon!
- Tap experienced people in instructional roles as senior citizens, poor, grass roots survival wisdom, political sophisticates.
- Growth of continuing education and extension services should increase communication between agencies and people in training in universities, with greater interdepartmental awareness on campus.

- The big changes going on in the mental health system require flexibility on the part of state hospital volunteer directors--programs may wane until things are more settled.
- The greatest problem in hospitals is liking things "the way we have always done them."
- Volunteer Coordinators need to be more aware of the political situation and its ramifications on all levels. Personality is only the beginning for volunteer coordinators--they need organizational skills and management training!
- Salaries for Volunteer Coordinators have been insulting for too long!

About Education for Volunteer Coordinators:

- Clearly established training and career ladder guidelines are needed for the emerging profession of Volunteer Coordinator.
- College courses are needed specifically for training volunteer coordinators--both on-campus and through Extension and Independent Study.
- There may be some danger in Extension Services taking on the training for volunteer action--academia has its tendency to be bureaucratic.
- Small, outlying areas need educational opportunities--done through local colleges or national TV.
- The profession needs a "Trends and Issues" publication in addition to the AAVSC Newsletter.
- Volunteer Coordinators need training in:
  - innovative programming; management of human resources; community development and organization; government and business power; public relations; psychology; groups
- Volunteer coordinators need more opportunities to share problems and concerns with staff from other agencies.
- Credit for life experience would attract students who could inject new ideas and open more opportunities for volunteers to study.
- Little adaptation needed for current courses if barriers across disciplines could be breached.

About the Conference:

- Skills development would be more useful than discussion of trends--broad skills in "hearing with new ears" and "thinking with new minds."
- There should be narrower skills in group relations, obtaining feedback, staff relations, techniques of supervision, delegation of authority, motivation, decision-making, planning in management.
- A chance to share with others who coordinate similar volunteer programs would be very helpful.
- Would it be possible to make written reports or a "tape library" of the conference available?

# IMPLICATIONS FOR EDUCATIONAL PROGRAMS FOR VOLUNTARY ACTION: IMAGES FOR THE FUTURE

## Introduction

Continuous learning is imperative for voluntary action leadership because many changes in American society are affecting volunteer activities.

Volunteerism reflects:

- the consumer revolution
- growing governmental interest and legislative mandates requiring volunteer participation as in the Social Security Amendments, ACTION, and the new federalism
- the increased realization of benefits in volunteering to volunteers
- volunteer involvement with people, not doing for them, in effecting change
- increasing demand for higher competency and qualifications for people in the burgeoning paid occupation of volunteer administration.

NCVA has upgraded definitions and classification of volunteer administrators with the US Department of Labor. A six step career ladder was accepted for translation into publications before July 1974. The Dictionary of Occupational Titles, due out in 1976 for the Bicentennial, will supercede the Census Bureau classification in 1970 as "miscellaneous clerical work".

Staff leadership sets the climate in which volunteers can remain long enough to develop commitment and carry greater responsibilities.

## Trends and Issues

Dr. Ronald Lippitt, Director of the Institute for Social Research, University of Michigan, led lively discussion of several "springboards for looking ahead toward the future". New goals for education and training for voluntary action must be derived from these trends:

### 1. Work

The search for meaningful work and the use of discretionary time to compensate for boredom in work roles, the obsolescing of many occupations, decreasing sources for a sense of individual importance and the emergence of the new occupation of professional leadership in the development of voluntarism.

## 2. Quality of Life

Spreading concern for the quality of life and for qualitative improvement in human services, in the physical environment and internal experience, a demand for individualization, for social indicators by which we can measure progress; the knowledge utilization movement and the increasing need for trainers and helpers; for value clarification in program development.

## 3. Interdependence in Human Affairs

Problems are too complex for an individual or an organization to solve alone; individuals seeking interpersonal affiliations, conflicts about: turfdom, the one pie myth, which makes a person fearful another's gain means his own loss; the myth that autonomy is a virtue, and receiving help a sign of weakness; signs of new alliances such as the growth of consortia and town-gown relationships.

## 4. Influence

Growing demand for a share in power; for being part of the action, sharing decision-making, planning and operations, related to the right to be a volunteer, the need for training in decision-making process, the need for cause groups to survive and succeed.

## 5. Polarization

Confrontation of differences between people on ethnic, social, economic, generation, professional/volunteer viewpoints. Pluralism can be a threat or a resource. A sense of pride in identity is healthy for individuals and groups. We can build fences or coalitions. Although compromise is scorned, creative compromise can become consensus around shared goals. The ombudsman volunteer has a linking role, as does interdisciplinary study of voluntarism.

Discussion groups building on Dr. Lippitt's spring boards identified sources of ideas for goal setting: those being served, significant others such as relatives, supporters, other organizations; the discrepancies in practices from existing policies; predictions about the future and images of the potential. For education in degree programs and continuing education, voluntary action leaders can develop avenues of support for credit study opportunities from the academic community by linking research findings to appropriate learning opportunities, offering experienced people qualified to be instructors, developing support from alumni groups for changes in requirements, scheduling, and curricular emphasis on volunteerism.

## CHALLENGES TO VOLUNTARY ACTION LEADERS

Challenges were issued by several consultants with expertise in special perspectives on volunteering. Participants then followed up in greater depth on subjects of their choice.

Discussion opportunities were offered by some current leaders of innovation in volunteer activities.

Business and Industry - Leader: Denny Dudley, Director Volunteers in Action, Bell Laboratories. Founder of Business and Industry Volunteer Coordinator group, NYC. (See Appendix for outline)

Business and industry as corporate citizens have become a major resource not tapped enough for skilled and highly motivated volunteers, direct services or materials to voluntary agencies and communities as well as for funds. Industry has a stake in improving the quality of life in communities. Employees who offer a great variety of talents grow into program advocates and become ambassadors of the company and of the programs in which they serve. "Seed" programs grow into funded services. The public relations department of a company is a good place to start, and that is where company volunteer coordinators are often based. Those seeking company help must avoid cliché attitudes about business, emphasize material benefits. The companies recognize personal enrichment benefits for employees, and with current mobility patterns, in a new community. Each company is likely to have a particular interest or concern which can be translated into a project or resource related to community priority needs. Company executives are often members of the decision-making power structure who want to know more about the value of community services, and the needs, for their disbursement roles on budget committees and Boards of Directors. Lower echelon employees make tremendous volunteers with a dual motivation for service and for occupational recognition.

Client Involvement - Leader: Evelyne Villines, Executive Secretary, Iowa Governor's Committee on Employment of the Handicapped.

Most kinds of disability carry with them loneliness and a need to give as well as to receive services. The unhandicapped have no monopoly on caring, and the victim of limiting handicaps needs, like any other person, to have his individual talents, interests and background considered in placement, so that optimum use of his strengths and abilities can be developed. Volunteering offers a transitional way to learn skills and prove employability. Increased self-esteem is especially important, and visibility of volunteers effective in spite of a handicap helps others to understand the meaning and special needs of particular handicaps.

Architectural barriers, such as steps but no ramps, and lack of appropriate transportation block transitional volunteering.

Many welfare clients are moving toward independence, house-bound persons are manning telephone reassurance networks and maintaining active contact with the outside world through volunteering. Everyone can help someone with a little help to find the right place to do it! Special values offered by clients as volunteers include authentic perspectives for program planning and evaluating services, or interpreting them to other users.

Community Decision-Making - Leader: Shirley Kyle, Special Assistant to the Secretary of Interior, working on land use issues.

Traditionally government was accepted as the authority on providing services but the civil rights movement and the anti-poverty legislation brought citizens into planning and decision-making. Recent court decisions have reaffirmed citizen participation as a right. The lines between private rights and public responsibility are being redrawn. Information about issues must be communicated to people so they can influence policies and program service designs. The planning system must provide flexibility of participation so people can move in and out from all segments, of the community and resources can be tapped when appropriate. Leadership is essential to enable groups to express real concerns, to reach decisions based on sound information and to test various alternative strategies, to support unaccustomed volunteers to stick it out over rough spots of seeming impasse, to reach sound and fair solutions. More training for group leadership and member roles, meeting planning and management and the decision-making process is needed.

Evaluation - Leaders: Robert Berger, Michigan Center for Social Research and Tim Fautsko, National Information Center on Volunteering.

The process of evaluation takes many forms for many purposes and different audiences. It can be partial, or overall, formal or not, done by outside experts, clients, volunteers, and staff, involving all levels of research and fact gathering. The principles outlined for evaluation were:

- must be based on goals and objectives, with criteria for judgement explicit in statements of program purposes
- built in as a continuing process
- based on sound and adequate information
- neither too simple, nor too complex to be understood
- focussed on impact or the difference made in progress toward objectives

Evaluation may have a Hawthorne effect on standards, help update services for new needs, and should be used (not filed away!) as the basis for future planning. Each individual should see the evaluation process as a way to improve what he is doing rather than a threat. Both education and voluntary action need more effective and accurate evaluation methodology, and better ways to apply findings in future planning.

Fiscal Crisis - Leader: Gordon Manser, Executive Director, National Assembly for Social Policy and Development

The crunch is now between rising expectations for services and shrinking tax and donor support. Volunteers with expertise should participate in tax reform, fund-raising, and legislative issues. Boards need training to take their responsibilities as defined by laws and constitutions rather than abdicate to staff and merely rubber stamp. The issues of charitable gift deductions is controversial, being challenged by those concerned with rising taxes and supported by people knowledgeable about program needs. Public education about program effectiveness should reach legislatures and community decision-makers.

Government-Voluntary Relations - Leader: Christopher Mould, Washington Representative of YMCA's, formerly Director of Domestic Programs, ACTION.

Efficient management of voluntary agencies is necessary because of the shrinking voluntary dollar and increased demands for accountability, to build trust and confidence among donors. The "New Federalism" authorizing \$30 billion of revenue sharing for 1972-1977 through allocation powers given to localities is not going for human services, but parks, bridges and public safety equipment, hardware, not services. Agencies were not prepared for the cuts in categorical services which came at the same time as another facet of new federalism, and created additional unanticipated needs for support. Agencies will have to form coalitions and take the initiative in proposing combined services based on needs. Waiting for subordinate groups or consumers to provide leadership in the demand for human services has left agencies outside the planning process. Current competition for grants and struggles for organizational survival are cutting into services to people. Agencies and disciplines don't communicate with each other or pool resources, but each defends its own turf. Neither is maximizing volunteer or staff potential. The voluntary sector is not politically sophisticated, due to efforts to remain non-partisan. Lobbying is limited by law but watchdogging administrative regulations is not, and volunteer advisory committees are proliferating. Agencies fight these battles singly, and often lose to government control if they want money. They should instead, develop a needs centered united front to guarantee humane services.



Self Help Groups - Leader: Dr. Donald Traunstein, School of Social Welfare at State University of New York at Albany.

Many spontaneous associations are organized but do not survive long because leaders lack the knowledge and skills required. Leaders in the voluntary sector should assist non-staffed groups as well as established agencies. (See Appendix --for the paper presented by Dr. Traunstein)

Volunteer Professional - Leader: Virginia Stuart, Director Call For Action.

The concept of the volunteer professional is a plea for volunteers to be taken seriously, hired, fired, respected and just as accountable as paid staff is. Many programs are entirely volunteer, such as local Call For Action units, and their contractual relationships are safeguards for program effectiveness like those between paid staff members. (See Appendix for paper presented by Ms. Stuart)

Volunteering: Slave Labor or Threat to Jobs? - Leader: Caroline Flanders, Assistant Director, United Hospital Fund of New York City.

Too many administrators regard volunteers as a way to save money, leaving volunteers vulnerable to charges that they replace paid employees. The skilled administrator must make certain that volunteers are not "used" as the National Organization for Women claims, in demeaning, dead-end service jobs. Some labor unions are concerned about volunteers being "scab labor" during strikes, although there are instances where the strikers themselves have volunteered to feed patients and where volunteers have picketed along with their paid employee counterparts who were protesting inadequate representation and wages. Volunteering is now being questioned as a solution to personnel problems, with reason, and no longer is it being considered above reproach, because the good intentions of volunteers are being exploited. Where volunteers are deployed appropriately, they can create paid jobs by demonstrating the efficacy of a service, as most human services history demonstrates. Volunteers usually limit their commitment to part-time service because most volunteering is given during leisure time, apart from other activities which produce income. There is need to define volunteering to distinguish it from service from which persons derive payment or academic credit, or economic advantage. Enabling funding such as meals or carfare is not questioned, because it makes a developmental and gratifying experience possible for persons who could not afford out of pocket expenses in addition to giving their time. The humanizing experience of being a giver is important to people and should be facilitated.

## LEARNING RESOURCES FOR VOLUNTARY ACTION

### A. STUDENT VOLUNTEERING

Models for collaborative efforts in coordinating volunteerism, have emerged in the growth of student volunteering. A panel reported on the student characteristics, technical assistance available on the subject, a college-student-agency organization in one metropolitan area and the point of view of agencies in which students are placed. The audience discussed practical questions about operating student programs with the panel on:

#### Characteristics of Students Who Volunteered

Dr. Maxie Jackson of the Urban Studies Center at Michigan State University recently completed a doctoral dissertation on the characteristics of students who volunteered and those who didn't, subsequent to the student activism peak in the 60's. He found that students who volunteered in his group tended to come from backgrounds of middle class or professional status with a liberal tendency, to have more appreciation of aesthetic and intellectual values, to include more of Jewish or Protestant backgrounds than Catholic, and less from racial minorities than the college enrolled proportions. They tended to be less rigid, more intellectual, altruistic and involved in community activities than the non-volunteer students. Dr. Jackson stressed the need for staff support for student activities so that valid experiential learning can supplement the very different classroom learning.

#### Helping - NSVP of ACTION

Ms. Jeanne Carney of ACTION's National Student Volunteer Program described technical assistance available to colleges and high schools, publications including Synergist, a quarterly, and manuals for campus management of placements and for community groups working with student volunteers. From 1969, when there were approximately 250,000 from 1,000 campus settings, to 1973, there are 400,000 from 1,800, with 800 career coordinators on the job. In 1972 there were 500 established high school programs and at least that many in the start-up phase. Student interests are pragmatic, depending on the opportunities which communities offer. Many start in tutorial or Big Brother one-to-one patterns and progress with experience or opportunities into research, consumer advocacy and community development opportunities. Experiential learning is growing rapidly. New Jersey and Minnesota have state-wide university experimental curriculum programs reorganizing student placements, and the quality is improving. NSVP has a new manual for training student volunteers with ways open for students to become trainers. Work is progressing to develop higher education opportunities to prepare people for careers as coordinators of student programs, and to organize a professional association.

## Community-College-Student Cooperation

Susan Ellis, Coordinator of Volunteers for Philadelphia Family Court system, described the process of developing with NCVA and Philadelphia VAC support, the 600 member Council on College-Community Involvement to provide a forum for consideration of the needs of colleges, of students, and matching possible to the needs of agencies for student volunteers. Workshops are offered in series, on skills inventories, staff attitudes, evaluation, recruitment, group recreation, etc. The Bill of Rights for each component (agency-student-college) of the constituency was developed last summer (see Appendix). Universal concerns are involving college professors in setting experiential learning goals with the agencies to which students are sent and preparing apprehensive agency staff for student volunteers. Ruth Nadel of the US Department of Labor suggested research through longitudinal studies of the relationship of volunteer experience to vocational choices. Vocational and college counsellors at the high school level need to know about volunteer administration as a career option.

### Agency Viewpoint

The impact on agency services of uneven person-power caused by academic schedules was cited by Hope Bair of the Akron, Ohio VAC. She works with the University of Akron student volunteer program which is twenty-one years old, and now involves 3,000 annually. The VAC has developed a manual for agencies about the special provisions needed for college student volunteers in agencies, and a research report from a VAC Task Force Study of their student-volunteer program. Recommendations include:

1. The VAC Student Volunteer Program is important, valid and viable and should be continued and supported.
2. Addition of a paid professional staff person to assume full responsibility for the VAC Student Program.
3. An administrative secretary for supportive duties, and an operating budget to cover space, staff and costs of operation.
4. A Student Volunteer Program Planning Committee to advise.
5. A centralized one-to-one interviewing and placement process system.
6. Increased emphasis on school program development, utilizing PTA members, other civic groups & students in the recruitment process and to build support for student volunteering, and a counselor at each school as contact.
7. Increased interpretation of the values for students, agency clients and agencies to public particularly emphasizing recognition for student volunteers.

Ms. Bair recommends a task oriented approach to students,

phasing in new meaningful activities with appropriate training as readiness is developed. Agencies are accountable to the public, depend upon community acceptance, and have difficulty running counter to the power structure. They cannot operate in isolation, and must know all community networks in order to serve appropriately. Students represent important ties to other agencies and the community. She recorded a plea for information and referral service technology to be given for students running telephone crisis centers and ombudsmen roles.

## B. ACADEMIC RESOURCES

Workshops were conducted on several levels of education which are offering opportunities, particularly for the career volunteer administrator.

Master's Degree Programs - Leader: Robert E. Lee, Ph.D., Director of the Rehabilitation Institute, Southern Illinois University.

Two levels of training are projected at the present time, masters and short term workshop and institute as unaccredited, certificate programs. We view training at three levels of skill: the technician level, the technologist level, and the professional level.

### Course Description

#### A.M.S. with Volunteer Administration major

1. This is a one year graduate program requiring a minimum of 48 quarter-hours credit, a research paper, and completion of one quarter of full-time satisfactory internship in an appropriate setting.
2. The specific courses a student takes may vary considerably; however a minimum core is required of all students in the helping services administration area.

The core courses are:

- a. Introduction to rehabilitation
- b. A three-quarter seminar
  - (1) Organization and administration of the helping services
  - (2) Supervision
  - (3) Development of community resources
- c. Selection, placement, and follow-up.

A special seminar devoted to the application of the varied learnings to the field of voluntary administration is held weekly throughout the course of study.

3. In addition to the didactic aspects, at least one full day per week is spent in the field in an appropriate work setting under both field and university supervisors throughout the residential program. The practicum sites, with the exception of courts and jails, are listed in Exhibit A.
4. The Rehabilitation Institute has an interdisciplinary staff drawn from the fields of guidance, educational psychology, experimental psychology, clinical psychology, counseling psychology, medicine, sociology, and social work.

5. The Rehabilitation Administration program had sixteen full-time students and over thirty part-time students during 1970-71. The majority of our RA students are self-supporting or hold graduate assistantships. The assistantships are much sought after by 100+ full-time graduate students in the Rehabilitation Institute.

Bachelor's Degree - Leader: Bruce Thrifthauser, Dakota Wesleyan University. DWU has established an academic major called a Business major with a minor in Social Work. Built into the program is a variety of learning experiences in community or national agencies.

Our discussion dealt with the understanding that the program is a repackaging of present majors or courses offered at DWU. However, geared to the individual interests in Youth Agency or Volunteerism careers. The academic structure must have flexibility, opportunity for learning experiences (work study), and interdisciplinary options.

It gives the student a broad understanding of management fundamentals combined with courses that deal with people, their society, and environment.

The group was interested that this type of program is available to students. It was expressed that there is a need for professionals at the management levels but also a need for communication of these programs to Volunteer Agencies and youth in general. (Career Counseling)

CONTINUING EDUCATION FOR VOLUNTEER MANAGEMENT  
VOLUNTEER MANAGEMENT CERTIFICATION PROGRAM

led by: Marlene Wilson, VAC Director  
and George Gaulette  
University of Colorado  
Boulder, Colorado  
(received the ACT-NUA Inno-  
vative Award for 1974 in  
the category Untested Ideas)

Sponsorship

The Volunteer Management Certification Program is sponsored by the University of Colorado, Division of Continuing Education. Administration of the program is provided by the Bureau of Independent Study and the Bureau of Conferences and Institutes.

The following organizations have helped to staff and have provided persons to serve as consultants in the development of this program:

1. National Center for Voluntary Action
2. National Information Center on Volunteers in Courts
3. Boulder Volunteer and Information Center

Purpose of the Program

The purpose of this certification program is to provide persons involved in the administration and management of volunteer programs with university level courses which will increase their professional knowledge and improve their skills and understanding.

The anticipated outcomes of this program are: recognition of volunteer administration as a profession; provide administrators with the skills to serve more effectively; provide the methods for better utilization of volunteer talents; and provide improved services to agency clients.

An additional benefit of the program is the self-development and personal growth of those who participate.

Prerequisites

The program is designed specifically for persons actively engaged in the administration and direction of volunteer programs and for those who aspire to administrative positions.

Any person interested in this program may enroll by making the proper application and paying the required course fees. There are no special prerequisites.

Prospective students should be capable of and willing to do primarily upper division university level work.

### Registration

All persons intending to enroll in the program should request the proper application forms which are available from the Division of Continuing Education.

Application for Independent Study courses so indicated by I.S. may be made through the Bureau of Independent Study.

Persons desiring to enroll in courses taught on any of the University's campuses should follow normal University registration procedures. Assistance about the enrollment procedure may be secured from the Office of Admissions and Records or the Division of Continuing Education.



COMMUNITY COLLEGES

Led by: Josephine Oblinger,  
Member National Board, NCVA,  
Assistant to the President,  
Lincoln Land Community  
College, Springfield, Ill.

Program Title: Volunteers in Health and Community Services

Program Dates: Fall Quarter 1973 (12 2-hour sessions)

Description:

This course was developed to meet the needs of both professional staff involved in administration of volunteer services and volunteers in activities within local community agencies. Subject matter includes: (a) motivational factors of professional and volunteer; (b) the role of the coordinator of volunteer services and administrative functions of the job; (c) the board member as a decision maker; (d) the volunteer community of Sangamon County, its needs and resources. Specific sessions and course descriptions available on request.

## GAMING AS AN EDUCATIONAL TECHNIQUE

Led by: Barbara Steinwachs  
Director, Gaming Service  
University of Michigan  
Extension Service

For the evening session conferees were given a choice of viewing films loaned by various organizations and participating in games offered as teaching techniques.

The University of Michigan Extension Service, which has offered educational programs throughout the state for more than sixty years, is now featuring a new teaching tool: games. Under the recently formed Extension Gaming Service, the gaming and simulation resources of the University are being made more accessible to community, educational, and professional groups.

The use of games for serious purposes has mushroomed since the early sixties. Before that, simulations and games belonged to the military and business worlds. Since then, groups of classroom teachers to city planners have been capitalizing on games to make learning more fun, to facilitate communication, to focus on the planning process, or to take a system apart to see how it works and how it might be influenced.

Two games were offered on each of two evenings at the Conference to introduce interested participants to the technique of gaming. Both are applicable to a variety of social issues or group organization problems, and both have been used thousands of times around the country in situations limited only by the creativity of the user. STARPOSER, developed by R. Garry Shirts, is a game in which a low mobility three-tiered society is built through the distribution of wealth in the form of chips. Participants have a chance to progress from one level of society to another by acquiring wealth through trading with other participants. Once the society is established, the group with the most wealth is given the right to make the rules for the game. The participants almost always make fascistic, unfair racist type rules that generally result in some sort of rebellion by the other members of the society. The game frequently is used to stimulate discussions about the uses of power. It is available from Simile II, P.O. Box 1023, LaJolla, California 92037.

THEY SHOOT MARBLES, DON'T THEY?, a creation of Frederick L. Goodman and Robert Barnes, was originally designed for a police department, as a police-community relations game. It has since evolved into a very free unstructured learning tool with no single lesson in mind. The game begins with minimum structure and a group

of rule-makers who create rules which are enforced by a group of rule-enforcers and mediated when necessary by a judge. The scenario includes five players sitting around a board as private citizens involved in their daily routine of social interaction and survival. Marbles are the medium of exchange and may represent money, power, mobility, status, skill, employment, or whatever the as important to survival. The game encourages wide-ranging experiments in rule-governed behavior, governmental structures, law enforcement policies, and problems of wealth distribution. It is available from Urbex Affilliates, Inc., 474 Thurston Road, Rochester N.Y. 14619

The films presented as examples of teaching and recruitment tools included:

Reaching Out, developed by Paramount Pictures for the National Center for Voluntary Action, Rubella Project, which shows the many kinds of persons who can volunteer and the kinds of things they can do. Available for purchase from Paramount Pictures 291 S. La Cienega Boulevard, Los Angeles, California.

What's Your Name, developed by the Voluntary Action Center of Albany, N.Y. with the cooperation of the City of Albany and the film-making students at the State University of New York, using student volunteers, the faculty of the School of Social Welfare and actual clients with whom the students work.

Second Chance, developed by the National Information Center for Volunteers, illustrates the volunteer in probation activities and his need for staff support, presented by Tim Fautsko of NICOV. Available from National Information Center on Voluntarism, 1221 University Boulevard, Boulder, Colorado 80302.

Volunteers in National Parks, developed by the National Park Service, US Department of Interior, presented by Barbara Lund, Park Ranger who showed volunteers active at national historical sites and park programs.

The Clearinghouse of NCVA will disseminate information on films useful for training and seeks listings with comments from the field, since many new audio-visuals are being developed all the time.

RECOMMENDATIONS FOR EDUCATION DEVELOPMENT FROM  
PARTICIPANT WORKSHOPS:

I. Rankings of Target Groups: People Who Need to Learn

1. Coordinators of Directors of volunteer services and programs.
2. Executives of agencies and associations involving volunteers in service or administrative roles and responsibilities.
3. Board members and other administrative volunteers as community decision-makers, officers, committee chairmen, trainers, speakers, recruiters, supervisors.
4. Line staff who are paid to offer helping services such as social workers, teachers, probation officers, nurses who work with or supervise volunteers.
5. Service volunteers.
6. Legislators and budget decision-makers, "power structure", politicians.
7. Consumers of volunteer services.
8. Students at all levels.
9. Educators at all levels, particularly researchers.
10. Retirees.
11. Government planners for volunteers.
12. General public.

II. Content to be Learned: Ranked by Frequency

1. Human Relations, social psychology, human development.
2. Leadership, administration and management.
3. Communication skills, public relations.
4. Participative planning process.
5. Counselling process, matching resources and skills to needs.
6. Evaluation:
  - Community Analysis of Needs and Resources
  - Collection of information dissemination
  - Program evaluation
  - Impact measurement
7. Orientation and Training
8. Technical systems for:
  - Recruiting
  - Supervising
  - Training
  - Grantsmanship
  - Group dynamics
9. Philosophy, history, anthropology, social responsibility and meaning of voluntarism and volunteering to various populations.
10. Political process, non-partisan but influencing "the system".
11. Dynamics of change.
12. Personnel administration for volunteers.

### III. Resources for Learning Ranked by Frequency:

1. Community colleges and extension divisions of universities.
2. Existing agencies if they open or collaborate.
3. Colleges and universities.
4. Government agencies as L.E.A.A., O.E.O., etc.
5. Business, industry and management organizations particularly the communications industry: TV, newspapers, etc.
6. Consumers, victims of problems, clients and their families, minority members.
7. Service, fraternal and social organizations.
8. Professional associations.
9. Churches
10. Unions
11. Libraries
12. Experienced volunteers.

Many comments indicated a need for flexible, part-time independent study or short term learning opportunities. Credit is important for credentials. Continuing Education Units as well as degree points for experiential learning are sought for current paid staff and volunteers as well as for students under college and high school auspices.

### IV. RECOMMENDATIONS FOR NCVA PRIORITIES:

#### A. Communicate

1. Educate many publics about the volunteer world: trends and issues, importance to communities and the quality of life for volunteers themselves and beneficiaries.
2. Continue Voluntary Action News, try T.V.
3. Keep the world informed about legislation, government reorganization, policies of various agencies, political resources, and research related to volunteering.
4. Make the Clearinghouse resources more widely known re: programs, information, on learning opportunities and resources.
5. Set up WATS line system. ( Editor's note: The present nation wide WATS line number is 800/424-8630.)

## B. Convene

1. Annually, with a national mix like at this conference.
2. Regional, same workshops to facilitate cooperation by planning and enlisting commitments there.
3. Coordinators by themselves nationally and regionally.
4. Stimulate other linkages among agencies, church, clubs, unions, business and industry, professions.
5. People around special topics or issues.

## C. Share Expertise

1. Give consultation to communities, colleges and agencies.
2. Train trainers and Voluntary Action Center leaders.
3. Provide materials ("cook book type") on management, board/staff responsibilities, assessment of needs, public relations, orientation and training, fund raising, grantsmanship, etc., how to's of recruiting, interviewing, supervising, human relations, dynamics of change, power structure, communications, inter-agency cooperation, evaluation, community organization. These should serve as textbooks for training.
4. Work with colleges, other agencies, business trainers, unions, adult education programs.

## D. Promote

1. Standards for volunteerism, feedback and evaluation.
2. Training and education for career volunteer directors, boards.
3. Research
4. Curriculum development
5. Library resources on volunteerism.
6. Other information sharing systems.

## V. RESEARCH NEEDS IN VOLUNTARY ACTION

1. Can we get comprehensive information on the people now carrying paid volunteer administration responsibilities, titles, educational level and other qualifications, experience and felt learning needs?
2. Can we get more solid data from fields with career opportunities, where positions now exist, or are projected? (The 1970 census figures, not yet released, will be limited to the "health industry" and clerical level positions then in existence.)
3. Can we maintain current information about where appropriate learning is being offered for vocational preparation?
4. The potential profession of volunteer administration requires characteristics which seem more important than credentials from educational experiences which were not designed with this vocation as an objective. To improve selection of candidates, can we develop tests for warmth, optimism, resilience, tolerance for ambiguity, energy, etc? Can we suggest alternative sequences of educational experiences? Can we cross traditional departmental or discipline lines to make more effective combinations of current courses?
5. Can we survey the humanities for aspects relevant to develop a philosophical base and value system?
6. Can we survey the "helping professions" for identifying complementary roles for volunteers, and their preparedness for supervisory and partnership roles?
7. Regarding volunteers themselves, is there any way to measure their numbers? Or the meaning of their experience, in terms of sequence leading to positions of power or influence on human services? Could there be contrasting parallel studies regarding the "new grass roots" volunteer with the "traditional" as to correlation of training with retention, diversity of interests with participation experience (for example: does the reality or potentiality of being a consumer qualify for or distort the participation patterns of citizens?)
8. What is the effect of their own experience as volunteers on clients? Mental patients, elderly persons, young predelinquents, welfare clients, civic groups allied in adhocracies around issues?

## THE VOLUNTEER AND THE COMMUNITY DIMENSION

Presented by Dr. Howard McClosky

Professor Emeritus, University of Michigan School of Education

As an introduction to my presentation I would like first to explain briefly why I regard the volunteer and voluntarism to be an extremely essential requirement for the health of American society. I am aware of and greatly value the volunteer as a contributor of services and talent. I am also aware of and value the volunteer as that supplementary outreach of an agency which multiplies the work of the full time paid practitioner. But just as important as the role of the volunteer as a contributor of services is the role of the volunteer as a balancing factor in a highly specialized industrial society where performance is maintained by a proliferation of bureaucratic structures.

A certain amount of specialization and organization is necessary in our highly interdependent style of living, but society also needs the leaven of unstructured relationships, the intrinsic motivation and the generation of fresh, serendipitous ideas which the volunteer is so uniquely able to provide. If there were no volunteers, we would become so overburdened with built in rigidities that we would soon die of societal arteriosclerosis.

My principal assignment at this conference however is to make a viable case for the community dimension of voluntarism. In meeting this assignment I would like to first propose that an agency view its program, clientele, objectives as well as its relation to its volunteers in the larger context of the community of which the agency is a part. This is a large order, but a necessary one. I offer only two of many measures by which a sense of context might be achieved.

First, the agency should realize, to use our theme term, that it is a member of a "community" of related agencies. If it deals with problems of youth, it is not the only youth serving agency in the community. If it is concerned with problems of welfare, it is not the only agency concerned with welfare. If it encompasses the realm of health, it is certainly only one of many agencies so committed. In brief an agency is not an isolate but is part of a network of relationships which to a large degree constitutes the supportive underpinning for its existence. Second it is not sufficient merely to acknowledge that such relationships exist. Some measures must be taken to bring them to life in the experience of the agencies involved. To accomplish this I suggest that an agency define what it regards or PERCEIVES its task in the community to be. I also propose that an agency discover what the community regards



or PERCEIVES the agency's task to be, and that it clarify what the agency thinks the community PERCEIVES the agency's task to be. Such a process would yield three categories of perception and the agreements and discrepancies in these perceptions would provide the substantive basis for the formulation of the agency's own unique context in which it must work.

Consistent with our theme I would urge that an agency share with its family of volunteers the perspective of its community relationships which the above and related measures would produce. In a word, the sense of community context, however generated, should not be the property of the professional staff alone, but should be shared with those who are donating their services to the agency's program. I urge this not merely because such sharing should be a normal outgrowth of the co-worker relationship which volunteering implies but because of the potential outreach inherent in the volunteer's roles and affiliations in the community.

To continue our theme I would also propose that we place the volunteer in the context of what to him is HIS community. If the agency is not an isolate just as emphatically neither is his volunteer.

At this point I would like to describe what is probably the prevailing character of the agency-volunteer relationship. My guesstimate is that this relationship is largely unilateral and built around some sustained or an ad hoc task. An agency has many jobs to do. It calls for volunteers and screens the interests, skills and experience of those responding in an effort to match them with a definite task. Success is measured by effective performance. My premise is that for the most part the relationship between the agency and the volunteer stops with this unilateral arrangement and the performance of this task.

But to accent the theme of this conference such an ad hoc relationship constitutes an extremely limited view of the volunteer as a resource. To repeat: the volunteer is not an isolate. He has many roles, positions and even more affiliations. He has his own array of communicative grape vines. It is the thesis of my argument that these roles, positions and affiliations can be a tremendous resource in the domain of voluntarism - a resource which conceivably could be greater than the sum total of services contributed by ad hoc unilateral arrangements.

Let us be more specific. The volunteer is first of all usually a member of a wide ranging kinship circle. Within this circle comes first the immediate family, then the collateral cousins, and the uncles, aunts, grandparents, etc. Next the volunteer often has a job. This means he is a member of a sizeable payroll. It also means that he has an employer, a supervisor, fellow employees and often subordinates. By virtue of his job he may belong to a worker organization, i.e. a professional society, a labor union, etc.

Again, the volunteer is frequently a member of some non-work organization. It may be a church, fraternal order, civic association, recreation group, etc. Moreover frequently he is a member of several organizations at a time. Through these memberships he enjoys affiliations which have a potential for ramifying to unsuspected outposts of the community.

Thus Mr. Jones may be a volunteer, but he is also a plumber, a member of the plumbers union, active in a credit union, officer in a fraternal order and former Superintendent of a church Sunday School.

Or Mrs. Smith may be a volunteer, but she is a key person in a large circle of kinfolk, an officer in the P.T.A. with a husband who is District Governor of the Rotary Club.

What is the significance of the preceding argument? It simply means that a volunteer has by virtue of his membership in a family and organization and his role as a worker can constitute a gate to various sectors of the community. In brief the volunteer gives an agency unofficial but important ACCESS to the agency's constituent community, access different from and conceivably more effective than that available to the professional staff.

Let us suppose for example that an agency would like to have a better picture of and a closer affiliation with the "power structure" of its community. By "power structure" we mean those persons, organizations and combinations thereof which exert the most decisive influence on the major policy and actions of the community. Parenthetically most members of an agency's staff are only vaguely aware of what the community power structure is and are even less aware of the way in which it operates and is related to the agency's program.

Our task then is to identify the "power structure". We would begin by listing persons who in the recent past or are currently occupying the influential positions in the community's life; for example, the mayor, city manager, presidents of the banks, heads of chamber of commerce, labor unions, manufacturers associations, etc... Second we would locate those who are currently in the process of participating or who have recently participated in important decisions affecting the life of the community; for example, transportation, land development, attraction of new industry, redistricting political boundaries, building a hospital, etc. These we would call the "decision makers". And third we would go to key persons, such as those mentioned above, and ask them to nominate the persons who in their judgment are most influential, i.e., best able to get things done, in the community. Thus we would combine what sociologists have called (a) the positional, (b) decision making and (c) reputational approaches to the determination of the "influentials" or "power structure."

To continue our theme, the probabilities are that most of these persons either are or have been "volunteers" in some agency or project in their own right and could constitute the linkage to the power structure which an agency is seeking to establish. Or if none of the "influentials" are on the list of an agency's volunteers, they would be known, and could be persuaded to become a volunteer in some fashion appropriate to his or her interests and talents, and also appropriate to the agency's need.

What we are attempting to develop here is the point that the "volunteer" can provide ACCESS to the "power structure" in a manner rarely available to the paid member of an agency's staff...The "connections" of the volunteer can be priceless...And his innocence and relative freedom from motives of personal gain, give him an acceptance and a stance of credibility which may in a variety of ways become a tremendous resource to an agency.

But the so called "power structure" is only one example of a more generic feature of community life. The point is that communities abound in subcultures, suborbits of affiliation, special "grapevines of communication," etc... And what we have already said about ACCESS to the "power structure" can be applied with equal relevance to the idea of ACCESS to any of the subentities in a community with which an agency has a reason to establish some linkage. Let us suppose again that just as in the case of the "power structure" an agency wishes to acquire a more definitive picture of and affiliation with say the "Black Community" or an ethnic group such as "Chicanos" or Polish Catholics, etc. The agency could employ the same procedure already outlined above. First would occur the identification of those occupying key "positions" in the subcommunity. Second would be the location of the "decision makers". And third, a listing of those who have a reputation of "getting things done" in those suborbits where their influence is exercised. Again the volunteer could constitute the "GATE OF ACCESS" ... And again because his motives are more intrinsic and less instrumental and perceived as less self seeking he is in a position to be highly persuasive on behalf of the causes to which the agency is committed.

ACCESS THEN IS ONE OF THE TRUMP CARDS IN THE HANDS OF THE VOLUNTEER.

The volunteer has other cards in his hands, or other roles to play. For example he can be a "talent scout" or "recruiter". All we have said above about his family, organizational and job related connections apply as cogently to his role as a spotter, and recruiter of other volunteers as it does to his role as "accessor". All these "connections" put him in contact with a wide variety of persons, some of whom may serve as a potential pool of talent in replenishing an agency's reserve of volunteers. He knows the potential volunteer on the one hand, and the job which will command the volunteer's time on the other hand. In many ways he is in a better position to recruit and match the potential worker with the actual job than a member of a staff who may know the requirements of the job, but who may have only a fragile knowledge of the potential volunteer...

Next let us examine another role inherent in the position of the volunteer. I refer to the role of "interpreter". Again let us invoke the fact of the various affiliations, e.g., family, organizational, and job related, to which we have repeatedly referred above. At this juncture in our argument we are concerned essentially with the domain of communication. In this domain the volunteer has two highly important factors supporting his role. First he has the advantage of face to face relationships. In his family, on his job, and in the life of his organization he interacts with his kin, co-workers and fellow members in a person to person manner. Theory, research and practical experience all combine in emphasizing the powerful influence of personal encounter and dialogue. The sum total of the volunteers' dialogic encounters far exceeds the encounters of a limited professional staff and is far more powerful in its impact than the brochures and news releases that a professional staff may formulate for impersonal distribution to its clientele. In addition to the advantage of the person to person encounter, the volunteer also has the advantage of being able to establish and maintain a stance of credibility in his role as "interpreter." Again we invoke the special character of his motivation. As a volunteer he is acquiring no monetary or financial gain. As a volunteer he is not likely to be bitten by the bug of status. As a volunteer his interest in his activity is less likely to be instrumental, but more likely to be expressive and intrinsic... All this enhances his credibility and accents the trust which invests his role as an interpreter...

Again, in my judgment, the volunteer because of the operation of the factors I have just explained is in a much more strategic position to act as an interpreter of an agency's program than the practitioner of the full time paid professional staff. Both in volume and valence the impact of the volunteer is potentially far greater.

Not only as "accessor", "recruiter" and "interpreter" does the volunteer potentially excel but he may also excel in the role of "evaluator". The strength of his "evaluator" role stems from two categories of fact. In the first place the volunteer is operationally and psychologically much closer to the customer of an agency's service, than are the members of the professional staff. He is "out there" at the receiving end of the service. He is more likely to be in direct contact with the unrehearsed undoctored realities of the agency's service, than is the professional staff. He knows the "grape vines" of communication and can employ them for discovering facts, and can be even more effective in using them for "feedback" to the central office. In this role he is essentially a "listening post" with "antennae" tuned to the realities of the agency's service and well positioned to feedback the information and attitudes his "antennae" have picked up.

In the second place, there is another source for the strength of the volunteer as "evaluator"... He is sympathetic to the agency, but his relations are so "loose", unstructured and unofficial that he can be objective about the agency's operation. Again far more objective than the full time member of the paid staff.

Anyone familiar with the realities of the way in which organizations operate will testify that apparently the first law of organizational life is for an organization to defend itself against criticism... If a staff member attempts to criticize the organization for which he works he runs the risk of alienating himself from his fellow workers, or more damaging, the risk of reprisal from his boss. Thus in organizational life, the power of conformity is apparently much greater than the power of dissent. For this reason change in an agency or a system is usually forced on the agency and/or system by factors originating outside the agency.

For this reason therefore it is clear that the volunteer is potentially at least in a highly favorable position to evaluate an agency, its goals, program and performance in both a constructive and influential manner... He can be constructive because by virtue of his volunteering he is sympathetic with and knowledgeable about the agency's operation... But because he donates his time and talent, and because his status and financial position are derived from sources outside the agency... i.e., in a genuine realistic sense he is outside the agency's control, he is an excellent position, to form a judgment about the work of an agency. He can praise and not be suspected of attempting to gain favors, and he can criticize without fear of reprisal. If he criticizes too much he may not last long as a volunteer, but this fact does not necessarily detract from the validity and power of his potential role as an evaluator.

In an earlier section of this discussion I have made the point that the relationship between an agency and its volunteers is usually unilateral in character and usually confined to the performance of a specific and often "ad hoc" task. I have also argued that by excluding what might be called the community dimension of the volunteer's role, this unilateral arrangement leads to a very limited view of the volunteer as a resource...

In conclusion I would like to apply the theme of the "community dimension" in another way. I propose simply that a greater effort be made by agencies to bring its volunteers together in a kind of fellowship... Such an effort would call for some measures for volunteers to know one another and to develop a collective sense of what their fellow volunteers are doing and accomplishing as a group... They should know one another as persons and know what the collective outcome of their services happens to be... Such an effort would also call for some occasions when volunteers might assemble informally for recreation and/or some programs of recognition... Some of the most effective examples of the use of volunteers I have known

have been characterized not only by a strong sense of affiliation of the individual volunteer with the service he is performing but characterized also by a sense of "community" among the volunteers which the agency has had the foresight to encourage in the inter-relations of the persons donating their time to the enterprise which the agency is intended to serve.

In summary then I have urged in this discussion a greater recognition of the resource which an emphasis on the community dimension of the volunteer would release.

More specifically I have argued that the agency itself should become more aware of the community of agencies of which it is a part. Second I have pointed out the importance of recognizing and making use of the special roles of which the volunteer is capable, i.e., such roles as "accessor", "recruiter", "interpretor" and "evaluator" ... And finally I have urged the development of a sense of community among the volunteers serving the agency... In all this I have urged the community dimension as an untapped resource and as a complement to the customary unilateral ad hoc arrangement which apparently is the prevailing character of the agency-volunteer relationship.

## INTERAGENCY COLLABORATION

Presented by: Prof. George Pickering  
University of Detroit  
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I want to discuss three things about voluntary associations. First, I will make an attempt to say why they are related to the issues of our public life and the prospects for democratic social change. Second, I will offer some reflections on my own rather limited and sobering experience in trying to devise an instrument for collaborative work among a few, self-selected leaders of voluntary associations in their attempt to respond to a dissolving coalition. Third, are some conclusions as to the prospects, the limits and the kinds of collaborative work among voluntary associations which it is reasonable to expect and to promote.

Let me stress that it is voluntary associations which are under discussion in this essay. I have to say this because, ever since Mr. Nixon became the President (or is it the Presidency?), we have been deluged with a whole jargon on 'voluntarism', and we have come to a situation where some clarification of meaning has to be offered before any discussion of the matter can proceed. We hear a number of words that sound alike -- volunteers, volunteering, voluntary activity, volunteer army, voluntary association, -- but it is inconceivable that these words have much more than sound in common. There cannot be any point in talking ourselves into appearances of similarity which lack any common substance in reality. Imagine calling a professional army a voluntary one! That is a compound fracture of the language. An Army is quite the opposite of a voluntary association, and it is not the draft which makes the difference.

If we exclude the ridiculous, however, such as this confusion between a professional army and the aspiration toward a more voluntary society, there are a number of interesting and important relationships between voluntary associations and professional activities. Many of the professions that we have today did emerge out of the voluntary activities and associations of other times. Quite commonly reform and charity movements have eventuated in professions. Social work is an obvious example in our century. And just as commonly, emergent professions have been promoted, developed, defined and made attentive to the ethical problems inherent in their activities by voluntary associations of practitioners concerned to establish "standards" for their profession. By way of introduction, therefore, it is important to take notice of the fact

that voluntary associations may, as we see in the case of professions, play a significant role in giving form to otherwise unruly aspects of our situation by providing not only opportunities for developing relevant activities but also by providing a pressure toward discipline or standards for practitioners of those activities.

Now, the general question of how voluntary associations are related to the issues of our public life and to the prospects for democratic social change is not likely to yield a general answer. There are too many kinds of voluntary associations for that. Some are social clubs. Some are service groups. Some are status expressions. Some are professional in character. Some are oriented to transcendent values while others come into being for one occasion only. Some are public regarding and issue oriented. Some may exhibit several of these characteristics to varying degrees. Some may be partisan while others try not to be.

When I was recently asked by the National Center for Voluntary Action, therefore, to address myself to the question of the prospects for collaborative leadership among voluntary associations, the first thing my mind did was to boggle. Then it turned to the ludicrous possibilities of absurd juxtaposition. What, I asked myself, might the WCTU and the American Legion find that they could do together? Or the Southern Christian Leadership Conference and the White Citizens Council? Or the NAACP and the various anti-busing groups? Collaborative leadership does not seem to be either a likely or a desirable relationship for these pairs of associations, and the list could be multiplied.

Moreover, even among relatively agreeable voluntary associations, there are serious limits to their collaborative prospects. These limits arise both from the character and quality of voluntary associations and from the character and quality of our public life. It is only because I am profoundly concerned about the latter that I have any interest at all in the former. Indeed, some of the principal features of our public life make it very difficult to sustain effective voluntary associations and, to illustrate this, I have chosen some passages from John Dewey's 1927 book, The Public and Its Problems. I have chosen Dewey because, like him, I am a pragmatist of sorts, but also because he illustrates that many of the pervasive and underlying problems which confront and effect our voluntary associations did not come up as recently as we are likely to suppose.



"Indirect, extensive, enduring and serious consequences of conjoint and interacting behavior call a public into existence having a common interest in controlling these consequences. But the machine age has so enormously expanded, multiplied, intensified and complicated the scope of indirect consequences, have (sic) formed such immense and consolidated unions in action, on an impersonal rather than a community basis, that the resultant public cannot identify and distinguish itself. And this discovery is obviously an antecedent condition of any effective organization on its part. Such is our thesis regarding the eclipse which the public idea and interests have undergone. There are too many publics and too much public concern for our existing resources to cope with. The problem of a democratically organized public is primarily and essentially an intellectual problem, in a degree to which the political affairs of prior ages offer no parallel." (pg. 126)

"The ramification of the issues before the public is so wide and intricate, the technical matters involved are so specialized, the details are so many and so shifting, that the public cannot for any length of time identify and hold itself. It is not that there is no public, no large body of persons having a common interest in the consequences of social transactions. There is too much public, a public too diffused and scattered and too intricate in composition. And there are too many publics, for joining actions which have indirect, serious and enduring consequences are multitudinous beyond comparison, and each of them crosses the others and generates its own group of persons especially affected with little to hold these different publics together in an integrated whole." (pg. 137)

"An epoch in which the needs of a newly forming public are counteracted by established forms of the state is one in which there is increasing disparagement and disregard of the state. General apathy, neglect, and contempt find expression in resort to various short-cuts of direct action. And direct action is taken by many other interests than those which employ direct action as a slogan, often more energetically by entrenched class-interests which profess the greatest reverence for the established law-and-order of the existing state." (pg. 31)

Written in 1927, these lines could just as well have been written within the past few years. Concern for the character and quality of our public life, in something like the terms suggested by Dewey, has not been rendered obsolete by either the sheer passage of the years nor unfortunately by the effective pursuit of democratic social change in the meantime.

In speaking of a concern for the character and quality of "our public life," however, I do not suppose for a moment that such a concern is co-terminous with the character and quality of our institutions of government nor with the character and quality of our governing officials. I must say, parenthetically, that the longer I live, the more I find this a comforting doctrine. Initially, I espoused this way of looking at the matter in the hope of achieving a more critical perspective on our politics. Now I find myself insisting on it as an alternative to hopeless cynicism about our possibilities as a people.

Be that as it may, to be concerned about the character and quality for public lives or -- if you will -- our life as a public or the public realm in which we address ourselves to each other and to the issues arising from our living together is necessarily to become concerned about the manner in which those issues are defined, addressed and converted into purposes which can be publicly pursued and politically secured.

It is no simple matter either to understand or to participate in the formulation and reformulation of public purposes in a democratic polity which is also a mass society, given somewhat to the substitution of abstract idealogies for the candid pursuit of more concrete issues. There is an uneasy imbalance between our commitments to a democratic polity on the one hand and our abstract but effective commitments to technology, bureaucracy, the color line and ideology in our social order. The result is that our life as a society is characterized by practically incomprehensible concentrations of power in the fact of which and even in the midst of which individuals have demeaning experiences of powerlessness, futility, aimlessness and grievance when they turn their attention to the problems of our public life. The tendency under these conditions has been for notions of joy, delight, fulfillment, trust, achievement, attachment and even importance to become exclusively private in their field of perceived application.

It might be said, of course, that this tendency pre-dates the emergency of modern social conditions in America. And that is partly true; but it detracts nothing from the fact that this tendency is congenial to and strengthened by the other characteristics of a mass society and that, given the technology, the bureaucracy, the color line, this preference for the private militates against the effective definition and pursuit of the issues of our public life, leaving the field only to those large interests already organized in commercial and governmental forms and thus increasing or reinforcing the popular sense of powerlessness, futility, aimlessness and grievance.

It is in this general situation, I propose, that for better or worse, knowingly or unknowingly, competently or not, voluntary

associations of various sorts do play some role in the process of forming, reforming and - we must also say - deforming public issues as we have to live with them. It is because I am concerned about this problem of the public or, as Dewey called it, The Public and Its Problems, that I am also concerned with the character, quality and the roles - real and potential - of our voluntary associations.

If it is to have any substantial existence, the public is always coming into being around the emergent as well as the established issues of our common humanity. And there is certainly no pre-established harmony between the emergent and the established issues of our common humanity. In general, it may be useful to view the state at any given time, as an instrument for treating or coordinating the treatment of the established issues of our common humanity. And if so, then the Problem of the Public is two-fold:

A. In order to come into being as a body of people capable of coping with newly emergent or newly re-defined issues, the public must oppose at least some of the existing forms of the state.

B. In order, however, to fulfill the purposes and functions for which it is coming into being, the public must finally achieve some representation and/or assume some forms or form of the state.

Because Voluntary Associations in a democratic polity are the citizens' means for citizen participation in the shaping of our common life, it is important to assess their capacities and roles so far as both aspects of the Problem of the Public are concerned. It is this Problem of the Public which sets the context in which we have to judge the viability of existing voluntary associations as instruments of democratic social change, as potential centers for attention, reflection and action regarding our public issues and social needs, as potential bridges from the established to the emergent issues of our common humanity.

As matters stand, however, it behooves us to recognize what a slim and chancy reed of possibility we are discussing. It is impossible to believe that the capacities of our voluntary associations have kept pace with the bureaucratic and technological developments and sophistications which give government and business their peculiarly modern character. And we are, therefore, more likely to consider the range and condition of voluntary associations more as the flotsam and

jetsam being washed up on the shore of our social order by the tides of history than we are to consider the range and the condition of voluntary associations as important constituents and ultimately critical determinants of the shape and substance of our life as a public. The voluntary sector - if I may use that term without seeming to draw any very precise boundaries - functions in relation to our public life somewhat analogously to the way that the market functions in relation to our commercial life -- that is to say imperfectly, but nonetheless as something of an area in which to test and if possible create "demand" for participation around various proposals as to what our troubles are or, as the case may be, what our potential may be in the face of common issues. It is exceedingly competitive sector and it is also that sector of our common life where groups are most dependent on their own sense of what is important for their continued existence.

Collaborative efforts, therefore, are exceedingly difficult to sustain and are not necessarily a good idea in the first place. Coordination, cooperation and collaboration seem to have a ready made pro-attitude in our culture, and in the midst of conflict and trying times, we look longingly to them for the resolution of our difficulties. There is a need, however, to be quite discriminating about the content of various proposals for cooperation within the voluntary sector. For it is quite as unlikely there as it is in the commercial sector that monopoly or even oligopoly is going to be a good solution to the problems being experienced.

By way of illustration, let me turn to some reflections on my own experience in attempting to fashion a collaborative instrument for a few leaders in voluntary associations who were similarly concerned. I was not involved in the initial discussions which eventuated in this enterprise and except for a few personally self-effacing remarks, I will not deal with the personalities or individuals who were involved. We might have been any group of institutionally affiliated, change-oriented pro-civil rights group of intellectuals in the late sixties. In fact, the conversation began around a committee concerned with planning and strategy in the National Council of Churches. The idea began to be bandied about that social change proponents were always being treated as amateurs by the institutions of government and business who always seemed to have in-house expertise, honed to the defense of their existing policies, capable of filling the air with "technical" problems which lay in the path of proposed changes. And when these institutions did not have their expertise on the payroll, they had it under contract with some Institute or another - Rand, Hudson, Urban or otherwise. Now the gentlemen who were parties to this conversation not only felt the

invidiousness of the position which this situation placed them in, they also agreed that if they were going to persist in their concern for social change, they did have a positive responsibility to support forms of inquiry and expertise which would yield a better sense of what ground they did have to stand on. And I must say that their motivation was not simply to buttress their own position, to increase their own bureaucratic standing nor even to justify expenditures to their constituents. If my judgement is correct, their principal motivation lay in the perception - it had already been growing for some time by late 1967 - that the substantial and enduring issues of social change were out running the definitions in terms of which their groups were trying to act upon them and that a rather systematic reappraisal of our social issues from the perspective of what citizens could really do about them was in order. To be sure, they saw problems multiplying in the churches - resistances of all sorts - which could curtail their ability to participate meaningfully in the problems of social change on a national scale unless new interpretations and in programatic directions could be made persuasive to the membership at large. But this problem seemed to coincide with the need for new interpretation and programatic direction which was then plaguing the civil rights movement as well. There was the additional problem that the national churches were being sounded out for their participation in consortia of various sorts and were being asked to support plans and projects so technical in their conception and intricate in their details that proper evaluation was difficult if not impossible, given their existing capacities.

Out of these conversations came a commitment in January 1968 to authorize an Organizing Committee for an Urban Strategy Institute or something like that. This committee was to explore the design for such an enterprise, secure commitments to its support and plan its development. The committee was initially composed largely of nationally prominent Protestant churchmen, a few younger academics and a few consultants from government and business. After the first few meetings, the committee was persuaded that all the problems faced by the churches in this area of concern were general to a certain class of voluntary associations. By January 1969 when the organizing phase ended, there was considerable confusion, and I must say confusion about what -- if anything -- had been organized. The organizing committee had expanded to include 22 institutional representatives, 12 consultants, 6 individuals and 8 staff, including myself under the Direction of Dr. Stanley J. Hallett, who had really been the moving force for the idea. An organization of rather elaborated dimensions was proposed.

It was now called the Commons: An Institute for the Independent Sector. As envisioned, it involved the idea that groups and institutions would join and would submit their programs proposals and problems for research and critical inquiry. As a group, the associational representatives would set priorities on the issues to be addressed by the Commons Staff over any given span of time. The proposal also envisioned a staff of diverse skills - social ethics, social science, consultation, training, economic development - the staff working alone, with each other and with the constituent groups were to produce the studies projects and other materials agreed upon. The emphasis was not to be on joint ventures undertaken by the Commons as a whole. The emphasis was to be on common problems whenever possible and on the exploration of substantial differences as they occurred. Organizational anatomy was to be respected at every point. A low priority was assigned to consensus even in the selection of the staff. Flexibility, diversity, and mutual responsiveness between the constituent groups and the research staffs were considered essential, yet it was thought that beneath all that there could be a level of work which could be carried on in common and as a result of which the individual associations would be strengthened whatever their distinctive emphasis. As concerned this work consisted in (1) Basic Studies - long term analyses of salient issues from the perspective of ethical and political theories; (2) Analyses of Issues and Strategies both congenial and not so congenial to the constituent groups; (3) Case Studies of Problems and Actions; (4) Designs and projects for Community Education; (5) Curriculum development for participating organizations (6) Community development designs and critiques (7) Consulting and Advocacy and (8) and Information System or Flow on matters of mutual concern. Finally, the organizing committee held from that "the minimum budget which might be in sight for the first year's operation is \$400,000.

I believe that this financial figure was the soundest judgement made. But that figure was never met and neither were any of the goals in spite of our protestations that the concept did not make any sense at all unless it was brought into being on the right scale, we went ahead with only about \$100,000 in hand and most of it not from constituent groups. In fact we were still trying to get organized, to get enough support to bring our proposed instrument into being.

However, I do not believe that money was our critical problem. I do believe that we had too many ideas wrapped up in one proposed enterprise -- too many good ideas, too many bad ideas and too many half ideas. By February of 1970, it was clear that this collaborative idea was not going to work. And as I have thought about the matter in the meantime, I think that we might have come to a similar conclusion

even if we had had the money, I had the unique responsibility of informing a foundation that we would not be able to accept their gift of \$25,000 because we could not properly pursue the purposes for which it had been given. It must have been a shock at the foundation because I never received any acknowledgment of my communication.

As I think back on that experience in the light of the considerations raised earlier in this essay, there are four related but distinct problem areas which I believe should be highlighted:

1. Any proposal for collaboration among voluntary associations are political in nature, no matter what else they involve; and they should be considered political proposals. It seems we underestimate the conflict between research on social issues, on the one hand, and consulting with associations regarding their social programs, on the other. Similarly, we underestimate the conflict which is generated by promising both service to the organization and advocacy for programmatic direction. And make no mistake about it, "training" and "education" and "materials development", not to mention "organizational development" are forms of advocacy, no matter how deeply they are buried under the legitimacy of "service" and "expertise".

It is, therefore, practically impossible to over estimate the importance of the general political climate in the community at large for the destiny of any collaborative proposals among voluntary associations. Simply stated, as we were trying to establish the Commons, the "liberal community" in America was coming apart at the seams, and we came apart with it. Our enterprise turns out to be much more an instance of the problem which we were trying to address than any kind of model for coping with the problem. On reflection, I would say that we were still thinking of repairs at a time the problem was to rebuild.

2. By the same token, the level of ferment, estrangement and conflict within voluntary associations has to be taken with ultimate seriousness because collaborative proposals are going to become involved in the resolution of exacerbation of conflicts internal to the voluntary associations. It is wise to be aware of this general proposition; but it is also wise not to be too wise about what it means in individual cases. It is not easy to know whether any particular voluntary associations at any given time are active principles of public purpose or whether they are at that moment mostly

passive recipients of themes and changes generated elsewhere in the society. It makes a big difference for what kinds, if any, of collaboration may be possible and appropriate for particular associations. A CORE which is changing from integration to black power presents one set of problems as to the appropriate forms which collaborative effort might take. A nationally organized Protestant church with caucuses, resistances and long standing commitments will, in the same situation, face quite a different set of problems.

There is, however, no such thing as either non-partisan relations or merely "technical assistance" when it comes to voluntary associations and enter the pursuit or the avoidance of public issues. Representing purposes in public in one of the important marks of a voluntary association. Those purposes may involve singing, remembering the past, celebrating some difference from the rest of the society or attempting to persuade one's fellow citizen of the wisdom of some course of action; but these are all partisan, public purposes. We need to be much more realistic and knowledgeable about the forms that partisanship takes in voluntary associations and in various kinds of scholarship and expertise. Supporting candidates for office is only one form of partisanship, and by no means the most important one for the character and quality of our public life.

3. What shall we say, then, about the prospects, the limits and the kinds of collaborative work among voluntary associations which it is reasonable to expect and to promote? The first answer to that question should be a word of caution about the deficiencies of our knowledge in these matters and the relative scarcity of primary thought about them. Historically, voluntary associations may have been important instruments for the development and articulation of novel public purposes, activities and modes of relationship; but our history has not been very systematically examined from that angle of vision. By the same token, voluntary associations may currently be an excellent index to the character and quality of our public life; but neither the microcosm of particular associations nor the macrocosmic fabric of the "voluntary sector" are currently the subject matter of any very well developed, integrated and disciplined approach to the understanding of how social problems are converted into public purposes. I believe that we can see the beginnings of such developments in recent years; but I also believe that we should remain cautious and tentative in our generalizations. We are in an area of life where the spirit of inquiry seems to be a much more appropriate attitude than the spirit of certainty - and



this applies as much to our quest for action as it does to our search for knowledge.

4. As a result, a good deal of our knowledge has to be stated in the negative mode. Even the spirit of inquiry entails some levels of provisional certainty. For instance, I am convinced that we should not be looking for any single model of collaboration in the voluntary sector, even among associations with apparently similar needs and purposes. The models for collaboration will have to vary with the associations, their needs, their priorities and the issues under consideration. It is most unlikely that there can ever be such a thing as a single model of "leadership training" for voluntary associations. We need to develop understanding and appreciation for the microcosmic realities of particular associations as well as macrocosmic perspectives on how voluntary associations in general function as a sector of our public life. I am certain that just because there is a macrocosmic reality to voluntary associations that does not mean that they can or should be brought together programatically. We are back to the WCTU and the American Legion and the fact that just because they are both voluntary associations does not give them anything actual in common.

There are several other negative conclusions to be drawn from these considerations: (1) The last thing in the world that voluntary associations need is to be "coordinated" in some bureaucratic way either by some government agency or by some quasi-official, establishment organization like the United Way. (2) Nor do voluntary associations need to be homogenized from some ideological point of view, as if they were all just different paths to the same goal. (3) It may seem gratuitous to oppose what nobody is suggesting; but if this undifferentiated enthusiasm for "voluntarism" continues, we shall need to be "on record" as opposing the idea of funding voluntary associations out of some "common fund". I find the results of this idea dubious in the case of social services and I am certain it will be disastrous for voluntary associations. (4) Any National Data Bank, however marvelous the technological possibility may see, is out. The voluntary exchange and coordination of information is one thing and it is quite in keeping with the character of voluntary associations, but any abridgement of the voluntary principle in this case or the creation of an "official" interest in the internal affairs of voluntary associations for anything except explicit criminal investigations must be viewed with alarm. The very attempt to promote

any of these forms of coordination or collaboration would have a deleterious effect on the associational aspects of voluntarism - and that is tampering with the essence. Fragmentation, duplication, and overlapping are primary problems from the bureaucratic point of view; but they may be strengths of the voluntary sector and the necessary condition for their contribution to the emergence of public issues and wider publics. Anyway, attempts to coordinate the so-called fragmentation out of voluntary associations will not work. Even if someone manages to corral some associations, others will spring up to fill the vacuum.

Are there, nonetheless, a few positive generalizations to be put forth on the question of legitimate forms of collaboration among voluntary associations? There are several that occur to me and I am certain that my list is not exhaustive of the possibilities. (1) Voluntary associations which do not agree with each other on anything else could join together to promote empirical research and the development of analytical concepts and methods interpretive of the character and kinds of associational life which we have among us. At least since de Toqueville (I might go back to Cotton Mather) interpreters of American life here called attention to the importance and florescence of associational life in America; but none of the major social theories which dominate interpretation today seem to find those observations felicitous. The result is that the web of associations is not adequately explored either empirically or conceptually. Those who would improve associational life in our time will also need to improve the interpretations of it as well. The case is better made collaboratively in order to reduce the appearance of self-serving motives and public relations goals.

(2) Foundations exist to be badgered. And voluntary associations exist to badger them. That is all that foundations exist for; but it is only a small part of what voluntary associations exist for. I believe that various consortia of voluntary associations should badger foundations to finance periodic surveys of the role of voluntary associations in the shaping of public issues. I believe that this should be done on an issue basis and that no attempt should be made to exclude the normative problems of such surveys. Presumably voluntary associations which are otherwise competitive with each other on any given issue could join together for purposes of supporting such surveys, confident that their perspectives and activities would not suffer from being either analyzed or more widely known. I have in mind such issues as war and peace, the color line, health care, various artistic enterprises, education, poverty and the like. I also have in mind that such surveys would

concern themselves with an attempt to be specific about the organizations, perspectives and activities being sustained relative to these issues as well as an attempt to characterize the general state of the issue. Since such a survey cannot satisfy everyone concerned, they would have to make room for dissenting and rebutting views. I believe that this would prove beneficial for the quality of associational activity, for the quality of scholarship on such matters and for the quality of our perceptions as to the actual character of our public life. Like the first, this is a form of non-consensual collaboration; and we need as many of these as we can get.

(3) A more consensual form of collaboration lies in the formation of similarly inclined voluntary associations to ally themselves with university based research programs, especially on issues which concern them i.e., drugs, health care, the color line, the environment, corporate responsibility, etc. The activities of voluntary associations, to be responsible, need to be informed by the best knowledge available; but by the same token, the frequent weakness of scholarship is that it is not correspondingly informed by the best action available. Both associations and scholarship stand to gain from such relationships. I believe that we know this from our recent past. The interplay between scholarship and activity during the period of the civil rights movement did wonders for the scholarship. And I say that even though I am convinced that we have worlds to go in that field.

(4) I look to a closer relationship in the future between voluntary associations and the movement for continuing adult education. There is much to be explored here; but the grounds for compatibility are present. In many ways, voluntary associations are settings for the continuing education of adult commitments. On the other hand, adults who seek out opportunities for continuing education are as much in search of informed commitments that can be made as they are in quest of personally enriching moments. Insofar as this aspect of commitment can be brought to the fore in an inquiring rather than a revivalist way, then various forms of mutually enriching collaboration can be worked out between voluntary associations and adult education programs.

(5) It may be simply an extension of the last point to say that

collaborative training programs and workshops can be worked out and that diversity of purpose and perspective between organizations need not be suppressed in order to do it. It can be as instructive to explore differences as it can be to develop similarities; and that is a lesson which our nation needs illustrated as often and graphically as possible. I believe, for instance, that some joint programming would be mutually instructive between, say, the YWCA with its commitment to combatting racism as the number one priority and some trade unions who believe that the collar line is more fundamental than the color line. I am sure that there are many other combinations who could collaborate constructively in terms of their differences of perspective.

(6) Finally, of course, there is the possibility of coalitional action, sometimes thought to be the essence of collaborative relations, but not in this essay. There are times when this is the most desirable form of collaboration; but it is the least natural and and most difficult. Probably it is only the high hopes, born of a moment suffused with the emotions of expectation, that can overcome the legitimate fears of losing what is distinctive to particular voluntary associations.

Conclusion In conclusion, if not as summary, let me say that I have tried, throughout this essay to reduce voluntarism from a catch-all enthusiasm to a serious element of our common life. I have tried to point to the Problem of the Public as the appropriate context in which to attempt to understand and assess the variety of voluntary associations which we have. Then I have tried to show that even though we may be justified in speaking of the general role of voluntary associations in a democratic polity, we are not thereby justified in seeing them all as the same thing. Performance of their general role depends on the development of their individual and political differences and on an appreciation by all concerned with voluntary associations for their political character. Finally, I have suggested some forms of collaboration which take seriously the role of voluntary associations in the midst of the problem of the public, which try to increase the creative potential of their diversity, and which call attention to this important sector of our society. It is the political character of voluntary associations which both limits and enhances the forms of collaboration which are possible and desirable.

# THE ROLE OF THE VOLUNTEER IN MODERN SOCIETY

by

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During the coming months I believe we will witness a remarkable transformation in social awareness and social thought in the United States. The American conscience has been reawakened as a result of the disclosures of Watergate, the conviction of Vice-President Agnew, the dismissal of Archibald Cox, and the resignation of Attorney General Richardson and his associates.

There is growing concern and new awareness of the responsibilities of the individual. A new emphasis and new attitudes toward the importance of the quality of the individual's life is emerging. Determined efforts must be made to strengthen and enhance the quality of life by reducing poverty, raising educational levels, improving health and the general welfare.

## Private Efforts

The desire to improve our society is reflected in the efforts of many groups and individuals. Citizen concern and involvement in social issues is important. The growth of federal programs has not diminished these efforts, it has encouraged them.

In almost every sector of the health, education and welfare fields there are some critical personnel shortages. One of the biggest bottlenecks to the success of many of these social programs is the lack of manpower and womanpower. We face shortages of doctors, nurses, social workers -- practically many kinds of professional and skilled workers.

To help solve this problem we must train more professional workers--which takes time. We must also use all the human resources available more efficiently and effectively.

Womanpower is one of the nation's important assets and great potentials. In the coming decade it will become even more important. For as we advance with new health, education and welfare programs we shall find, as we already have today, that their success depends on competent people to implement them. In the health field, for example, the need for womanpower is critical.

There is another reason why we must encourage volunteer activities. A new tide is running in our modern world. More people today than ever before are seeking a meaningful involvement in the great social issues of our time. Health, education and welfare programs are a place where both the problems and the programs converge, a place where in the language of our youth, "the action is."

The cry of youth today is to be heard, to be recognized, and to help solve some of our grave social problems. They are expressing their need for a meaningful involvement in life. Contrary to rumors that youth today is apathetic and indifferent, I think more of them are more enthusiastic, more willing to be involved in social issues and to work for a better world for all people. The response to the Peace Corps, the Teacher Corps and the Poverty Program is proof that many young people today are ready for the challenge of a job to be done.

### Importance of Volunteers

Voluntary activities make possible many of the services that most communities need but might not have for various reasons. Pilot projects initiated by citizens' organizations or voluntary associations are developing adaptable mode programs in many fields; for example, after-school centers for cultural enrichment and occupation of teenagers; community centers for health education and information; counseling and employment opportunities for older persons; aides to homemakers and older persons; parent education programs; day care services for children of working mothers. Once the value of these pilot projects is demonstrated they are quite frequently adopted on a wider basis by public agencies.

Today, voluntary organizations are getting their members from many new sources. In the past, minority groups and low-income persons have been pretty much left out of volunteer work, but they too are now being encouraged to actively participate. It has been found that volunteer activity can be carried out on all levels, depending on the qualifications of the interested individual and the job to be done. In many cases, volunteer service can upgrade a person's skill if it is accompanied by training. It's particularly valuable for young persons in preparation for responsible citizenship, as well as a testing ground for a subsequent career. Volunteer services can also reach out to the retired professional who can contribute highly trained skills.

Volunteer services could be made even more effective through coordinated and imaginative planning among agencies and organizations for recruitment, training and placement. The number of volunteers could also be augmented by tapping the large reservoir of

additional potential among youth, retired people, members of minority groups, and women not now in volunteer activities.

I think we are going to see a further expansion of volunteer activities. The American people's demands and aspirations for health, educational or social services are rising more rapidly than the usual channels can possibly accommodate. There are so many unmet needs. Just take a look around your own community. What are some of the problems and unmet needs? What priorities should be assigned? Although the answers will depend on your own community, your own interests and the time you can devote, there are some problems that are common to most communities and actions that can be taken.

### Poverty

In the midst of the most affluent nation in the world's history, there are still about 25 million Americans who are poor. About 40 percent of the poor are children, many living in city and rural slums. They do not have adequate housing or recreational activities. Millions of these children live in families where the father has a full-time year-around job but still earns too little to escape poverty. The mothers of many of these children would be willing and able to work if there were adequate day-care facilities available. There are nearly 3 million children who need the care and protection that high-quality day care offers because they are in one-parent families or because both parents work and the family has a marginal income.

Meanwhile, it is an appropriate time to take a good hard look at the facilities for day care that exist in your community today. Does your community need to establish more day care centers under the guidance of trained personnel and aids who can give children opportunities to learn and develop their full potential?

Does your community provide day care services in private homes for the child who is not yet ready to participate in group activities?

### Neglected and Abused Children

Children are among the most tragic victims of the tensions of modern life. Thousands of children are brutally mistreated by parents each year. Thousands of others are being reared in homes where they receive too little care because parents are mentally ill or retarded or in trouble themselves. Sometimes children are deserted by their parents. Sometimes they are sick and their parents don't try to get medical care for them. Some must fend for themselves in the home or on the streets without any help or guidance from the parents. Over one-third of all the children served by public child welfare agencies need help because they are neglected.

Although a number of children benefit each year from the services of professional child public welfare workers, there are still several hundred counties in the United States that do not have adequate child welfare services. Other counties have too few workers.

The federal government helps the states establish and develop public welfare services for homeless dependent and neglected children and children in danger of becoming delinquent.

As every community attempts to provide the protection and help that children really need, volunteers can play an increasingly valuable part--working with either a public child welfare agency or the many voluntary agencies in this field.

Volunteer programs in public welfare agencies have been growing since 1962 when increased federal aid became available to help defray the costs of getting them organized and of keeping them operating.

Federal grants to the states can be used to help support volunteer services, either through 100 percent funding for a demonstration project or through 75 percent funding as a regular staff activity. Many state public welfare agencies have one or more persons on their staffs who are interested in developing successful volunteer programs and who know how federal resources can be drawn upon.

### Education

Now let us take a look at what volunteers can do in the schools.

There has never been a time in history when the effort to improve education has been so widely shared.

We want to overcome early educational handicaps of deprived children. We must upgrade teaching staff. We should prepare young people for a world of work which probably will be considerably different than the one today. We ought to be providing life-long learning opportunities. And these are tasks that cannot be left to the educators alone. Parents, school-board members and local officials have to help in this difficult and exacting job of redesigning the educational system. But it is going to take a vast expenditure of imagination, energy and money. Federal legislation has given schools the leverage to work on vital national challenges to education. But it is up to the citizens of their communities to institute the changes they want made in the schools. Working through PTA organizations or other groups, or through your own organization, you can influence the decisions that are made about the educational system.



Many of our cities' schools are in trouble. The need for new ideas from every available source is critical. A wide range of groups and organizations, public and private, must work together. The Junior League, the Urban League, the local Community Action Agency, the PTA, and local Boys Club working together might be able, for example, to devise a better program for dropouts than the school could do alone.

Volunteers working together might start by surveying the school system.

- Does it have adequate facilities?
- Are there a sufficient number of highly specialized teachers for special needs?
- Are services in health, recreation, counseling, job placement and education of the handicapped provided?
- Are parents involved in the educational process?
- Does the school keep its doors open after 3:30 p.m. so that it can serve as a cultural and family center?
- Does the school provide adequate instruction in training for responsible parenthood? Does your school provide adequate instruction in the health hazards of smoking, alcoholism or drug addiction?

### Conclusion

Recently I received from the American Friends Service Committee their handbook for Community Fact Finders. The handbook was prepared by the Community Relations Program of the Committee as part of their Investigation Action Project which was designed to find out how our current domestic policies are affecting communities and what they are doing about it.

I commend the handbook to volunteers who wish to appraise programs in their communities. The handbook suggests specific areas for volunteer studies such as the impact of revenue sharing, health services in the community, and the need for legal services. These are three important areas in which volunteer community groups can develop information, ideas, and proposals which will affect local, state and national policies.

The energy crisis presents an unusual opportunity for voluntary action at the neighborhood and community level. To conserve gasoline it would be desirable to organize car pools for many activities such as taking children to school and bringing them home, attending meetings of the PTA in the evening, and similar activities. Local volunteer groups could get together to evaluate and to coordinate community activities in such a way that heating

oil and electrical energy would be conserved. It is entirely possible that school attendance could be shortened during the winter months but extended during the summer months and thus result not only in a reduction in the use of energy but also a saving in expenditures by school systems.

Another important area of volunteer action is in the development of local telephone reassurance programs for aged, disabled, and home-bound persons. Community or neighborhood telephone service which contacted such a person at a given time each day would enable many home-bound persons to obtain emergency services if and when they were needed. Many older persons lose contact with relatives and friends as they become older and are not able to go about their normal chores, but a telephone contact service would bring a great deal of help and satisfaction to these people as well as make sure that when medical or other services were needed that they could obtain them promptly. Such volunteer services could be organized by retired persons who were still active and able-bodied.

With the growing number of old people who are retiring earlier, it would seem that their services could be utilized to help in dealing with the problems of delinquency, dropouts, and recreation programs for children and youth. A more vigorously organized community campaign that brought old and young people together in common interests and programs might do much to overcome the generation gap which is such a significant social and political problem.

From community health centers to the neighborhood school, the need for volunteers is tremendous. Practically every city has programs established but they need people to evaluate, criticize defend and explain them. And in every community new programs are also needed. They may be programs to meet a basic welfare need, such as an organization of self-help community programs in neighborhoods, or they may be programs such as cultural activities designed to enrich the life of the community. But whatever they are, they need the support of volunteers.

Citizens' participation is essential if community problems are to be resolved. Only through a vast cooperative partnership of public and private interests can the quality of life for all citizens be raised. And as we all come together to assess and extend our resources to increasing numbers of people, our own daily lives become more meaningful--and the future will glow a bit more brightly.

## APPENDEX

The following materials are available on request from the National Center for Voluntary Action Clearinghouse, 1785 Massachusetts Avenue, N.W. Washington, D.C. 20036.

1. Outline of Main Points of Presentation, Michigan Conference, Oct. 21-24, 1973  
Denny Dudley, Bell Laboratories.
2. Self Help Groups  
Dr. Donald Traustein, School of Social Welfare at State University of New York at Albany.
3. The Volunteer Professional  
Virginia Stuart, Director, Call for Action.
4. Volunteers in Health and Community Services  
Lincoln Land Community College.
5. College Council on Community Involvement (CCCI)  
Description and "Bill of Rights" of CCCI student volunteer clearinghouse project.
6. Graduate Level Education for Voluntary Action Administrators  
Donald Traustein, Ph.D. (School of Social Welfare) and Walter Balk, Ph.D. (Graduate School of Public Affairs) State University of New York at Albany.