

**100,000
HOURS
A
WEEK**

*Volunteers
In Services
To
Youth and Families*

National
Federation of
Settlements and
Neighborhood Centers



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100,000 Hours

A Week

VOLUNTEERS IN SERVICES TO YOUTH AND FAMILIES

Report of a conference held December 1964, in Chicago, Illinois, sponsored by the National Federation of Settlements and Neighborhood Centers Training Center, and made possible by a grant from the Office of Juvenile Delinquency and Youth Development, Welfare Administration, U. S. Department of Health, Education, and Welfare, in cooperation with the President's Committee on Juvenile Delinquency and Youth Crime.

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of kids

Introduction

Canton
Ohio

The "Whys" of the Conference on Volunteers

The purpose of the conference was to review a number of current programs and experiences related to the prevention of delinquency and carried on by *volunteers* in settlements and similar agencies throughout the country. The focus was on *direct services given to children, to youth, and their families*. The conference aimed at stating a number of principles that might help settlements to develop guide lines for the teamwork of professional and volunteer workers in such programs of delinquency prevention as tutoring and study centers, and services to families.

One of the conference participants, Thomas Thompson, executive director of Big Brothers of Oakland County, gave us another aim through his well-composed remarks exposing myths we have all heard from time to time.

"Myths About the Volunteer"

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1. *Something so new and different and untried is doubtful and risky!*

"Let's remember, however, that volunteering and 'volunteerism' is over 100 years old in this country and that volunteers were responsible in large degree for the beginning of the social work profession.

2. *Volunteers will harm or weaken our profession!*

"Perhaps now that we have so fondly clasped professional status to our bosoms we will be able to reinstate the valid and helpful collaboration between professional and volunteer.

3. *They will overstep their bounds!*

"Not really, unless their bounds are poorly described and poorly supervised. Volunteers seem to have no more significant difficulty in relating to their jobs than the professional. In both cases, poor job description and poor supervision are fatal.

4. *They don't have the training! or, they can't be trained!*

"Volunteers can be trained. However, their training is not to produce a semi-professional but a fully-developed volunteer who can relate both to program and professional.

5. *They don't have the time!*

"Remember this: you and I *and* the volunteer *find* the time for anything which moves us sufficiently.

6. *They won't maintain their interest!*

"Let us recall that the interest, dedication, and enthusiasm that the volunteer brings is unique and can inspire program and professionals. We have found that the maintenance of volunteer interest is directly dependent on the ability of the agency to so do."

Another purpose was brought out by the remarks of Mrs. DeLeslie Allen, vice president of the National Federation of Settlements and a "career" volunteer for the past thirty-five years. She was one of the resource persons at the conference.

"I started as a teenager. My first equipment was that I knew how to drive a car and that I could get 'X' number of Thanksgiving baskets into the car. I was given a list of people and 'Lady Bountiful' went out to give the baskets to the *poor* families.

"In the next job I found myself equipped with a green smock at the reception and intake desk of the old charity organization, getting the case histories of all the people who came in.

"The point I'm trying to make is that 'volunteerism' has come a long, long way since those days.

"I was also in on the 'deaths and burials' shortly after World War II. In the community where I lived they killed the Volunteer Service Bureau because, they said, with the war's end there is no more need for volunteers and the Community Chest can save money by burying the Bureau.

"That was several years ago. Now there is a great difference in the approach to 'volunteerism.' Agencies want volunteers; they recognize their usefulness.

"I, personally, am grateful to those staff members who, as I worked in various agencies, took the time to do some 'care and feeding' of me . . . staff members who said, 'Look, here's a paper; go home and read it.' . . . or 'Take this book. I think you'll be particularly interested in this part' . . . or ~~'There's a meeting tonight. Would you like to go with me?'~~ . . . or 'I'm going out to do an interview for a study we are making. Would you like to come along and make notes for it?' And I'm grateful to the executives, too, who took the time and trouble to attend to the 'care and feeding' of this untrained lay person. I'm grateful because it was through such means that a whole new world opened to me.

"As a volunteer I may never be able to communicate this feeling to the professional. You, in this room, have understanding, knowledge,

and the skill for working with volunteers and contributing to their development. When you go home, one of the things you can do—and I think this is peculiarly the job of the professional person—is to get this knowledge of what the trained volunteer can do out into the field.”

The conference was told that the National Federation of Settlements estimates volunteers give from 75,000 to 100,000 hours of service each week in settlements in the United States. The current wave of volunteer tutors, many of whom are college-aged, recalls the students of Cambridge and Oxford who went to London and founded Toynbee Hall, the beginning of our settlement movement. Today’s volunteers are strengthening our services to youth and their families and creating programs of new vitality in our ever-changing settlements.

Additional information on volunteer programs that serve youth and their families will be found in two other reports recently published by the National Federation of Settlements and Neighborhood Centers. These are *Neighborhood Centers Serve the Troubled Family*, and *Young People and the World of Work*.

We are grateful to all the participants, to Mrs. Palmer, the able editor of this report, and to the Office of Juvenile Delinquency and Youth Development of the Department of Health, Education, and Welfare whose grant of funds in cooperation with the President’s Committee on Juvenile Delinquency and Youth Crime made possible the Conference on Volunteers.

ARTHUR HILLMAN, PH.D.
Director, Training Center,
Conference Leader

January 1965

I—Volunteers in Tutoring Programs

Problems and Principles in the Use of Volunteers in the Hyde Park Neighborhood Club (Chicago, Ill.) Tutoring Programs

Reported by JOHN H. RAMEY, *Executive Director*

I am very pleased to be with you today to discuss the role of volunteers in settlements—more specifically in the Hyde Park Neighborhood Club. I have worked in many organizations in the past 20 years as a volunteer and in several as a supervisor of volunteers, and am very much committed to the position that volunteers have a continuing, if perhaps changing, role in the community organization pattern of our society and particularly in the future of settlements and neighborhood centers. The volunteer's role is in spite of, or perhaps a product of, the sometimes appearance of increasing professionalization (specialization of role in our culture) of social workers and others leading our centers. Our ongoing general problem is to assess our needs and match our resources and then to use these resources in appropriate ways—and this also includes specifically the use of volunteers.

Hyde Park Neighborhood Club has developed through all the usual stages of use of volunteers in its 65 years; even in the 10 years of my administration, it has gone through shifts in response to changes in the community, in the field of social work, and in our larger society. I believe we still have much to learn and hope to go away from this seminar with many new ideas to consider for possible workability with the needs of our situation. We are struggling in this area to learn more and only hope that our experience is valuable to you.

What I propose to do here today is to indicate, briefly, first the various capacities in which our organization presently uses (and in some instances does not use) volunteers; some general problems and principles (not necessarily in systematic order) which I believe we must face in the use of volunteers; and third, the development roles of the volunteers in our study centers as a case example.

The Hyde Park Neighborhood

I should describe our service area to you briefly. The one and one-half square mile area includes 60,000 persons of every racial,

economic, religious, occupational, educational, national, or other group in this country. It is entirely residential and institutional with the University of Chicago main campus entirely within it as the primary institutions. Hospitals, thirty churches, two colleges, three private schools, community service facilities; Y's, parks, the Club, and seven public and two parochial elementary schools round out the picture along with the main line and community stations of the Illinois Central Railroad and necessary commercial institutions. The area has been in the process of urban renewal and redevelopment for about ten years. The community is heavily middle class with a large number of lower and a few upper class residents scattered throughout. Almost all Board members live in the service area as do most of the volunteer workers and the supporting contributors.

Traditional Roles of Volunteers

Aside from our study centers (to be described more extensively) the Club has used volunteers in many of the traditional ways. Our fund raising efforts, whether direct personal solicitation, a direct mail effort, or one of the six to ten major benefit activities held each year, involve hundreds of friends and neighbors as volunteers in selling tickets, writing or producing plays, tagging on tag day, selling Christmas Trees (\$8-\$10,000 worth!), bazaars, movie benefits, dances, art fairs, pancake day, ice cream social, etc.

Most of these activities, of course, also serve a community cultural or social need and thus have a program as well as a fund-raising function.

(*Note:* In Chicago the Community Fund provides about 40% of an agency's budget, never more than 50% of the contribution need—after earned or fee income—which in HPNC's case is about \$70,000 in 1964. It must be noted that in this situation the Board of Directors is large, 50 persons.)

About 50 teenagers are used as volunteers in our summer Craft-mobile and Playlots programs, for their own benefit in leadership training as well as for service.

A large corps of women, housewives mostly, meets weekly as a group to work on clerical tasks such as checking mailing lists, about 13,000 names are maintained, stuffing mailings, sorting, counting, tying, and collating.

The Club has three affiliated service organizations: The Auxiliary, daytime meetings mostly for unemployed housewives; the Business and Professional Women's Auxiliary, and a Men's Service Club. The large membership of these groups constitutes a ready pool of volunteers.

The Club does not now use volunteers for club group leaders for reasons I will mention later, although ten years ago this was the primary

role of volunteers in the agency and the primary source of group and activity leadership!

Basic Premises on Use of Volunteers

In the area of general propositions, I believe one comes first: the staff must believe that volunteers can do a particular job satisfactorily. If the professional staff believes only the staff can do a given job, the case is hopeless.

Second, as with any assignment in an agency organization, if it is administratively sound, volunteers must be able (and willing) to do a job efficiently. It is in these areas of efficiency and effectiveness that agencies are going to be increasingly challenged in the next few months and years. The handwriting is on the wall; unit cost accounting is going to hit us through unified accounting procedures proposed by the National Social Welfare Assembly and our Community Chests and Funds. We're feeling it hard in Chicago. So we must know that we are investing in leadership training, or in interpretation of service, or some other goal, as well as getting service when we use volunteers, if it can not be demonstrated that they are less costly than the same amount of service provided by paid staff. At the same time they must be as effective or we must account for this by lower cost figures, too. It was because we discovered a continuously decreasing supply of good group leadership capable of meeting the increasingly higher demands for quality of service in our community that we switched to part-time paid personnel. It simply is less costly and more effective to supervise workers who spend no less than ten hours and as many as 20 (or full time) on the group leadership job when one considers the cost of the recruitment, training, supervision, longevity, and regularity of such personnel in relation to agency goals for group development and achievement in a given area, in a given city, at a given point.

Thus, my third generalization hinted at in several places above: the role of volunteers in a given agency is, and should be, dependent on a great many factors varying from time to time in the life of a community, and the decision as to the role should be part of a clearly goal-directed agency administrative process accountable to the community as is any other facet of operations, not just a historical legacy or romanticism. A volunteer referee who is of marginal skill can be a disaster when a good paid referee is needed.

Fourth, some population groups will not respond as readily at a given time as others to requests to volunteer. Right now the Negro minority group, the Spanish speaking, and others do not respond as readily. Sometimes the image of the agency, sometimes the skills and socio-economic factors (such as a high percentage of working mothers) affect the group's response. Special efforts to recruit or design services to involve persons from these groups in significant responsible roles in

the individual agency may be necessary, and is, as a matter of fact, necessary for our group of agencies as a whole.

The Beginning of the Study Center

These propositions, and a number of others which I shall bring out below, plus a wide variety of community organization considerations led the administration, the Board, and the staff of the Club down a long path beginning in February 1962 and culminating in the opening of the Hyde Park Study Center in September of 1962. It is, I believe, an unusual story of the drive and skills of hundreds of volunteers working together with the professionally-oriented neighborhood center to develop and carry on a most dramatic and needed new type of program service. Ours was one of the first few study help and/or tutoring programs in Chicago and certainly one of the most ambitious in scope of service to a single neighborhood. Including others of similar to radically different purposes and design, there are now about 150 such programs known in the Chicago area.

Supplementary educational services on a private agency basis were conceived in an interagency committee on Youth Services Planning of which I was a member. Previous to the opening of the program an "ad hoc" committee met for eight months. It examined the educational needs of the children in the area and planned the study center facilities and program. A questionnaire sent to parents of children in a neighborhood parochial school brought an overwhelming affirmation of the need. And over 100 parents in their replies said that they would help in developing and operating the study center. The conclusion of the Study Center Committee was that some service was needed in the area to supplement and support the education provided by the City of Chicago. Children on the bottom educational rung of every classroom needed help in order to do satisfactory work themselves and in order not to retard the overall educational processes in the room, the school, and the community.

On the basis of the preliminary study, the Committee was convinced that there were sufficient skills and resources available on a volunteer basis to provide a program of quality. Through supervision by the administration and the volunteer Committee, the Club felt it could and must assure that the Study Center would not be a sub-standard program in order to enlist the support of the local school officials.

The Committee located an old liquor store nearby, owned by the City Department of Urban Renewal. It was available at a token rent. Committee members scrubbed the rooms, painted the walls, made study tables by topping old bar tables with old, rounded ping-pong tables, "scrounged" chairs from a shoe store, obtained library equipment from a library which was moving, etc. The Committee care-

fully worked out a program plan which initially included a library and a study and homework help room. It was decided that tutoring and other functions could be added later as staff, skills, and facilities were developed. And this did happen fairly rapidly with tutoring in English added in mid-November. The bookshop, tutoring in math, special programs, trips, and reading clubs were gradually added.

The Volunteers in the Program

Recruiting, training, and assigning of volunteers (by volunteers, of course) was the next major focus. Volunteers came from all walks of life; most of them have college degrees. Some are teachers and some students, some are social workers, some are housewives, a few are businessmen and women, and a few have special training in remedial reading. It should be noted that the planning committee gradually became a steering committee and constituted itself as the core of the operational staff. Committee members gradually took on specialized functional assignments as well as supervision of others working in these areas, or, additional committee members were recruited who could handle such assignments. These specialized functions included the chairmanship, librarian, study room supervision, interior design and development, paperback book shop, tutoring supervision, publicity, and volunteer recruitment. Eventually a Wednesday morning work group was added in order to sort and catalogue books and other materials necessary to running the Center.

Orientation of the Volunteer

Before opening, much time was spent in orientation and training sessions by the Committee and the modest group of about thirty volunteers who had been recruited. Operational procedures and materials were discussed and developed. Registration cards, membership policies and rules, flyers, instructions to volunteers, etc., had to be written and mimeographed.

Staff and committee meetings were held weekly through the summer and in the fall, after the September 17 opening, in order to iron out the bugs—whether these were of the nuts and bolts and wires variety or the problems of discipline.

Originally it was thought that the Center would be operated with three adults, other than tutors, at each session. When 65 children registered on the first day and the attendance maintained itself over the first week, it became obvious that the need was more nearly six persons. After the need for additional volunteers to man the operation on its six day per week, two and three-quarters hours per day schedule became obvious, a quick call for volunteers brought many responses. Because of the storefront location, some persons even just stopped by to see what had cleaned up and moved into the old tavern. Many such were

recruited for service. All of the Club's contacts and resources, of course, were thrown into gear to overcome each obstacle to a smooth operation and to work toward success, but the basic operation was done by the volunteers.

Some persons gave heroic service as the project developed; and some became overwhelmed and had to withdraw—a real hazard in volunteer assignments. In mid-season the first tutoring supervisor had to be replaced because of the size of the job and her obligations to her family. The chairman worked endlessly, despite a job and family, and was named Chicago Volunteer of the Year for 1963 as a result of her persistence, creativeness, and hard work in bringing the project to maturity. The librarian was a semi-finalist for the same honor in 1964 for her work. We felt this was little enough recognition. We know that honest recognition for a job well done is needed in a good volunteer program and we are prone to let this aspect slip by.

After the staff was enlarged to six on duty each day it became obvious that various specialized roles needed even further definition and that some processes of regular screening and assignment of volunteers would have to be developed. Some people were not skilled or suitable to work with the children. They helped on morning work groups or benefit activities. Some could not help with homework; they registered children, collected fees, checked books in and out, etc. Others were recruited by chairmen for special areas such as the book sale or the benefits, or reading club discussion leader, or special program leaders. In general, any new volunteers, unless of known skill, are now asked to start as library helpers, registration assistants, or helpers at the book "check-in" desk until acquainted with procedures and the children, and until we are acquainted with them. Then other opportunities of serving as a study helper, tutor, reading club leader, etc., are made available if appropriate and after orientation and training for these assignments is given.

About 90 volunteers comprise the staff of Hyde Park Study Center and 50 that of the Kenwood Community Study Center now. There is in both centers a largely different group in the summer than in the winter because of interference of vacations and the shift in summer to morning hours.

Continued recruiting, referrals for tutoring from the schools, and the good word about the Center drove registration up to over 600 children in the first winter season with about 40 to 60 present on any given day, according to the sign-in sheets. This was far beyond expectation and it has been most gratifying that this high level of usage continues into the fifth season (counting winter and summer separately). It also points out the reason why by the beginning of the first summer it became apparent that one part-time staff member was needed to provide continuity and coordination. A student, a former

volunteer, was hired for the summer. A housewife, a former volunteer and committee member, was employed in fall of 1963 in this position and continues in it today. This helped greatly in the differentiation and coordination of volunteer functioning and in the liaison with the central staff of the Club, the administration, and the group workers. Systems of intra-agency referral were developed where special needs were identified.

The use of students on one semester assignments from a local teacher training institution was tried in the tutoring program but proved unsuccessful because of the shortness of the school term and the students' lack of skills. However, as a group, these college students worked well and learned more themselves serving in homework help relationships.

The children being tutored are assigned to one person on a regular schedule of one or two hours per week throughout the season and supervision is provided the tutor for this process. Tutors may have one to four tutees each. A group, primarily men, was recruited by an interested member of the committee, to tutor in math on Saturday morning in a separate storefront area.

The two study centers also have been used on an informal basis by individuals or teachers to motivate and give experience to persons for inner city school teaching. Some committee members and volunteers have been encouraged to seek degrees or teaching certificates or positions. Others have been encouraged to social work careers. These are processes which we are encouraging and trying to analyze so that they can be made a permanent benefit to the community also.

The Hyde Park Neighborhood Club has analyzed that it can use the group worker supervisor effectively only when the volunteers are willing to give a minimum of ten regular hours a week each over a fixed period of time. In the study programs the Club feels that volunteers are sufficiently efficient and effective at this point in history, and that their service fits the goals and meets the needs of the community of the agency, and of the participants in the program.

Opening of Second Center

In the spring of 1963 the Club began consulting with a group of representatives of local schools, PTAs, and a community social organization in another slightly more remote section of its service area looking toward the development of another center there to serve three public and one parochial school. The Kenwood Community Study Center was opened in October of 1963. There are significant differences in the two centers which are more fully described elsewhere.

In brief: 1) the organizing committee was representational; 2) there is no library; the children are walked to a local public library branch; 3) it is not in exclusively used facilities but in loaned facilities in a community building primarily rented to a retarded childrens' organization and thus not available on Friday afternoons or Saturday or before 3:15 p.m.; 4) some services are therefore scattered to other sites; 5) the committee has to raise all of its own direct cost budget; 6) a part-time staff member was hired from the start (the former volunteers' chairman of the Hyde Park Study Center). But, as a problem and process in community organization, each of the aspects of the new situation has been analyzed and solutions worked out as the steering committee saw best.

In fall of 1964 the half-time of a professional social work staff member of the Club (with specialization in community organization) was assigned to supervise the two part-time coordinators, to work with the committees, and to assist in the further development and refinement of the Study Centers. This assignment directly relieved the workload of the executive director at a time when the agency is embarking on a building fund campaign and construction program. The latter is important to mention because the Hyde Park Study Center must be rehoused in the new addition before the Department of Urban Renewal demolishes the old tavern late this year.

For the Club, a very important by-product of the involvement in the formal educational processes of the community is the growing awareness of the large corps of volunteers and the staff and Board of the exact dimension and structure of the social, political, and educational problems creating the need for such services. It is hoped that there will be a growing ability to translate this into constructive action to improve the overall educational, social, and cultural opportunities for the children of our community, city, and nation and to develop even more services as they become apparent and an effective and efficient means is developed.

It had been hoped and planned that with the quality of service and staff organization attained by the fall of 1964 there could be developed a full scale study to evaluate the tutoring process using volunteers as this affected long term achievement in school. This did not come to pass. However, a questionnaire sent to teachers in one area brought a 100% response, showing their interest in the program. The majority of responses indicated greater achievement by the tutees than before and were favorable. Whether or not the children who are tutored are progressing in school because of tutoring remains to be proved. The Club has no doubt about the effectiveness or efficiency of the volunteer in the Study Center programs. But we shall continue to try to improve the quality of the service and to evaluate it more effectively.

It is interesting to note that this study center area of service was conceived, developed, and is operated largely by volunteers. This is typical of the whole history of the settlement and neighborhood center movement and of its various types of service. As a matter of fact, the idea of supplementary educational services using volunteers in a settlement is not new at all (Jane Addams had a study room in Hull House very early) but the intensity of the needs has changed, and the forms and structures of today's services have changed, and today's volunteers have brought into being new dimensions and vigor to the concept of which we are pleased to have had a small and hopefully enabling role. It will be most interesting to one to see how this develops as the future unfolds.

* * *

Note: Written materials describing the Hyde Park Neighborhood Club's Study Centers programs from various perspectives include:

- 1) *After School Study Centers*—Volunteers in Remedial Reading, by Gayle Janowitz, 1964, 33 pp., 35¢ by mail from Hyde Park Neighborhood Club, 5480 Kenwood Avenue, Chicago, Illinois 60615, a manual of technique for tutors and supervisors.
- 2) "Community Action Provides Study Centers for Children," by Sonya Guttman. *Chicago Schools Journal*, February 1963, pp. 224-9 (reprints available @ 10¢ from Hyde Park Neighborhood Club).
- 3) "And Suddenly It's Fun to Learn—Study Centers are opening new doors to knowledge," by Muriel Beadle, *Midwest Magazine of the Chicago Sun-Times*, Sunday, April 5, 1964, pp. 6-12, a few copies available @ 15¢ or see your library.
- 4) *A Brief Discussion of the Study Centers of the Hyde Park Neighborhood Club* by John H. Ramey, 2 pp. free from Hyde Park Neighborhood Club. Discusses and compares the structures of the two Hyde Park Neighborhood Club Study Centers in relation to their needs and resources.

Aid to Urbanization—The Tutoring Programs in Chicago

Reported by JOHN HOBGOOD, *Human Relations Officer,*
Chicago Commission on Human Relations,
Mayor's Committee on New Residents

The Mayor's Committee on New Residents coordinates volunteer tutoring programs in Chicago. We are deeply committed to the tutoring movement because volunteer tutoring early demonstrated its remarkable effectiveness as an aid to the process of urbanization. Through tutoring programs involving their children, new residents are reached and helped in their adjustment to the ways of the city. The crucial factor in the effectiveness of the tutoring movement is that volunteers

can furnish a personal face-to-face human concern for the newcomer and his educational problems that no agency and no school system has enough personnel to accomplish.

Beginnings of Tutoring Programs

Volunteer tutoring in Chicago did not begin as a government sponsored program. It began in March of 1962 when six students from Northwestern University decided that they wanted to become involved in a volunteer service that was a little more significant than stuffing envelopes at some agency.

This group noted the effectiveness of the Sears Roebuck YMCA program in Lawndale for school drop-outs, and began a tutoring program with the drop-out that had mixed results. As many of the older drop-outs in the Sears "Y" programs tended to drop out of tutoring as well, the Northwestern students shifted their emphasis to work with children in elementary school and early high school who were having academic difficulties and who were in danger of dropping out of school. This group of six student volunteers quickly grew to more than 300 students from Northwestern University. A few weeks after the Northwestern project began, the volunteer tutoring movement began at the University of Chicago. In rapid sequence the number of Chicago tutoring programs grew from one in March of 1962 to 151 in November of 1964 involving 8,500 students and 3,600 volunteer tutors from the city and the suburbs. (May I add that you almost need a ticker tape to keep up with the number of new tutoring programs developing in the Chicago area.)

This rapid expansion was accomplished through the efforts of college and high school students, members of churches and synagogues, fraternal groups, business service organizations, and interested adults from many walks of life. If one were to put a price tag on volunteers' time and add up the many small personal expenses involved in terms of dollars and cents, the combined efforts of the 3,600 volunteer tutors of Metropolitan Chicago would equal a sizable foundation grant.

Broadening Goals of Tutoring Programs

Volunteer tutoring does represent an expansion of supplementary educational services that have gone far beyond the original service to elementary and high school students who were in need of extra help. Most of the new tutoring programs soon attracted youngsters who were doing good work in school but were interested in additional help. By allowing good students to benefit from the services of volunteer tutors, many programs have lost their purely "remedial service" reputation in the community, thus increasing the popularity of the program among youngsters who take pride in the interest of a volunteer tutor.

Many tutoring programs also supplement their academic work by trips to museums, art galleries, and college campuses.

Frequently, successful tutors would find that whole families would show up with the youngsters who were receiving help. Impressed by the number of parents who were willing to suffer the embarrassment of being taught to read and write with their own children, many tutoring groups began classes in adult education which concentrated on literacy problems, job preparation, typing, and home economics. These adult education programs were staffed entirely by volunteers who would secure classroom space from parochial school buildings or in settlement houses. One day-program combined a literacy program for unemployed mothers with a nursery school for their pre-school children. The volunteers are wives of graduate students at the University of Chicago who have small pre-school children themselves. The graduate student wives place their own children in the nursery school while they teach the mothers. The relationship established between mothers becomes very meaningful when (as a by-product of the tutoring program) they attend rummage sales and discuss inexpensive recipes.

The tutoring movement has tremendous significance because of the unifying effect it has among people of varying backgrounds within the city as well as among the people of the city and the suburbs.

The tutoring programs' success in terms of helpfulness to the whole metropolitan community is very marked, both for the volunteer and for the person he is trying to help. For example, the one-to-one or one-to-two relationship between tutor and tutee brings the volunteers into contact with the residents of the inner city in a closer way than most programs make possible. As a result of volunteer tutoring many individuals from the suburbs have gained an understanding of what it means to live in the inner city. Contact with the people of the inner city is an invaluable help in correcting much loose thinking concerning the "ignorant," "lazy" people who "would rather receive public assistance than work." The suburban volunteer can always contribute a great deal to any discussion of urban problems by saying, "Come, see for yourself."

After noting the valuable experience gained by volunteers many schools of education and several universities and high schools interested in giving their students a meaningful service-oriented experience are using tutoring and related activities to give their students a chance to know the inner city. Should the student of education later be assigned to teach in a problem area he suffers less cultural shock from his initial experience in a slum school. As the tutoring relationship is an informal one, the teacher-to-be gains a broader view of the whole child than he will get later in the more authoritarian school setting. The tutoring projects which have the volunteer tutor in the child's

home are particularly valuable for future teachers. As a professional teacher, the one-to-one relationship of tutor and tutee will be one that will be no more than a fond memory unless, of course, the teacher is assisted by volunteer tutors. Many volunteers have gained so much satisfaction from tutoring that they have changed their vocational aim to teaching or social work. Tutoring programs have definitely become an effective recruiting tool for applied social science.

For the child who is being tutored an extra benefit has been the enlargement of his environment. Children who had never been out of the ten-to-fifteen block radius of their homes have been taken to see a university, taken on trips to the country, and on visits to the public library. Another benefit has been the stimulation of interest in higher education on the part of high school students who are being tutored in their last two years of high school. One tutoring group has a college prep program going at a girls' vocational school. In addition to furnishing information on existing scholarships, several volunteers have secured college scholarships for the students they are tutoring by making known the need for additional help at their own colleges. Another effect of tutoring in Chicago has been the establishment of study centers in the suburbs by suburbanites who have recognized that the culturally disadvantaged are by no means confined within the city limits of Chicago.

Foreign Students Volunteer

An interesting development in Chicago is the fact that about fifty foreign students studying in Chicago area colleges have become involved with several volunteer tutoring programs. This group, which includes some students from the so-called "underdeveloped" nations, constitutes a sort of reverse Peace Corps. These foreign students tutoring in the inner city have a very positive relationship with people from one "underdeveloped" section of the United States. Volunteers also benefit from association with others who are tutoring. I remember one group of suburban college students who decided to tutor in Chicago in order to help the "poor Negro." They were quite surprised to find Negro school teachers participating in the orientation program for new tutors, and to find that they were joining hands with several Negro volunteers from the neighborhood who were already tutoring at this location.

College curricula have been modified as an outgrowth of tutoring experiences. At several locations in the city those interested in the Spanish language and culture are tutoring Mexicans, Puerto Ricans, and Cuban refugees. Several students who are studying Chinese language and culture are working with Hong Kong refugees. They found this a very satisfying experience in spite of the fact that they

soon learned their Mandarin Chinese had limited use, as most of the Hong Kong refugees spoke Cantonese.

Tutoring's Role in Education

The rapid expansion of tutoring in Chicago has also created many problems and raised the question of whether tutoring should be part of the formal Board of Education program. Let me first state that many of the questions that arise when non-professionals become involved in education can be clarified by explaining what our definition of volunteer tutoring is. It is definitely *not* a substitute for professional education. The tutor is needed because he does what parents would do if they had the skill and education to help. The educational skills found to be adequate for volunteer tutoring range all the way from those possessed by professional educators to the skills of volunteers with college or even good high school educations. The combination of an adequate educational background and the interest and time to devote at least one hour a week to volunteer tutoring over a period of at least three months, are the essential resources of every volunteer tutor.

In neighborhoods where parents have insufficient education to guide their children, tutoring centers are important and should be continued. It is a rare occurrence for an illiterate child to come out of a home where the parents are literate unless there has been some terrible family tragedy. Conversely, if the parents have a third grade education from Mississippi, or if they do not speak English, they are at a tremendous disadvantage when they want to assist in the education of their children. Help is also hard to find outside the family in poor neighborhoods without the assistance of at least some volunteers from more fortunate parts of the metropolitan area. The problem of parents not being able to help their children academically is not confined to people with marginal educations. Only last month my little daughter came to me with some questions on the "new" math. Now I never did very well with the "old" math, let alone the "new" math. It was with an acute sense of embarrassment that I told her to "run along and play" while I hastily consulted with my wife.

Where parents are not sufficiently interested in their children, or one or both parents are absent entirely, the personal interest of a volunteer tutor can do much good beyond purely academic achievement; this is as true of an ADC family without a father as it is of orphans. In one orphanage where tutoring was started last year, we learned that over half of the orphans were a year or more behind in their grade level. When tutoring was started among those who were behind in school, many youngsters with excellent academic records also requested a volunteer tutor. The need to relate to a

person outside the institutional setting was strong regardless of the educational problems involved.

The academic effect of volunteer tutoring has only just begun to be researched extensively. Much research must be carried out in order to determine how much academic improvement can be achieved through volunteer tutors. Numerous examples of individuals who have been helped are in the files of many of the tutoring projects. However, we must await the results of the extensive research now under way by the University of Chicago, the Illinois Institute of Technology, and the Institute for Juvenile Research, before we are able to get an overall picture of the effectiveness of volunteer tutoring in Chicago.

Soon after the first tutoring programs were established, the Chicago Board of Education opened 12 after-school remedial reading centers; when the centers were opened they were saturated with students almost overnight. Many of the students who were put on waiting lists turned to the volunteer tutoring centers for help. When you consider the fact that an estimated 225,000 children and adults in the Chicago area alone are functionally illiterate, it is easy to realize that there is a place for supplementary volunteer tutoring both within and without the school system. The vast majority of the volunteer tutoring programs in metropolitan Chicago have an excellent relationship with the formal education program through the district school superintendents.

The Part the Mayor's Committee Plays

The direct services that the Mayor's Committee on New Residents gives to volunteer tutoring in Chicago are given in many ways. We sponsor a meeting of leaders of the tutoring programs once a semester at which common problems, tutoring materials, and tutoring techniques are discussed. The Mayor's Committee on New Residents has prepared posters, tutoring bibliographies, and other materials for the orientation and use of tutors. During the fall, spring, and summer we compile a listing of volunteer tutoring programs and keep the listing up-to-date.

The Mayor's Committee on New Residents now has foundation funds to expand the help given in tutoring programs. One new staff person will be a master teacher who will act as a consultant and "trouble shooter" at tutoring centers, develop materials, and organize a library and materials center. The other staff person will work with colleges, universities, and high schools to recruit additional volunteers and to help develop courses that will make use of tutoring in the college curriculum.

Anyone who visits in the homes of the inner city recognizes the need for study centers. Creating a climate in the home that would be

conducive to study requires great diplomacy and much time. By providing some of this time, the volunteer tutors help not only the child they are working with but the entire metropolitan community.

Volunteer tutoring serves as a gateway for urbanizing the culturally disadvantaged and is a means by which the volunteer begins to understand the problems of the poor.

* * *

Note: Written materials published by the Chicago Commission on Human Relations, Mayor's Committee on New Residents, 211 West Wacker Drive, Room 1332, Chicago, Illinois 60606, include:

- 1) *A Bibliography for Volunteer Tutoring*, compiled by Mrs. Elizabeth Davey, Director of the Murray School Reading Clinic.
- 2) *The Volunteer Tutoring Program—Who and Where.*

Quality in Volunteer Tutoring

Comments on Talks by Mr. Ramey and Mr. Hobgood

EVELYN S. BYRON, *Former Director of Volunteer
Bureau, Welfare Council of Metropolitan Chicago*

Mr. Ramey's description of his tutoring program at his agency's Study Center is an excellent example of the effective and efficient use of volunteers in meeting a special community need—in this case, service to under-achieving children. From his report we have heard the extent of agency staff commitment in the direction and supervision of approximately 100 volunteers involved in this one tutoring program. We see here a volunteer program based on the accepted standards for all volunteers, i.e., careful selection, orientation, and supervision by qualified staff or qualified volunteers. With this kind of careful direction it is possible to evaluate the benefits of the program to the children, as well as to assess the service of the volunteers.

I feel it is important to stress the need for these same standards in the direction of any tutoring program. We should certainly be able to expect that the established community agencies give as much thought and consideration to volunteer tutors as they give to volunteers in any other phase of their programs. To assure a degree of success with the children demands service of real quality from volunteers. Since most of the volunteers have never done this before, they certainly are entitled to as much help as possible, not only from education experts but from our professional agency staff familiar with the needs of their children.

Mr. Hobgood has described the mushrooming of the tutoring program in Chicago and the proportions to which it has grown. Tutoring units have sprung up in all parts of the city—and under all kinds of auspices. It is so widespread, as his report indicates, that it would be impossible to evaluate it as a whole. Individual agencies and schools have been able to do this to some extent in terms of its educational values, but with the constant movement and turnover of the student volunteers, and the turnover of the children, no one agency or organization could possibly keep up with all the facets of this phenomenon in Chicago. The Mayor's Committee on New Residents has been the one agency that has served as a city-wide clearing point not only for locations but for groups who want to volunteer and for the distribution of materials. It has held workshops for leaders of the various tutoring programs, as Mr. Hobgood has reported, which have been an excellent medium for the exchange of experiences and for discussion of the problems. From the point of view of the objectives of the Committee on New Residents, this widespread involvement of students and adults in the tutoring program has been of great significance in bringing about a better understanding between people of different races, creeds, national origins, and economic and cultural backgrounds. There is no doubt about the values to the volunteers from their participation.

The main point, I believe, that we must keep in mind is that the over-all community values must be judged also in terms of the quality of service rendered by the volunteers, and the tangible and intangible benefits to the children served. For this we must depend on all the community agencies involved in sponsoring the many units of the tutoring program. It is the responsibility of each operating unit to provide proper facilities and equipment, and to give direction and support to the volunteers. Since so many of our group-service agencies are involved in this, it is to you that we must look for sound organizational patterns that will help us to make the most effective use of these new groups of volunteers and to evaluate this new volunteer movement.

Teenage Volunteers in Mount Pleasant Community Centers (Cleveland, Ohio) Tutoring Project

Reported by MRS. PHILLIPA KIRALY,
Educational Coordinator

Financed by a grant of \$15,000 from the Cleveland Foundation, and guided by several pilot projects conducted by the Center the previous year, the Mount Pleasant Community Center Tutoring project

became a full program last fall. One hundred and thirty high school volunteer tutors were recruited through organizations such as the church, the temple, and youth groups. Youngsters from suburbs all over the area responded to the need and the project has had no difficulty in securing volunteers.

Each prospective tutor was personally interviewed by the Center's staff. Qualifications included a "C" average in their high school work as well as an interest in children and the job of tutoring. Those who volunteered from a sense of obligation were weeded out; those found unsuitable for other reasons were turned down. Actually, the project attracted the most outstanding high school youths, teenagers who were involved in all major activities in high school.

In the initial interview the demands of the project were made clear. The tutor must be prompt, he must take the orientation class, he is expected to serve for at least one semester. As a result of this "standard-setting," the project has had few problems of attendance or "fooling around."

The high school tutors are divided into groups of 25, each with a supervisor who is usually a housewife who volunteers. At the orientation session, an elementary school teacher is present to answer the tutors' questions. The tutors, as a rule, work out their own methods; they are indeed unorthodox in their approach. For instance, they may take the children to the supermarket to teach them to read and to the gas station to learn the application of arithmetic. (Reading and arithmetic are the two subjects tutored in this program.)

In the initial interview, the coordinator makes up a simple checklist of characteristics of the high school volunteer that helps the supervisor match the tutor to the child. The list notes such things as whether he would be more comfortable with girls or boys, whether he is shy or outgoing, and other special qualities.

Choice of Pupils

The supervisor then matches the child and tutor. The children in the program are in the second to the sixth grades and are referred by their teachers. The teacher gives a description of the child's abilities and his status in school along with the recommendation for assistance. Children who are mentally retarded or very disturbed are not included in the program. Those who are nonreaders are assigned to a special teacher, qualified to handle such cases.

After the orientation session the tutor is pretty much on his own. He develops his own methods suited to the child he is tutoring. Within two or three weeks of working on basics, the tutor has usually pinpointed the child's troubles and worked out an attack on the problem. During the tutoring session, a supervisor is present, roving from group

to group. Through many written bulletins, the tutors share their ideas and methods and the coordinator keeps a flow of enthusiastic materials coming to them.

The tutoring programs are held in public and parochial school buildings, in libraries, churches, and other public buildings, all of them within six blocks of where the child goes to school. In a building there will typically be 25 tutors and about 40 children plus the volunteer supervisor. The sessions are held one day a week after school.

Everyone knows that children are starved after school and so the supervisors provide apples and cookies at this time. Responsibility for attendance is placed with the parents of the children, but often, should a child be wavering in his interest, the tutor will call the home the night before the session. If there are family problems, the agency pays a home visit. It is customary to schedule two children for each tutor so that the high school volunteer will not be disappointed should one of the youngsters not appear for his tutoring session.

Every tutor is encouraged to ask the family to attend at least one tutoring session. In the nonreading group, the mother is asked to sit in on all sessions if possible. (The nonreaders meet twice a week if their schedules permit.)

Evaluating the Program

After six or eight weeks of tutoring, a simple form is sent to the child's teacher to help evaluate the tutoring program. It asks such questions as, Has he improved in his academic work? How much? Has he improved in his motivation? How much? Most teachers reply affirmatively, but it will probably be ten years before we know how valuable the tutoring programs are academically. Last summer the tutors also started evaluating the program, and the children too wrote evaluations. Their remarks were delightful and very revealing.

For many of these youngsters a trip to the library is a major excursion. Few have been beyond two or three blocks from their homes. Each tutoring center has a library and the publishers have been most generous in responding to requests for books. The tutors select books for the children knowing their interests and their abilities.

At the end of each program, Mount Pleasant Community Centers give their tutors certificates, and keep records on each tutor that may be used for his college or job references later, but the major satisfaction to the tutor comes from the knowledge that he personally is helping a child and the warm relationship that often develops in the semester of tutoring.

The high school volunteer tutor has been a success in the Mount Pleasant program; because of the age nearness he is able to identify with the child, and because he often has younger brothers and sisters

he is used to helping. The turnover is high, for the demands of high school are great, but even the tenth grader has proven his worth in our program as a volunteer tutor.

Note: Written materials on this program include a 60 page guide for tutorial programs in settlements, *You Can Tutor Too*, available for \$1.00 from Mount Pleasant Community Centers, 12714 Union Avenue, Cleveland, Ohio 44105.

ON ACRONYMS

"This participant (Thomas Thompson) has been aware of the tendency of our civilization to 'bureaucratize' and alphabetize. We particularly like to develop such tricky, two-way euphonious combinations as NATO, SEATO, CORE, PACE, VISTA, and STAMP (Student Tutoring and Motivation of Parents). This participant is somewhat jealous in that he has never been able to create such an alphabetical icon. Therefore, with the inspiration provided by this meeting, I intend to go back to my community and create a new agency, thus: Redirected, Unilateral, and Multifaced Plans to Elevate Lower Strata and Timid Individuals and to Liven and Train Scared Kids In Need—RUMPELSTILTSKIN."

Adult Tutors and High School Friends at Carver Community Center (Schenectady, New York)

Reported by GERTRUDE A. KEEFE, *Executive Director*

Two programs depending entirely upon volunteers are "Tutoring" and "High School Friends." One uses adults and one uses teenage volunteers. Both have in common the one-to-one relationship which can be a factor in recruiting and training volunteers. More people feel capable of working with one child than a group. The bond of personal friendship that develops between the volunteer and the child retains the volunteer in the program.

The tutoring program of the Carver Community Center of Schenectady operates four evenings a week in the classrooms of Washington Irving Junior High School. Part-time workers supervise two evenings each. Their salaries are paid by the New York State Division for Youth with matching funds from the Junior League. At present, 50

tutors are at work and ten are in training. Most tutors work one evening a week, although a few work twice a week. Practically all of the students attend twice a week, taking a different subject on each evening. Therefore, each student has a relationship with two different volunteers.

All students are in junior or senior high school. Most have been referred by guidance teachers because they have average or above I.Q.'s and are not performing according to their ability. Many have a poor attitude toward school. The two supervisors follow up on all students by visiting parents and conferring with teachers and guidance counselors. Since the neighborhood schools are involved in Project Able, an enrichment program for "deprived neighborhoods" under the New York State Education Department, relationships between agencies and schools are very complementary. Faculty groups and the Assistant Superintendent of Schools are consulted often.

The Volunteer Tutors' Background

Who are the tutors? Of the 50 now active, 30 are men. The majority work in the General Electric Research Laboratory. Several are engineers. Three are college professors. Of the women, some are computer programmers; some are school teachers or retired teachers; and two are housewives. Practically all have advanced degrees. The maturity of the tutor and his personal interest in his student are as important as his command of the subject matter. Two years ago, the majority of the tutors were college students. While they were valuable as models for identification, their vacations and exam schedules interrupted the progress of the students. Therefore, an attempt was made to find more adult tutors. The latter have proved to be more understanding of the students and of more help to them.

How are they recruited? Newspaper publicity is a prime factor in initial recruitment. Individual Board members recruit friends or members of other groups to which they belong. Talks to various religious groups recruit some tutors. It is important when recruiting to keep emphasizing the fact that training will be provided. Many people hesitate to volunteer because they think a tutor must be a school teacher in order to qualify. This block must be overcome in early publicity.

Once the program is successfully launched, satisfied tutors will bring in enough of their own acquaintances to double or triple their own number. The people recruited by them come in with a pretty good understanding of the program and have few illusions as to what is expected of a tutor. Many dedicated tutors who can not return for a second year have found their own replacements.

Another good source of recruitment was a feature article in the *General Electric News*. This gave public recognition to those em-

ployees serving as tutors and brought more from the same company.

At the time of application, a tutor is impressed with the fact that he must attend regularly without fail and is warned that while the same courtesy is requested of the student, he must expect that there will be days when his student is absent without notice and he, the tutor, will have given his evening in vain. If a volunteer can accept the job on these terms and fully understands the importance of his commitment, he is eligible for the training course.

The Training Course for Tutors

Two evenings are devoted to training sessions. Besides the content, these sessions are valuable in that the individual volunteer meets all the others who will be working on the same program. He is apt to feel proud to be part of such a distinguished group and to find so many other service minded people in his own town. The first training session includes: facts on the neighborhood; information on Project Able; the place of the agency in the community; a listing of all other agency services. The second session is devoted to the importance of the personal relationship, how to establish rapport and how to write records. This fall, a group of teachers from the neighborhood school took part in the session to interpret to tutors the academic problems peculiar to students in this area. Their presence was valuable.

After recruitment, training, assignment of students, a typical evening of tutoring runs as follows: At 7:15 p.m. the tutors check in with the supervisor in the Faculty Room. Students arrive at 7:25 p.m. As each student checks in and meets his tutor, they go off to their room together. Each pair is assigned to a separate room. This assures maximum attention and the privacy needed to develop a personal relationship. (At the first session of each year, parents are invited to come along and meet the tutors. More than half of them do. Later in the year, parents are invited to come and confer with tutors.) Any student who does not show up is telephoned immediately. If he has no phone, a home visit is made the next day. In some cases, a tutor has volunteered to make a home visit that very evening. The quick followup impresses upon parents the importance of the program.

Supervision of the Tutor

The length of time spent in a tutoring session depends upon the attention span and needs of the child. Most stay at least an hour; some have to be reminded to leave at 9:00 p.m. When the session is over, the tutor escorts his student to the door and returns to the Faculty Room to write his report and consult informally with the supervisor over a cup of coffee. This is the time when the tutor may raise any questions he has about his student. The supervisor may share with him at this time any pertinent information about the student.

Often the tutor needs information which the supervisor does not have on hand. He writes his queries under "Comments" on the report form which he fills out. During the week, the supervisor follows through on these questions. This may entail obtaining particular subject matter from a teacher, a check on a student's eyesight, or looking into a home situation that the child has revealed as upsetting. It is the personal help from the supervisor that gives the volunteer the feeling that he is not working alone, that his student's problems are soluble because people are working together to solve them. Volunteers also need constant assurance that they are doing a good job. They often become discouraged if their students do not progress rapidly. When report cards come out, the tutors are as anxious as parents to know their students' marks. Guidance from the supervisor is a key factor in helping tutors maintain a perspective.

While the personal attention of the supervisor to individual tutors is the most important part of the in-service training, group methods are also employed. Two or three times a year, the tutorial session may be shortened so that tutors can be together for part of the evening. This is an opportunity for discussion of common problems or a chance to bring in a speaker such as a guidance teacher or a reading specialist who gives tips on how to deal with reading deficiencies regardless of subject matter.

Tutors are related to other agency volunteers via parties and programs planned by the Board Committee on Volunteer Training and Morale. At least twice a year all volunteers—tutors, club leaders, specialists—come together for training and fellowship. The highlight of last year's program was a dinner prepared and served by one of the children's clubs, followed by a discussion, led by volunteers, of the relationship of agency objectives to various phases of the program. Currently a meeting is being planned around reports from staff members who have recently attended professional conferences. These occasions not only make the tutor feel a part of the whole larger agency, but also show him that he is a part of the greater field of social work.

Project STAMP

An outgrowth of the tutoring program is Project STAMP (Student Tutoring And Motivation of Parents.) This is a research project set up with the aid of a research specialist from the public schools. Criteria for selection were set up and 30 children randomly chosen. Ten who were not involved in the tutoring program were chosen as a control group. Ten were enrolled in the regular tutoring program as a second control group. Ten were placed in the experimental group. These ten received the same tutoring as the others but their mothers agreed to attend group meetings on alternate weeks and have a worker

visit their homes between meetings. The purpose is to test the effect of parent motivation upon student achievement. The project is now in its second year. It was made possible by the Junior League's matching funds for STAMP alone during its first year. These funds were extended during the second year to support both STAMP and the regular tutoring program.

Evaluation at the end of one year showed that none of the three groups had raised their school grades significantly. However, two individuals in the experimental group showed marked improvement. All members of the experimental group remained in tutoring the entire school year while exactly half the control group dropped out. The experimental group had a much better attendance record. Attendance of the mothers at group meetings was much higher than for any other adult group in the agency. A concomitant finding was that most of the families had overwhelming home problems which had to be overcome before parents could even concentrate on motivation of their children. The need for a family caseworker in the area was pointed up.

The prestige of taking part in a research project attracted many more volunteers to tutoring. Because of its sponsorship by the Junior League, husbands of four League members are taking part. Public sanction of the program by the Superintendent of Schools has added to its importance. Volunteers are attracted to a successful enterprise of community-wide importance.

The "Friends" Program

A related program, staffed by younger volunteers, is "High School Friends." This program for elementary school children was set up by a joint committee of agency staff, elementary school principals, and specialists from the education department. The committee decided that elementary school children needed an experience richer than ordinary tutoring. They need to broaden their horizons and have experiences that will make their school work more meaningful and enjoyable. They need to identify with an older student who considers school to be fun and is also someone they can admire.

The original "High School Friends" were a young people's group from a Jewish temple. Like the adults, they soon sold their friends on the idea until groups from four different high schools became involved. Unlike the adults, only two of the 30 high school volunteers are male.

Elementary school children are referred who have potential but are developing a poor attitude toward school. Each young child is matched with one high school friend. Everyone meets one afternoon a week after school; ten couples meet on Wednesday in the largest

room of the agency; 20 couples meet on Thursday in the hall and Sunday school rooms of a neighborhood church.

The program is individualized according to the needs of the children. Typical activities include play around language development such as hand puppets or creative dramatics; around reading development such as playing scrabble, making scrap books, writing a newspaper, playing with flash cards, holding spelling bees. The importance of the individual relationship is emphasized by each high schooler walking his friend home at the end of the day.

The same principles of working with adult volunteers apply to working with high school volunteers. The importance of regular attendance, however, needs more stress and has been strengthened by a "volunteer's contract." Status is given to the job by the requirement of a written recommendation on each high school volunteer by guidance counselor or principal. This can be an important factor. Since all the high schools are out of the neighborhood, transportation to the agency is provided. Transportation from the agency to their homes is worked out by their own parents. Only three of the teenagers live in the neighborhood.

The training sessions for this group were geared to "learning by doing" and group problem solving rather than lecture. Group meetings are held after each session to discuss the afternoon's program. Report forms are filled out.

A variation on this program is carried out in the summer under the name "Friday Fun." Day Camp is held only four days a week. On Friday, the counselors make home visits. Those campers who want a Friday activity spend the morning in recreational reading on a one-to-one basis with teenage volunteers. The aim of the program is motivational rather than instructional.

Teenager volunteers are included in all agency programs whenever appropriate. They have the same needs for attention, esteem, recognition, esprit de corps as the adults. It is important that they be given the best possible supervision, because a good experience now will prepare them to volunteer as adults.

Note: A summary of the values of Project STAMP after one year of operation has been completed by the Carver Community Center. Dr. Clarence Spain, Research Consultant, Schenectady Education Department, participated in the evaluation along with Miss Keefe and Miss Phyllis Greenfield, project worker.

The Future of Volunteer Tutoring Programs

Highlights of a Discussion Lead by ELISABETH C. DAY,
Ed.D., *Field Secretary, National Federation of Settlements
and Neighborhood Centers.*

*(The report reflects various viewpoints expressed during
the discussion.)*

Will tutorial programs now under the auspices of settlement houses be ultimately taken over by Boards of Education? Will settlements demonstrate tutorial programs as they did kindergartens and then transfer them to tax-supported structures?

In New York City, after six years of sponsorship by a private agency, the Public Education Association, the cost of volunteer tutoring programs was assumed by the Board of Education. Last year about 20,000 children referred by schools and 600 volunteers recruited and trained by the Public Education Association were involved in this tutoring program. It is anticipated by the Public Education Association that an arrangement may be made with neighborhood houses in the city to carry on during the summer. Thus it may be that perhaps the eventual answer will be that much of the tutoring program will be given to the schools while some parts of it remain a private agency responsibility.

Tutoring programs in the settlement and settlement-sponsored study centers have put "fun" into learning. The tutoring center brings a different approach to education—understanding of the child from the culturally deprived, low-income family. Centers have an advantage in being able to be completely non-authoritarian and able to deal with small groups or with one-to-one relationships.

The question can be raised, Will the volunteer feel as good working for the Board of Education as for a settlement? The volunteers' reactions will vary, but, after all, the 600 volunteers referred to above were working under Board of Education auspices. An important value of the present programs is the respect given to the volunteer tutor by the child and his family for the time the tutor donates. There is the fear that if an official body takes over there may be a tendency to simply add to the budget and hire more teachers to tutor. On the other hand, there are those who hope that the volunteer programs of today will become the professional paid programs of tomorrow, just as social work once was all volunteer and now is a profession well paid and employing large numbers of people. A genius of the settlement house has been to demonstrate programs, often under

volunteer leadership, which are badly needed and which achieve professional standards and ultimately professionally trained workers.

The vast numbers in the public schools tend to produce "mass anonymity" and make it difficult for any teacher to give individual attention or show personal concern. Perhaps a value of the tutoring program will be to speed the time when classes will be smaller in public schools and individual attention the usual pattern.

The tutoring programs in private agencies have had influence on children outside the program by increasing respect for education, developing a feeling that it is "worthwhile to study." If these study-help programs have broken the back of indifference to education, so common in many neighborhoods, perhaps the settlements may move on to encourage other aspects of education such as use of the library.

Tutoring programs are but one of many innovations which have made settlements exciting places to work these past few years. Now there may be a danger that the new programs may become traditional, that we may develop a "vested interest" in tutoring; certainly these programs have a public relations value for the settlement in attracting new volunteers, developing new sources of financing, and new understanding. Through these programs, white suburbanites have become acquainted with the inner city and its problems.

No conclusive evaluation of the academic values of the study-help centers has been made, but the response to the tutoring programs seems to indicate a direction for change in education. In saying this, however, it is important to remember that the schools cannot close the gaps caused in lack of family environment or cultural deprivation. Other institutions must change to keep pace with the change in the family. The settlement must take up some of these roles formerly played by the so-called extended family where grandmother, aunts, and uncles were a part of family life. In many families found in settlement neighborhoods today there is only one parent, or both parents are working. This calls for adaptations by all institutions—not just the schools.

When a settlement plans to demonstrate a program and then turn it over for permanent sponsorship to another body, such as a tutorial program being transferred to a board of education, the arrangement and provision for doing this must be built into the original program design so that participation takes place from the beginning. When the schools and the settlements work in partnership on such services the changeover is easy. The settlements are traditionally the experimenters. With the relationship in the experiment shared from the start, transition to the school is not difficult whether the volunteers go along with the program to the school or whether their energies are channeled into other services needed in the community.

II—Volunteers Serving Families

Volunteer Friendly Visiting Services to Families at Toberman Settlement House (San Pedro, California)

Reported by LOUISE LARSEN, *Executive Director*.

Purpose and Background (From the Evaluation Report of the Bureau Analyst).

In the fall of 1961, the executive director of Homer Toberman Settlement House suggested the development of a demonstration friendly visiting program for selected clients of the Bureau of Public Assistance served through the San Pedro sub-office of the Long Beach District.

The specific objectives of the program were stated as being:

1. To recruit, train, and supervise volunteers in the Harbor area as friendly visitors.
2. In cooperation with the Bureau of Public Assistance case-workers, offer friendly visiting services to selected clients from Aid to Families with Dependent Children caseloads.
3. Through the friendly visiting program to work toward increasing the involvement of these families into community activities and resources, raising the level of the families' general aspirations, and increasing their integration into the community.
4. To evaluate the effectiveness of such an approach to serving families with social welfare problems and to add further knowledge about the role of volunteers in public welfare services.

It was further proposed that the volunteer, as a neighborhood based person, could establish a peer relationship between the "problem" family and its "normal" neighbors and motivate the former toward positive change. In addition, it was believed that the use of trained volunteers would provide a low cost program which would extend the service of the social worker and bring about a more constructive type of cooperation between the Harbor community, Toberman Settlement House, and the BPA.

This proposal was subsequently approved by the State Department of Social Welfare and became operative on June 1, 1962.

The Project Method

Under the joint sponsorship of Toberman House and the BPA, the project was located at Toberman and staffed by one Bureau social work supervisor, an intermediate typist clerk, and volunteers recruited from the community at large.

Volunteers were recruited from church and club groups by staff and Board members. They ranged in age from 24 to 70; their educational background varied from one person who had not completed high school to those with graduate training; the majority had completed some college work.

Each volunteer was required to attend a three-week training course meeting once weekly. After this an assignment conference was held with the BPA supervisor; at this time background information regarding the family was given to the volunteer and she was prepared for her first visit to the family assigned to her.

The volunteer made a weekly visit to the family; in times of crisis in the family more visits were made. The volunteer had a regularly scheduled monthly conference with the supervisor; she wrote brief reports on each visit with the family; the supervisor was available for additional conferences and for telephone conversations at any time.

The supervisor made the initial visit to the families, explaining the purpose of the volunteer's assignment and securing agreement for receiving services. The supervisor also talked with the school principals where children attended who were in families receiving service. The school principals, attendance officers, and school nurse were invited to contact the supervisor at any time in regard to these children.

The supervisor and the settlement executive met with the Bureau of Public Assistance caseworkers who were working with the project families to explain the purpose and the method of the project. After that the supervisor maintained contact with the caseworker assigned to each family.

Two luncheon meetings were held for volunteers and BPA caseworkers assigned to the families, so that they could become acquainted. Several group meetings were also held for the volunteers.

The families were referred to the project by the Bureau social workers. The following criteria were used:

1. The family would be receptive to friendly visiting service.
2. There were children under age 18 in the home.
3. There would be some evidence that the family could use the services of a volunteer.
4. The family would be exhibiting some problem in normal functioning, such as poor school attendance, inadequate child care, poor home management, etc.
5. The family would be receiving AFDC.

A total of 169 families were referred. Of these, 60 were given service; 29 were designated for the control group; 56 were rejected or assistance was discontinued.

The problems considered as being suitable for help from this service had to do with encouraging recipients to make use of community resources to meet health, educational, and recreational needs; to improve various aspects of housekeeping and child care, and to provide adult contact for the lonely, withdrawn type of mother.

Most of the families referred manifested many problems but the most frequently occurring problem found was illness, either physical or emotional. The second in order was below average school achievement or adjustment. Inadequate budgeting, home management, poor meal planning, poor child care, and the lack of job skills and employment opportunities were other areas of concern.

Services Given by the Family Welfare Volunteer (Based on a report written by Mrs. Lenore Schwartz, Public Assistance Supervisor for the Project).

Finding ways to help families use medical resources, including psychiatric and dental care, was an important service to many families. This was achieved in many ways. Sometimes the volunteer took the parent, or parent and child to the clinic; sometimes she helped the mother write down and follow the schedule of clinic appointments. Often the volunteer acted as baby sitter so that the mother could go to the clinic.

In one instance the volunteer discovered that a mother of three children had been resistant to medical care because she was afraid that she had cancer and might die from surgery. From the moral support she received from the volunteer she was able to go to the General Hospital where a diagnosis other than cancer was made; from subsequent treatment her health improved.

Service was given to a Mexican family by a Spanish speaking volunteer. The mother was obese and diabetic. The volunteer was able to get the mother to follow through with treatment resulting in weight adjustment. There was physical and emotional improvement, and noticeable improvement in the cleanliness and attractiveness of the home.

Often the volunteer went to the hospital when a child was seriously and suddenly ill, staying with the mother several hours, giving emotional support until the emergency was over.

Many families received help in relation to school problems. In some instances the volunteer gave tutorial help to children, usually in reading and spelling. Often the mothers felt inadequate to participate in conferences with the school authorities; volunteer visitors have been helpful in arranging such conferences, and encouraging the mothers, many of whom are now able to do this for themselves.

In two instances the volunteer encouraged a mother to attend school. One mother who was quite withdrawn and was receiving group therapy at the Mental Health Clinic was helped by the volunteer to complete tests for vocational counseling, and subsequently enroll in a typing course, with the plan of later becoming a PBX operator. The volunteer cared for the children while the mother was being given this help; she also visited the mother in the evening, providing some companionship for her.

Another volunteer helped a Mexican mother enroll in a class for foreign speaking persons. This mother is now taking more interest in activities outside the home and is learning how to make applications for employment. Her son's asthma attacks have also lessened.

In addition to helping recipients use medical resources and become better related to school, the volunteers have helped families use recreational facilities. They have taken families to parks and had picnics so the family could be together. They have helped families use the local library, and to use various services at the Settlement House.

Volunteers have helped families find better housing; have helped them improve their homes through securing equipment, curtains, rugs. They have helped a number learn how to budget their AFDC grants. They have helped in securing clothing and have given small inexpensive gifts such as combs, lipstick, etc.

The husband of one volunteer visited with her occasionally in the evening, and during one visit showed the boys of the family how to assemble a towel rack he had brought.

The elements of encouragement and emotional support are present in all of the contacts between volunteers and recipient families. There were a number of instances when unusual support was given. One Mexican family which is composed of three AFDC cases, including the out-of-wedlock children and two daughters, has had volunteer service for 11 months. The home was substandard; there was illness, truancy, and prostitution in the family. The members of the family were shy and fearful of the community. The volunteer, who spoke Spanish, succeeded in establishing a relationship of trust and confidence to the extent that the family felt free to ask for help with everyday problems. The volunteer succeeded in getting the diabetic mother to clinic regularly, helped the teenage girl improve her appearance through service at a beauty college so that she returned to school, helped the family find better housing and improve the standards of housekeeping, and, in general, helped this family of 13 persons move toward more acceptable and satisfying standards of behavior and living.

One volunteer not only helped a family with transportation, with sewing, with securing household items, but gave up her own Thanks-

giving plans to go with this family to Toberman House for dinner on Thanksgiving Day.

Another family receiving help through a crisis period was that of Mrs. Carlson.* She was epileptic, was under heavy sedation and suffering from some brain damage; she had been found guilty of shoplifting for the third time. She now faced either jail sentence or commitment to the State Mental Hospital. Some plan had to be made for her three children.

All of her family, and the father, were in Tennessee. Her sister-in-law was willing to come and help, but she could only be away from her job for two weeks. During the two week period she was here, Mrs. Carlson tried twice to commit suicide. After the first attempt the worker made a request for a volunteer and one was assigned. During a period of ten days, through the cooperative efforts of the caseworker and the volunteer, working with the police and the public defender, Mrs. Carlson was brought before the court and committed to the mental hospital; the furniture was placed in storage; the children's clothing and household items were packed to take with them; and travel arrangements were made. The aunt and the three children were placed on the train for the trip to Tennessee. The volunteer during this time gave unstintingly of her time, spending a portion of every day at the Carlson home. She made arrangements for the furniture storage, secured train reservations, helped the family pack, rented a trailer to transport baggage, and took them to the train.

This same volunteer was assigned to another family on an emergency request. The family included the mother and three girls. The oldest girl refused to enter high school, saying that she did not have any clothes; the other two girls were having trouble with school grades. The volunteer secured clothing for the girls, talked with them, and was able to get them back in school. She has helped the girls with their school work, secured a typewriter for the oldest one to practice on, and arranged for conferences at the school for the mother and herself with a counselor. In two months the girls' grades showed improvement.

Evaluation

The project was evaluated according to its stated purpose by a Bureau research staff member. This was done by a careful review of each project and control case history. Then questionnaires were sent to the volunteers, to the recipients, to the social workers, and to a selected list of socially responsible members of the community.

The evaluation shows that most of the families who received volunteer service for three months or more showed concrete evidence

* Mrs. Carlson is a fictitious name.

of improvement. The social workers for the project cases felt that nine out of every ten families gave evidence of progress because of the volunteers' influence.

Nine families are meeting needs through use of community resources as a result of some action on the part of the volunteer. There were five instances in which members of a family improved personal appearance to the extent that this was noticed by the regular social worker or by school teacher. Five families improved the appearance and organization of their homes to a degree that their regular AFDC worker commented about the change. In eight families definite school improvement was evident after a volunteer had helped with school problems. The teachers have noted improved attitudes, improved ability to read and higher grades achieved.

Most of the families improved in several aspects of living, not just one. It was not expected that obtaining employment would be a result of volunteer visiting, but this happened in two cases. One case has been open since 1957 and the record reports that efforts have been made for four years to get the recipient to work. She had part-time employment. The volunteer established a relationship that enabled the recipient to discuss her feelings about poor pay and poor treatment in her part-time job. The volunteer helped her find child care and helped her use books on the subject of passing tests for employment. This recipient has obtained full-time employment as a hospital custodian. The other recipient had problems with money management, poor housekeeping, and poor standards of personal grooming. The volunteer provided tangible help to improve the home, giving linens and curtains, and motivated the mother to improve her appearance. The recipient found part-time work and the case record notes that there was a "great change in client's appearance."

Improved family relationships and morale have developed with the alleviation of such problems as poor health and feelings of deprivation. The feelings of acceptance that the volunteers have given by sharing themselves and often their own families, have raised the sense of self-esteem of the recipient family. One family expressed their feelings about the volunteer by saying at Christmas that the "Volunteer visiting was the best of all."

Public Relations

The public relations aspect of this project is important. Various activities of the project have served to disseminate information about public assistance programs, the people they serve, and to some extent, the staff that gives the service. Newspaper publicity, recruitment meetings, brochures, and the training classes have informed many members of the community about public welfare. Conferences have also been held with school principals, counselors, child welfare and

attendance workers, and with public health nurses to acquaint them with the volunteer program. They have all expressed an interest in the program and a growing appreciation of the volunteers' services which is indicated by their requests for assignment of a volunteer to a particular family. The volunteers, who have been the persons most directly involved, except for the recipients, have expressed satisfaction in the knowledge which they have gained, in the service which they are giving, and in the personal growth which they have gained from this experience.

Additional Services

1. **Preschool:** A program for children ages three to five from AFDC families was started in May. This meets two mornings per week with an enrollment of 35 and a volunteer staff of 12 on a rotating basis.
2. **Mothers' Groups:** A Mothers' Club was organized to meet at the same time the nursery group meets. There are two volunteer advisors; specialists are brought in on a volunteer basis for special presentations. Movies, lectures, discussions, books and magazines, provide help in child care, home management, home decoration, cooking, sewing, recreational and service projects. The supervisor and the settlement group work staff cooperate in the direction of this program.
3. **Tutoring:** In addition to the tutoring given in the homes by the volunteers, additional tutoring service has been developed by volunteers who come to the settlement each week to provide individual help.

Demonstration Completed: Services Become A Regular Service of The BPA:

The Project, as a state-financed demonstration project, was terminated on June 30, 1964. A continuation of the services as a regular on-going part of BPA operations in the Long Beach District was authorized by the Board of Supervisors in July. The program is continuing to operate at the settlement.

Assistance in securing this authorization was given by the staff, Board, volunteers, and community agencies and groups. The Welfare Planning Council, who assisted in writing up the Project proposal in the beginning, assisted in organizing the appeal to the BPA and to the representative on the Board of Supervisors. The strong community acceptance of, and approval of the services provided through the project, were tremendous factors in securing authorization for the continuance of the services.

Conclusions

1. The use of volunteers serving as case aides to deprived families is helpful in bringing about improvement in the functioning of those families in the home, the school, and the community. This improved functioning should eventually lead to savings of tax dollars through a decrease in school drop-outs and out-of-wedlock pregnancies, better mental and physical health of family members and decreased dependency.
2. The opportunity for citizens to participate in the work of a tax-supported welfare agency so that they will have greater knowledge and understanding of its program and goals is valuable both to the community and the agency.
3. The time, energy, skill and devotion which the volunteers give is a community resource which should be preserved and used.
4. The administration and use of a volunteer service to public assistance is feasible. However, some private agency identification with the volunteer program seems to offer the best possibilities for maximum community involvement at the grass roots level.

Note: Further information is contained in an evaluation report prepared by the Research Analyst of the Bureau of Public Assistance and Edna Gerstel, BPA Project Director, as a part of the record of this Demonstration Project #70. For the report, write to Homer Toberman Settlement House, San Pedro, Calif.

Kitchen Clubs and Family Management Courses—An Experience in Use of Volunteers at Grace Hill Settlement House (St. Louis, Missouri)

Reported by LYNETTE HARRIS *Director of Family Services*

Families in the neighborhood around Grace Hill Settlement House, St. Louis, like most of the neighbors familiar to you, are occupants of substandard housing with low incomes and a multitude of chronic problems: income maintenance, marital discord, poor health, marginal employment, poor school and social adjustments. Their lives are characterized by ignorance, inefficiency, and dependency. The M. family is a typical example: they are a mother and seven children living in three rooms of a five family flat. The wiring is inadequate, there is a single light bulb hanging down from the ceiling, with no other outlets.

There is a kitchen sink, but no hot water. The bathroom down the hall is shared by the M's and other occupants.

When a worker visited Friday at 11:00 a.m., Mrs. M. was still in bed and described her condition as "arthritis in the elbow." Mrs. M. knows her problem is more than that, but she doesn't know how to describe it. Some neighborhood women describe the turmoil they feel as "nerves."

The M. children reflect their problems in different ways. Jackie, 14, has a six week old baby who weighs one pound less than at birth. Jackie plans to marry a 30-year-old man, not the father of the child.

Charlene, 13, is a potential school drop-out. She is having an unhappy experience in the special class she attends and often is truant.

Terry, 12, is constantly in trouble both with the police and his peers. And so on, down through the children.

Services

Grace Hill Settlement House provides a number of service approaches to distressed families like the M's. Several of these are projects designed by Grace Hill staff and administered through the Settlement's Family Service Department. They are:

1. Special Needs—350 families per year have interviews, home visits and appropriate steps for handling needs of a "special" nature usually financial, often at a point of crisis. Includes referrals and distribution of money from Director's Discretionary Fund, furniture, food and clothing, also administers Christmas giving of toys, food, clothing, and cash.
2. Child Care Project—training course, job placement, and supervision for neighborhood women in child care. Includes four two-hour lessons, home inspection, physical examination, refresher course, provision of supplies, and continuing visits following certification.
3. Kitchen Clubs—weekly group meetings of mothers of distressed families in the kitchens of their homes to talk out problems, discover solutions.
4. Family Management Course—proposed year-long course for 12 families living in agency owned housing who are receiving training in employment, economic practices, household management, health, child care, family relationships, individual adjustments, and use of community resources. Goal is economic stability and independence. Pilot project has included four families.

The focus in each of these projects is on supporting whatever resources the family may have and on building new strengths. Volun-

teers work with the settlement professionals in achieving these objectives. This paper will describe participation of the volunteer staff in Kitchen Clubs and Family Management Course.

Kitchen Club

Essentially, the Kitchen Clubs amount to meeting over a cup of coffee with mothers of troubled families. It is an attempt to reach a key member of these families through regular contact in an effort to help them prevent crises and lead more productive lives. Initiated by the professional staff at Grace Hill House, the program has proven to lend itself to non-social work trained and to volunteer leadership. The clubs were started in 1961 as a result of a study of agency "special needs" clients. The study showed that one of the real problems in treatment was that the families were only seen at the point of crisis. At these times, they were often under too much pressure to accept anything other than emergency relief. They would afterward "disappear" until the next crisis. A follow-up process attempted to keep contact by asking clients to report results of referrals, direct service, or just "how they were getting along." They almost always failed to report back. Home visits were attempted as follow-up, but were also unfruitful. Acting on its concern with improving functioning rather than offering temporary relief, the agency decided to try a group method. The following objectives were evolved and Kitchen Clubs were initiated:

1. To provide a group experience through which these mothers may learn basic homemaking skills.
2. To provide an opportunity for them to talk out their problems, ask questions, and discuss solutions.
3. To acquaint them with the resources within their homes, neighborhood, and city, in order to prevent and relieve crisis situations.

We first looked for what work had been done in this area. Among those studied was the experience of Huntington Family Centers, Syracuse, New York.

Other program tools were already available within our agency such as group work programs for children, family camps, family nights, neighborhood events, and others. We also studied the past experience of our own agency. We knew that people of this type did not participate in regular agency or neighborhood activities at any level, despite repeated attempts to involve them. We did, however, make an additional try to start a group at the agency. When this was unsuccessful, we embarked on the new club program.

Clubs were started from a set of names from agency "special needs" file with the criteria that families be clustered in a one-block area. The worker would read the family individual records, make home visits, secure a "hostess," set up the first meeting and invite each mother.

Initially, there were problems in starting a group. Mothers could not be located, others resisted attending. Only the hostess, one neighbor, and the worker attended the first meeting. It took several months to get an active group operating.

Although clubs are still initiated with a nucleus of "special needs" names, some blocks have been selected because a Kitchen Club member moved to a new area and requested it. All clubs are run essentially the same. The meeting is held around the kitchen table in one of the mother's flats for about an hour and a half. Usually coffee is served. This may be furnished by the hostess or by the worker. About five or six mothers and the worker attend. The meeting place is rotated among the members.

Discussions are informal, fruitful, and with a great deal of involvement by the members. Activity at the meeting is most often just talk and coffee. From time to time it has included use of guest discussion leaders, visual aids, group projects, and family activities. Provision for care of children is made by the agency, at request. Primarily, the club is growth-oriented, although tasks may be included and sometimes become a temporary focus.

The Volunteer's Role

You are familiar with the use of case aides. The Kitchen Club volunteers could be said to function as group aides. The volunteer may be asked to start a club from scratch or take over an existing one. She meets with the group weekly, serving in a "hosting" capacity, behaving as she would to make people comfortable in her own home—stimulating conversation, putting everyone at ease. She is not asked to perform as a junior grade social worker. She is given few directives beyond understanding the objectives of the group.

Primarily, her role is to convene the group, provide a socialization opportunity and a means for them to confront their problems. This may mean having a gripe session or exchanging ideas about common problems and their solutions. She is not armed with a knowledge of all community resources, but she finds out about these through the agency when they are needed. She is asked to be alert to individual problems and report these to the agency. She is expected to respond naturally and with genuine warmth to the members. She is not permitted to give material goods to clients. She is expected to be faithful and prompt in attendance. She is asked to make at least a three-month commitment, which is subject to renewal. During the

course of supervision, a decision is made by the volunteer and supervisor as to whether the volunteer will make another three month commitment.

Records

The volunteer is asked to keep records weekly, on a form designed by the staff. Each club is kept in a separate loose-leaf type binder. Primarily, she records each week on: attendance, time spent, goals, and evaluation. She includes any commitments made to client and observations for staff attention.

Supervision

The volunteer participates in a supervisory conference once a week with a professional staff person. This is usually immediately before or after a club meeting. This is most often done individually, although some are supervised in pairs, and some group supervision has been tried. The main problem with group supervision of our volunteers is getting them all together at one time.

The supervisor reads the records and bases the conference primarily on them. The supervisor may make suggestions, offer resources, etc. Mainly, the supervisor attempts to give the volunteer confidence, guard against damage to clients, and give guidance as needed. An example of how records are used is this recording done by a volunteer:

"Mrs. K. thought she couldn't make it today because of her heel. (This was no handicap last week). I finally learned that Mrs. S. had told her some stories about Mrs. R. . . . that she had actually seen her in a compromising situation with a colored man. They claim they have seen her go to Mr. B's place a couple of doors down from them—where all sorts of naked orgies go on, colored and white; Mr. B. waving fists full of money—half-clad women parading in front of the windows all night; etc., etc. I thought at first they meant Mrs. H., whose mental faculties and state are not too clear. They insisted it is the "one with the children"—Mrs. R. If this is Mrs. R's state—can anything be done to get the food stamps for her?"

"I don't know what to believe but think no matter what the situation, she ought to have the food stamps. Her child is hollow-eyed, unhealthy looking, very dirty this week; she too. As for the club, it could be re-established after June 15 when R's leave for the country—if this is true. Actually I suppose it could be better to let the club take its own direction on this. However, this is difficult, because Mrs. R. was sort of a charter member and has been interested, except has shown no attempt to have the group at her place."

Here is an obvious example of the importance of recording. Keeping informed in this way, the supervisor was able to point out that the worker was about to get caught up in some plain gossip; by lending credence to the stories through her club planning, she was about to let a real injustice be done to Mrs. R. This is not the only time the supervisor had to make a directive to a worker that no mother can be "put out" or kept from joining a club because of her behavior or reported behavior.

Effectiveness

The Kitchen Club program has proven so effective that it has expanded to 20 clubs per year. There are many tangible results. A Mothers Club has been started at the local elementary school, with Kitchen Club members as officers and majority of the membership. Kitchen Club members have also participated as volunteer workers in community events such as the Neighborhood Fair, T. B. Mobile Unit, Voter Registration, Sabin Polio Vaccine, and trips, such as to the Shrine Circus. Two members have started children's groups on their blocks, four serve as volunteer workers with senior citizens and children's groups at Grace Hill House.

Decision-making skill has shown steady improvement as members are helped to assume responsibility. Topics are almost always initiated by members. There is far more interaction within and outside the group than previously. Originally members did not even know their neighbors' names. There is greater recognition of their own resources. There is far more member participation, ventilation of feelings, evaluating their own activities, making plans, decisions, requests of worker and others (landlord, etc.). There is better use of total settlement facilities and other agencies. Child Welfare, Visiting Nurses, and similar agencies now refer their clients to the Kitchen Club program.

The simple fact of group interaction contributes in large measure to the effectiveness of this program in social and emotional growth of the members. The act of making the group possible can be done very well by a volunteer. It is a volunteer task which is both simple and significant.

The Family Management Course

This program had its origin in an institute for churchwomen on "The Culturally and Economically Deprived," held in the spring of 1963 at Grace Hill House. The women in attendance selected a committee to explore ways of improving the plight of deprived families, particularly their housing, a factor around which many other problems are centered. The committee and staff designed a program which was begun in October, 1963.

The Family Management Course attempts to bring the combined

resources of the Episcopal churchwomen and the agency to bear on the problem of poverty. It is designed to focus concentrated help on a limited number of families. It makes maximum use of nonprofessional people in conjunction with the best of agency skill. The objective is to improve selected areas of family functioning to near maximum for the family involved in the program, provide them with adequate resources for the future, and effect lasting change. The areas of functioning are as listed earlier: employment, economic practices, household management, health, child care, family relationships, individual adjustments, and use of community resources.

The course takes place over a 12 month period (to include cycles of problem and change, such as unemployment, new child, school term, sickness, financial crisis).

Cost to the family, including rent, is \$600-750 per year, paid in monthly installments of \$50-62.50, and the family is given a cash rebate at the end of the course of \$125-\$150.

Families are selected from Grace Hill "special needs" files, move into improved agency housing, are given second-hand furniture, and agree to participate in the course. Health goals are set by the physician for each member of the family. Educational goals for each child are set by the teacher. Adults participate in Tenant Council Meetings, led by a social worker. The parents also participate in courses taught by home economists, vocational counselors, nurses, social workers, churchwomen, lawyers, real estate men and others. Each family member receives an examination and medical care at Grace Hill's Health Center. Guidance on clearing up debts is provided by businessmen. Families are evaluated on a point scale periodically to determine movement.

At the end of the course, the cash rebate is used toward acquiring good housing. In addition, the family is given the furniture received at the start of the course and help in locating and moving to new quarters.

Volunteer's Role

Volunteers are used in this program with more emphasis on informal education and information. They organize a lesson series, secure the resource people, and conduct the series. They also serve as instructors during the lesson sessions as their skills fit. This has led to other help such as a lawyer helping one family declare bankruptcy, another helping a family return a set of high-priced encyclopedias left by a door-to-door salesman. A real estate man gives tenants guidance in renting or buying a place after they leave the course. Volunteer churchwomen visit the families regularly with specific tasks, such as housekeeping skills, budget planning, etc. In addition, they are assigned specialized tasks with certain families—such as remedial house-

keeping. Records are kept on all volunteer activities. Those visiting individually use the agency Friendly Visitor Form.

Supervision

The volunteers who have regular assignments are supervised by the staff worker on a weekly conference basis, similar to Kitchen Clubs. One-time volunteers generally make verbal reports to the staff person and discuss their activities.

Effectiveness

The course began on an experimental basis with four families in October, 1963. They moved into apartments formerly used by Grace Hill staff members. Results have ranged from higher earning power for some of the fathers to better school performance by the children. One family already has purchased a small home and the others will be "graduating" soon. All of the families have shown tangible improvement, including being completely out of debt. All have enough furniture, and are keeping records of their spending, have remarkably improved housekeeping. All of the parents have said that the course is helpful and they would not have made many of the changes without this opportunity for a new start. The success of the program also bespeaks the contribution of the volunteers involved in it.

Methods Used With Service Volunteers

1. *Recruitment*—Adult volunteers for Kitchen Clubs and Family Management Course are sought through the churches, the Health and Welfare Council, the universities, the Junior League, our Board of Directors, civic clubs, etc. This is done through talks by staff, news articles, etc. Teas at a volunteer's home were helpful in obtaining Kitchen Club leaders. We have an additional resource in our new Grace Hill Service League formed by volunteers in which chairmen of various program areas recruit the needed volunteers.

2. *Placement*—Essentially, everyone who wants to volunteer is used; it's just a matter of placing them in the job which they best fit. In use of adult volunteers at Grace Hill, the attempt is not to change the volunteer but simply to do skillful placement. For instance, a volunteer who would not work out in a Kitchen Club may be very effective in assisting the office staff or driving on field trips, etc. Volunteers who apply directly to Grace Hill are placed by the Group Services Director who screens them according to education, experience and an interview. Those who are recruited through the Grace Hill Service League are screened by the League President. She makes suggestions to the Family Service Director, who makes the final assign-

ment. A volunteer's assignment may be changed if there is dissatisfaction by the agency or volunteer in this particular job.

3. *Training*—In the two programs described here, Kitchen Club and Family Management, training is primarily in-service. Initially, the volunteer's role is explained to him or her, the objective of the program is outlined and interpreted, and thereafter he is carefully supervised in relating his role to the objective. Past records and the write-up of the program are used to orient the volunteer.

4. *Recognition*—Certificates of award from the National Federation of Settlements, the St. Louis Health and Welfare Council, and Grace Hill House are used for recognition of volunteers. Silver pins are sometimes used, as well as write-ups in newspapers, house organs, agency newsletters. Recognition is also given at some public occasions such as the agency Annual Meeting and the Neighborhood Fair. Early this year a tea was given by the Board of Directors honoring the volunteers and received coverage in the society section of the newspapers.

5. *Effectiveness*—Evaluation shows these programs are no less effective when volunteers are used. We have every reason to believe that volunteers perform many tasks as well as professional workers, judging from the results. Often volunteers are one of our most effective public relations tools and energetic supporters. Certainly they are a valuable supplement to the professional staff in expanding agency services.

Limiting Goals for Volunteers

Comments on Talks by Mrs. Larsen and Miss Harris

HOWARD McCLARY, *Executive Director, Cincinnati (Ohio) Union Bethel Neighborhood Services*

Mrs. Larsen noted that her project involved the recruitment and training of 80 volunteers in the past two years. Aside from their services to families, an important ingredient of this project is this involvement of 80 laymen in services to families and their value as interpreters and neighborhood center supporters in the wider community; as "bridgers" between the "invisible poor" and the "invisible rich," as well as others. These 80 volunteers were not just unleashed amateurs and, after the project was initiated, not just "friendly visitors." Rather,

they were caseworker-supervised volunteers who worked to accomplish clearly defined goals, who performed primarily a *non-verbal* form of casework with concern about only one family which, therefore, did not become lost in a caseload.

A unique aspect of the Toberman Settlement House project which merits further duplication is the fact that this project was a cooperative one between the settlement house and the local public assistance agency. A settlement or neighborhood center is never so effective working alone as it is in partnership with other community resources. Schools and public health agencies, as well as public welfare agencies, should be considered carefully as potential partners for neighborhood centers. Jointly sponsored projects, rather than those which are initiated solely by neighborhood centers, have the greatest hope for continuation beyond a demonstration phase. This continuation need not always or even usually be under neighborhood center auspices. *Jointly* sponsored demonstration projects are one method of helping other agencies to assume responsibilities for services which can and should be performed by them. Furthermore, what public assistance agencies, as well as others, do and do not do is of vital importance to neighborhood centers and their residents.

If volunteers are to become involved in direct services to families particularly, it is important that their focus be held to clearly defined and limited goals. Hard-to-reach, troubled families, especially, do not change rapidly or easily. Their helpers, if they are to see movement through their helping, will see it over the short haul only in terms of clearly defined and limited goals. It is important to the volunteer, as well as the family, that progress be seen. Questions for further consideration are, How do we define these limited goals? How do we measure movement in terms of them? How do we help the volunteer and family avoid feelings of frustration?

Mrs. Larsen noted in her presentation that several group meetings of volunteers were a part of the project. These group meetings are important. They give volunteers the needed support of other volunteers. They help them see that their experiences and frustrations are not unique. In the Volunteer Case Aid Program at Baden Street Settlement we found, as well, that it was helpful to invite spouses to some group meetings. These meetings gave them the opportunity to learn more about the program and what their husbands and wives were doing. The attitudes of spouses are important in the work of our volunteers.

An important ingredient of the Toberman Settlement House Project was the building in of methods of evaluation at its start. We are criticized, and justifiably, for the unsubstantiated claims which we make for success in our projects. Success stories based on subjective judgments will not win continued support for our experimental proj-

ects. If we are to measure our impact objectively, we cannot do so in terms of vaguely defined or global goals. Rather, they must be clearly defined and limited. One method used in the Toberman Project was a control group. Research-wise, this is a valid technique but in intensive work with families a problem presents itself, how can we obtain sufficient information about the control families to be able to measure differences between them and those families which we are helping?

Mrs. Larsen observed that a frequent problem of families being helped was poor physical and/or mental health. Such is the case in the experience of other similar projects, for example the Cincinnati Union Bethel Neighborhood Services' and Baden Street Settlement's Case Aide Program. To what degree the relationship of poor health to poverty is one of cause or effect is not easy to determine, but the fact is that poor health is an important factor to be dealt with in many troubled families. How the neighborhood center's helping efforts are to be related effectively to the needed health resources, especially when they are not under the center's own auspices, is a problem which must be resolved.

Finally, Mrs. Larsen observed that this project was the only one of 106 in her area which was continued beyond its demonstration phase. The fact that it was jointly sponsored with another agency and evaluated by the research analyst of the agency which continued it may be related to its continuation. All of us who have secured funds for research and demonstration know from sad experience that obtaining operating funds for those projects which have successfully proved themselves is not easy. Perhaps the Toberman Settlement House experience suggests a way to do so.

St. Louis Experiences

The Grace Hill Settlement House experience as presented by Miss Harris illustrates an important point: that there are unique aspects about a caseworker's role in a settlement or neighborhood center, one of which is that she and her volunteer helpers do not operate alone but rather as one part of a total neighborhood center staff approach to families. Volunteers need to be helped to see their roles related to this total effort. Furthermore, if families are to be helped, it will be in terms of identifying their *strengths* and supporting them, not by focusing on their problems. Nothing can be built on problems; yet, frequently as we work with caseloads we become absorbed with these families' *problems*. An early reaction of volunteer case aides, on the other hand, is to marvel at how *well* their families handle their situations and to wonder whether if placed in similar circumstances the case aide would do as well. We can learn a valuable lesson in this respect from our volunteers. Also, we help families not merely at

times of crisis but by continued, regular, sustained helping. Here again properly supervised volunteers are invaluable.

Group methods of working with families were a part of the Grace Hill Settlement House volunteer efforts. "Kitchen Clubs," which involved informal coffee sessions in the families' homes, are an idea which other settlements and neighborhood centers might test. Not only may they be valuable for purposes of socialization but also as a means of involving mothers in helping themselves and each other.

Miss Harris commented that "Kitchen Clubs" were established following the agency staff's study of the agency's structure and services as they sought to be more helpful to troubled families. An important point needing emphasis here is that agencies as well as families can be "hard-to-reach." Before we assign such a term to our families, we had better be sure that it does not apply to us.

With reference to a family management course which the Settlement House sponsored, it was stressed that its purpose was one of attempting to improve *selected* areas of family functioning. Clear definition of these areas is essential if helping is to be focused and effective. It is essential, as well, to objective measurement of the results and to evaluation.

The agency's helping of families included experimentation with agency-operated housing, assistance with furnishing apartments, the services of an agency physician and clinics, etc. This situation is similar to that faced by others as they attempt to serve troubled families in the variety of areas in which help is needed. It raises a question as to how far the settlement's own helping efforts should be extended and how long they should be continued.

The settlement cannot be all things to all people. It needs to set priorities if limited resources are to be used effectively. It needs to help *along with* other community resources, rather than alone. Before new projects are undertaken, it would be wise, wherever possible, to involve others in their co-sponsorship, in their evaluation, or even to answer the questions whether the settlement house role should be one of developing the new service itself, or with others, or of engaging in social action with its neighbors to assure its development by other community services.

III—Values and Problems in the Use of the Indigenous Volunteer in Delinquency Prevention Programs

SOLOMON KOBRIN, *Senior Research Associate, Institute
for Juvenile Research, Chicago*

Problems in the use of volunteers vary according to kind of programs in which they are used. In the Chicago Area Project,¹ local residents were used extensively. The project communities were homogeneous; all were of low-income and usually members of the same ethnic subgroup. The volunteers recruited from the area typically had little formal education and no background in volunteer service. These people were familiar with the concept of mutual aid but not of volunteer service.

In a delinquency prevention program it is important to remember that the client is a member of a pariah group. The delinquent arouses anger because of his overt destructive hostility.

Two important values of the volunteer in the delinquency prevention program are that he represents "somebody who cares," and that he provides access to social resources. The volunteer communicates to the delinquent the fact that somebody besides the police and the family cares about what happens to him. In a delinquency area, the youngster is likely to feel that there is no sharp sense of concern about his conduct on the part of the neighborhood, and sometimes on the part of his family. The volunteer can communicate a feeling of caring.

The volunteer provides access to resources of three kinds that might not otherwise be available. The first of these is "protection." A child's need for protection is accepted by society, but the delinquent's need for protection is often misinterpreted. We mean that the volunteer may do what a parent should or would do to protect the child. However, it is vital that such service be offered in a way that does not put the volunteer on the side of the delinquent. Correctly used, protection is a most effective tool with which to nip delinquency in the bud. It can give the judge an alternative to commitment, which often exposes the child to a destructive institutional experience.

Finding employment for the delinquent youth is a second resource the volunteer can offer. Of equal importance is the fact that the volunteer can provide the personal support often needed by the adolescent delinquent in developing needed work habits.

And thirdly, the volunteer can give assistance in program supervision and thus help meet the manpower shortage.

There are problems in the use of indigenous volunteers in delinquency prevention programs. Selection and recruitment tend to polarize around two types. One is the upwardly mobile, respectable resident of the delinquency area who sees his volunteering as a way to validate a middle class self image. This type, in his effort to detach himself from prevailing patterns of illegal behavior in his community, is likely to be hostile to the delinquent. The second is represented by the sentimental volunteer who likes children but is temperamentally unsuited to the work. He is unable to cope with the fact that dealing with delinquents is a personally unrewarding type of service, filled with failures and disappointments. In dealing with this type of volunteer the question arises as to whether the professional social worker can effectively prepare the volunteer for disillusionment.

The delinquent, as a group, is relatively intractable. How do you deal with a volunteer who has gone to bat time and again for a youth who does not respond? The professional social worker approaches the problem from the standpoint of a body of behavioral knowledge; the volunteer usually approaches the problem from a moral or value viewpoint. He does not have a behavioral viewpoint. This incompatibility of viewpoints leads to strain and to problems of communication between the social worker and the volunteer.

The value of the volunteer lies in his potential capacity to develop a spontaneous relationship with delinquent youth and thus furnish an effective ego ideal. The volunteer in such a case can be an effective agent of change.

In response to questions, Mr. Kobrin made these additional comments.

The ex-delinquent who volunteers may take a punitive approach if he is still struggling with his own unresolved delinquency.

* * *

Try to keep the expectations of the volunteer at a realistic level. There are many subtleties in the relationship of gang, worker, and

police. The volunteer often "comes a cropper" because he is not as smart and tough as the delinquent youth.

* * *

There is another kind of volunteer, the individual who comes with a "hidden agenda." Some neighborhood tutoring programs have been more concerned with organizing latent resentment against educational authorities than with tutoring. This may have positive political value, but should not be confused with the values of volunteer service in the customary sense.

FOOTNOTE

¹ For historical background, see "The Chicago Area Project—A 25-Year Assessment," by Solomon Kobrin, *The Annals of the American Academy of Political and Social Science*, March 1959, 322: 19-29.

IV—Reports from Discussion Groups

The Agency's Role With Volunteers

Chairman: Morris Seidler

Members: Patricia Jones, Gertrude Keefe, Mrs. Louise Larsen, Mrs. Marjorie Stein, Mrs. Brigadier Lloyd Robb, Mrs. Louise N. Mumm, Helaine A. Todd, Mrs. Muriel Watson and William L. London

The principles of sound administrative practice should apply to the volunteer and his total contribution to the agency's program effort. Volunteer jobs should be governed by the nature of the skill involved in the assignment, the skill of the volunteer himself in meeting the demands of the job, the amount of time the volunteer is prepared to give, and the amount of time the job takes. The volunteer's relation to the staff as far as the job is concerned should be no different than that of any other staff member, and the agency should be willing to reassign or discharge if the volunteer is unable to measure up to the demands of the job.

The involvement of the volunteer needs to grow out of joint planning by the board and staff if the volunteer's unique contribution to the agency is to be accepted by the program staff. At various points the volunteer's role must be supported administratively through supervisory channels and through formal recognition.

The volunteer jobs should be an integral part of the agency's goals and functions. These should be clearly written out and understood by the agency board, staff, volunteers, and the community at large. Each job should be reassessed at intervals both for increasing clarity of definition and for realistic modification based on experience.

Administratively we must continuously reinforce the relationship between the program staff and volunteer as people as well as between the general program of the agency and the program involving the volunteer. This may be done by (a) involving the volunteer at staff meetings at which the volunteer has an organic relationship and at which the volunteer may play a meaningful role; (b) keeping communication open up and down staff lines to clarify the action, program, and movements of the agency on all fronts; (c) within the

limitations of time, broadening the volunteer's vision and connection with the agency program by observing him in operation at times other than regularly scheduled; (d) recognizing the limited contact with the agency, providing through groups and other means a broader view of the meaningfulness of the volunteer efforts; and (e) broadening the volunteer's horizon in relation to social welfare programs both within the agency and without.

When possible the volunteer program should be distributed throughout the agency and not isolated. The volunteer should be encouraged to offer constructive suggestions for changes in program through the agency's usual administrative channels, and these suggestions should be meaningfully incorporated into the agency.

A volunteer should provide the agency with some on-going record of his work to be used for regular assessment as to adequacy and achievement in conformity to the goals of the program. Supervision should be given by a member of the staff or a representative of the agency who may speak with authority on its policies and procedures. Beyond the essential minimum of time the job demands, the volunteer should be consulted as to any deeper integration into the life and work of the agency that is possible. The agency should also consult with him on needs to support his work in the agency.

Whether the volunteer complements or supplements the program of the agency may sound like a superficial difference in words, but it tends to be more than a word play. If the volunteer does the same job as the trained professional social worker but we expect less from him, then the standard of the agency may be diminished. Should we instead isolate the pieces which he is capable of doing within the standard of the agency? Are these pieces complementary or supplementary?

We agree that the expansion of agency's service through volunteers should be within the agency's ability to grow and to absorb the extra "burden," if you will, of handling the volunteer program.

Our remarks are applicable to the volunteer in a service program rather than a general program because this is where we feel the problems lie.

Reported by MORRIS SEIDLER, *Executive Director*
The Illinois Humane Society

Mrs. Byron then commented that the Volunteer Bureau standard is that the volunteer supplements rather than complements the service of the professional worker. The term "complement" may carry an element of threat to the professional, especially to the new young worker. In the ensuing discussion, it was brought out that clear job

definitions usually remove the element of threat. The group also noted that not all volunteers are unskilled; some are extremely skilled and some have better access to resources and abilities in special areas than do the professional social workers.

Evaluation

Chairman: Howard McClary

Members: Frederick D. Rogers, Lynette Harris, Mrs. Loretta Gabka, Mrs. William Kiraly, and Mrs. Elisabeth C. Day

We asked ourselves, evaluation of what? the volunteer? the impact of the movement?

The prerequisites to evaluating the impact of the movement are: goals clearly defined, focus clearly stated, target population clearly selected, methods or program to be used noted, the indices or evidence of movement agreed upon, the records to be kept, the documents to be recorded, and time allowed for such recording. The basis for all this is, first, knowledge of the family or group that may be used as a base for measuring change.

We recognized that evaluation of the program can be both statistical and objective as well as subjective. We must recognize that there are limits to quantitative evaluation; the observations of others such as teachers and parents are valid parts of evaluation.

The use of a consultant with research skill is advised and should be "built in" when the project is designed. Administrative priorities must be set realistically in relation to both budget and staff.

Evaluating the volunteer, we agreed, is the equivalent of any good supervisory process aimed at developing the worker's strengths. It includes mutual goal setting, mutual planning, and such things as attending conferences and reading literature.

Reported by ELISABETH C. DAY, Ed.D., *Field Secretary*,
National Federation of Settlements and Neighborhood
Centers.

Recruitments, Selection, and Training

Chairman: Mrs. Henry J. Gideon

Members: Harmon Hughes, Thomas Thompson, Maxine Miller, Mrs. DeLeslie Allen, and Mrs. William F. Byron

Our remarks refer specifically to the service volunteer, but we do not forget the contribution of the volunteers who serve on boards and in fund raising.

Recruitment, selection, and training are essential elements that must be considered together, not separately. We agreed that a satisfied volunteer makes the best recruiter for new volunteers. In considering recruitment, there was a warning by our group that the agency must be sure of its goals; it must specifically define jobs for which the volunteer is to be recruited, and valid jobs must be ready for the volunteer when he is secured. One member of the group suggested that we should capitalize on the widespread concern of the public about crucial social problems and emphasize the need for volunteers to help in the preventive aspects of the problems.

In our discussion of motivation, some felt that good selection would uncover any motivation that might be detrimental to a volunteer program. Another viewpoint was that often the motivation changes as the volunteer becomes involved in the program. In other words, perhaps the motivation for volunteering doesn't matter if it can be translated into good service.

Selection must be based on the volunteer's ability to do the job; selection and placement go hand in hand and must always be done with care.

Training, it was agreed, always includes orientation. There was a difference of opinion as to whether training should precede the selection interview, but pretty fair agreement that training is a tool for both recruitment and training itself. Orientation should include the overall community welfare services and the place of the agency in the community as well as information about the objectives of the agency and all facets of its program.

Training, for the job to be done, should be as specific as possible. Training, however, does not stop at this point of pre-service induction. It is a continuous process. As the volunteer develops in the program, there is an ongoing responsibility for the agency to provide the in-service training that will make possible the full use of the volunteer's potential in the program.

The more demanding the job, the more importance given the training, the more the volunteer will appreciate his own importance and his contribution to the program. If the agency fails to develop this

appreciation, its volunteer program will not achieve effectiveness.

The group felt very strongly that any agency planning a volunteer program must be prepared to provide adequate staff time for supervision from the very onset. The point of supervision begins when the volunteer begins and can't be left for later.

A manual may be a useful tool both in training and in recruitment.

Reported by EVELYN BYRON, Former Director of
Volunteer Bureau, Welfare Council of Metropolitan
Chicago

V—Other Volunteer Service Programs

Brief Reports of Other Services by Volunteers in Agencies of Participants.

("What Settlements Have In Common Is Their Diversity."
HOWARD McCLARY)

Onward Neighborhood House, Chicago

MRS. LORETTA GABKA, *Program Director*

A library has been organized and is being run by a group of women volunteers. The Public Library has supplied some of the books and the library is a stimulus to the tutoring program. Volunteers are also helping in the Youth Employment Placement program.

Episcopal Community Service, Philadelphia

MRS. HENRY J. GIDEON, *Volunteer Services to Blind People*

Episcopal Community Services is a multi-service agency. The "Volunteer Services to Blind People" program is conducted on a person-to-person basis in the homes of the blind. Two hundred volunteers serve in the program. Each takes part in a four-day training session which includes material given by psychiatrists and rehabilitation workers. Communications between the agency and the volunteer are considered vital; for instance, each volunteer receives a monthly newsletter, usually with a personal note attached especially written for him.

Hyde Park Neighborhood Club, Chicago

MISS PATRICIA K. JONES, *Supervisor*

The study center and tutoring program is described elsewhere. We use teenagers as volunteers in the Craftmobile program. These units cruise about during the summer among eight different locations and in each place they remain for one hour twice a week. Through the Volunteer Bureau and the schools, 36 teenagers have been recruited to staff them. They are trained through an orienta-

tion session, group training sessions, and individual supervision. Some are so capable that they have moved into direct teaching the second day on the job. Adult volunteers teach the crafts, and the paid staff coordinates the program.

Grace Hill Settlement House, St. Louis, Missouri

MISS LYNETTE HARRIS, *Family Service Director*

This agency has a Neighborhood Service Corps made up of teenagers. In the summer time, college students live at the settlement and volunteer their services. One of the interesting programs in which we wished to use volunteers was a Home Management project, similar to the one reported by me. The settlement tried to bargain with the landlords in the area, asking them to reduce high rents in return for which Grace Hill would try to make sure the renter stayed. We felt cutting down the turnover would lessen the landlords' expenses and that education in home management for the renters would stabilize the households. Unfortunately, the landlords would not accept this proposal.

Hanson Center, Youngstown, Ohio

HARMON HUGHES, *Director*

Our Morning Coffee Club at the Center is most successful; the mothers get together while the children are in school. We are located in a neighborhood with 800 families, families that did not want the Center and were forced to accept it through a Supreme Court decision, and we are now engaged in winning the confidence of these families.

Mount Pleasant Community Center, Cleveland

MRS. WILLIAM KIRALY, *Educational Coordinator Tutoring Project*

We have a group called Conservation Teens, neighborhood youngsters working under staff direction to improve the neighborhood. For instance, they worked on voter registration and the United Fund Appeal. To improve the atmosphere of the entire street, they succeeded in getting one apartment completely renovated and this apartment was on display to the other renters in the area. The result has been the renovation of many other apartments on the street.

Cincinnati Union Bethel Neighborhood Services, Ohio

HOWARD McCLARY, *Executive Director*

One of our detached street workers, assigned to work with a group, formed a Youth Council and set up an Adult Advisory Committee to serve them. The result of this "volunteerism" has been better adult-youth relationship.

The Salvation Army, Chicago

MRS. BRIGADIER LLOYD ROBB

There are 10,000 in the Corps and 11,000 registered in the League of Mercy and almost all these people are "indigenous" and close to those with whom they work. Many serve by visiting at hospitals and other institutions; sometimes they help with crafts or mend the patients' clothes. We have the same people go to the same place once a week or once a month so that they feel comfortable and are familiar with the place. Many of these indigenous people can be prepared to assume leadership roles. To help the volunteer we have a national manual, a training course, orientation at the specific institution, and a regional conference on volunteer services once a year.

Bethlehem Center, Nashville, Tennessee

FREDERICK D. ROGERS, *Executive Director*

Our star volunteer is "indigenous." He is a retired insurance man, a Negro, and the secret of his success is that he is of the neighborhood. He can get help from the churches, for instance, better than we can. However, most of the people of the neighborhood have low incomes and no leisure time for volunteering. There are volunteers from Fisk University who serve as tutors and we do have many social work students assigned to us for field work.

The Illinois Humane Society, Chicago

MORRIS SEIDLER, *Executive Director*

We are using patients of a mental hospital for clerical work. It's simple work in a sheltered situation and they work well. Our tutoring programs are in cooperation with the Chicago Teachers College. A member of their faculty serves as supervisor for 15 volunteers, most

of whom are male Negroes from the neighborhood. Often the tutor relates to the child, thoughtfully and personally. In a remedial class, the ratio is one instructor to twenty-five pupils; in a tutoring situation, it's one-to-one. We believe that if a job is properly circumscribed, the volunteer can do it and that when we don't define the job, we get into trouble.

William Byrd Community House, Richmond, Virginia

MRS. MURIEL D. WATSON, *Executive Director*

We use volunteers in many capacities. The Junior Board sponsors a Golden Age group; another volunteer group sponsors and finances a dental clinic that includes education in good dental care. The Junior Women's Club helped to keep a group of potential drop-outs in school through Career Club activities and tutoring during the school hours. They prepared 22 school drop-outs to find jobs and the women sought out jobs for them by getting businessmen in such groups as Kiwanis and Rotary interested. Some of the drop-outs had to learn how to drive to get jobs and the women not only taught them how, but loaned them their own cars for the examination for drivers' licenses.

One group is called Teens Aiding Teens. They work as receptionists, visit institutions, give shows, and, in many other ways, give of themselves to help others. For instance, they arranged for cultural programs at the Center on Sundays which proved popular with all ages.

The Phoenix Project, a division of Goddard-Riverside Community Center, New York

MRS. MARJORIE G. STEIN, *Director of Volunteers*

Phoenix is a short-term project attached to a permanent community center. "Short-term" means that one is under the gun; it creates pressure and makes one go faster. The project was proposed by United Neighborhood Houses and is financed by Federal funds. The area is involved in great upheaval, brought about by urban renewal, and this project attempts to deal with that upheaval as it affects the 40,000 people of all kinds living in a 20-block area. In this area, there are luxury houses within a block of badly deteriorated homes.

Research is built-in; there has been a professional evaluator on the staff since the beginning. In the part of the program dealing with

volunteers, the question is, Can we use volunteers from within the community to broaden experiences of our clients? We have 80 volunteers serving 300 families. They are indigenous; the majority are from middle or upper class families. As volunteers they are having an experience with poverty they would be unable to get in any other way.

Phoenix is tough in its expectations of the volunteer; there is no public recruitment but one volunteer recruits another. We want warm, non-directive, outgoing people. Each volunteer is given a long interview and a questionnaire, part of which is confidential and is used for evaluating the volunteer's potential. The middle class volunteer is attracted by being part of a research project, but the lower class woman is not so sure she likes this. The volunteers, most of whom are "tired of being on committees," perform direct services. Client referrals come from two departments of the city and the volunteer plans with the agency for the client. The adult may serve, for instance, as a "mover-helper," helping the client shop for home furnishings; many clients have never before been asked their opinion on what furnishings they would like in their houses. The volunteer may work with the client for two months showing her the various resources, orienting her to the neighborhood, helping her settle her house. Most of the volunteers seem to keep up this contact after the service is ended. The youngsters often help with such things as packing and unpacking for the older people. We hold regular monthly meetings, and issue a bulletin to establish some sense of a "group" among the volunteers and to give them the broader picture of what's happening in the project. We would like to pay "pin money" to help the low income volunteer meet the inevitable expenses of volunteering.

Presbytery of Indianapolis, Indiana

WILLIAM LONDON, *Department of Urban Work*

The Department works with nine churches in the city and the program aims at relating people outside the city to the inner city itself. The women in the group carry on the education and interpretation and recruit workers. We held a workshop and prepared volunteers to serve in these areas: 1. secretaries and receptionists; 2. librarians and book collectors, tutorial and remedial helpers, study hall supervisors; 3. homemaker service that is crossed with the "kitchen club" aspect, custodial and nursery care of children, and a one-to-one homemaker service in which a suburban housewife shares her knowledge with one inner city woman; 4. nursery schools; and 5. our catch-

all, recreation. "If you like people, we'll use you" is our motto. Our purpose is to help understanding grow . . . plus give some service. We are now getting some professional guidance to help sharpen our skills.

Big Brothers of Oakland County, Pontiac, Michigan

THOMAS THOMPSON, *Executive Director*

The Big Brother movement has been using volunteers for many years. We have learned that the volunteer wants a definition of his job; he wants the job specifically limited for his own protection. He wants supervision and direction, inspiration, and evaluation, and he needs to feel his job is valued. He wants basic training and education in his job and he wants recognition in the sense of "belonging" more than a "star." In recruitment we talk about the broad areas of "protection and prevention" rather than the narrow goals of the agency. Success depends upon the degree that there is a supportive program, job definition, and relationship and trust between volunteer and staff. The volunteer must not be an adjunct to casework but a vital part. The direction for the volunteer comes through collaboration with the staff.

VI—Use of Volunteers in Meeting the New Challenges to Social Work

Summary and Comments on the Conference on Volunteers

DANIEL THURZ, D.S.W., *Associate Professor of Social Work*, University of Maryland

My view of the settlement house is romanticized. For the past two years I have been living where there are no settlements. One becomes sharply aware of the missing link—the neighborhood agency that cares about the whole family within the neighborhood. Working in the anti-poverty program, this lack has been brought home to me very sharply.

To summarize this conference is an impossible task, especially since I missed the first day, but a tremendous amount of material was presented during my stay.

The focus was largely on success and we can learn a great deal from that. It may be worthwhile for the next conference to focus on failures, since we can learn from this as well for there is a tendency to glamorize what we do and overlook the difficulties.

The Range of Jobs for Volunteers

The range indicates two things: (1) the fact that volunteers are being used more and more in various types of assignments; and (2) that settlements houses have had, and are continuing to have, a creative approach to service. The terms used indicate the range:

Kitchen club leaders	Furniture repair men
Medical aid enablers	Shoppers
Strategic baby sitters	Painters in slums
Drivers	Direct teachers
Craftmobile workers	Wheels for welfare
Movers and packers	Play parade workers
Aggressive librarians	Teens aiding teens
Voter registration activists	Foster grandmothers
Male images and image makers	etc., etc.
Special skill class leaders	
Tutors	

Two terms for volunteers that are significant were referred to several times. These are: "Prisoners of Hope" and "Somebody Who Cares."

Satisfaction with Volunteers

We indicated that we felt comfortable and satisfied with volunteers.

We indicated we have made a considerable investment in volunteers in terms of training, selection, direction, and supervision.

What is referred to in our prepared material as a "truism," i.e., the truism of selection, training, direction, supervision, and specificities of boundaries, may be a truism only to ourselves. Operationally, even in settlement houses, it is far from perfect.

We discussed the need for being specific about jobs and we talked about the need for specific boundaries on what a person does, the need for evaluation, but there's no clear indication coming from us of how much is needed, how selective we should be, by what process, or what age, sex, and time is demanded. We all agree training is essential but what we get as we listen is a wide range of intensity and there is no clear message as to what is the complete training needed by the volunteer. What subjects? on the job? off the job? before the job? after the job? the amount? the frequency? We talked about supervision and yet, we need to recognize that what pleased some of us didn't others. Some feel very comfortable about supervision once a month, others once a week. Our desire to individualize apparently keeps us from developing standards for the massive jobs, and the truisms are only for ourselves.

While there was no specific focus on training in our general sessions, we did talk of the content of training sessions.

We pointed out that it is important to avoid the judgmental approach: advice-giving, preaching, doing things for clients, "using food stamps as the answers to orgies."

We again destroyed myths—myths like the volunteer always equals an unskilled person; like "they will overstep their bounds"; "they will not have training"; "won't maintain interest"; "don't have time"; "harm and weaken profession"; "untried."

Dangers in Using Volunteers

We recognized that in using volunteers, as in using all staff, there are dangers of explosions. We said we could handle these explosions. The only caution I would add is "if we know about the explosion." Unless there is close supervision, the explosion may take place far away from the agency and may never come to our attention.

We talked of other dangers. We were aware of the inappropriate roles given to some volunteers with some target client systems. We talked of the upwardly mobile, aspiring person from the slums; the so-called indigenous leader who may, because he is upwardly mobile, aspiring, hurt rather than help; the sentimentalist; the person with

the hidden agenda whose real interest is in the social revolution rather than tutoring a particular youngster in arithmetic. We talked of the dangers of disillusionment, of the strains between the professional and the volunteer. The professional with a body of behavioral knowledge is trained in patience, but how about the volunteer?

We thought about the relationship of settlements to public agencies—to community groups—to the Federal government—and to VISTA. All were excited and thrilled at the prospects not only of more manpower available for the work that settlement houses have to do, but that the Federal government has decided to give support to the idea of volunteerism, of altruism, and that we would have a chance to share our knowledge with many who are just new to the field. And there are many secondary gains involved in the VISTA program. We may be able to identify new training methods as a result of the VISTA training programs.

How to Involve Poor People

We said a great deal about involving poor people and we said it forcefully, but this needs to be studied concretely after we have had some experience which can be researched and reported. We need to get together to talk about whether it is real to expect the lower class person to volunteer in terms of his other demands in the struggle for survival.

The Sacred Degree

There were a number of comments made about "the sacred degree" which reflected the ongoing tension that still exists, not only between volunteer and professional but among those of us who hold professional jobs and may not have the professional degree of social worker. There is no question that there would be additional difficulties in getting the volunteer accepted by professionals throughout the country. But let's not only identify the enemy and the reasons why professionals may argue against the use of volunteers. We can identify the malaise of status without changing that problem. Rather we need to decide on how we will intervene within the social work system so that the volunteer will be more accepted.

I believe we can do this by (1) raising and maintaining standards of performance; (2) by demonstration—facts and figures rather than the heart-warming sentimental tale to which we often get the rejoinder, "but how many people are really like this?" We need to move from viewpoints and subjective statements to actual confirmed objective data to show how effective we are.

It seems to me that it is important to us to continue to grant "the sacred degree" and to continue our efforts to increase the manpower pool of professionally-trained persons. One of my concerns

with the trend to look for indigenous persons and subprofessionals is that it indicates to me not only an appreciation of what these people can do and give, but it also indicates defeatism. There is an assumption being made today by those planning big programs and small programs that somehow it is impossible to increase dramatically the professionally trained manpower pool. I would submit to you it is not impossible. I'm not suggesting that I've shifted from the position I've taken for some years now that we will always need volunteers and indigenous personnel and that they can make a legitimate contribution, but I am saying that we need more and more professionals. If we agree that one of the things that makes volunteer service effective is supervision, then I've got to turn around and say to you if you believe in supervision—I say this to VISTA, to all bodies trying to establish what one author calls the “new social revolution”—get us the personnel. Put some of your money in professional education so that there will be people in all programs at the Federal level, at the local level, who can really coordinate and supervise.

The Times Are with Us

There are the trends of the Peace Corps, indigenous leaders, VISTA, Job Corps. There is a social work revolution taking place. Frank Reissman in *Trans-action* magazine, published by Washington University in St. Louis, writes: “I'm especially interested in the indigenous non-professional . . . those who come originally from the disadvantaged communities they serve and who have special knowledge and understanding of the kinds of people and problems with which they deal. . . . It is easy to be uncritically enthusiastic about them and many have been, especially in view of the strong chorus of criticism of the professionals who serve the poor. I believe the achievements of these indigenous non-professionals is impressive, their talents unique, and their future in social service and education very bright. However, I think it is much more important to consider their best use, their proper training, the problems they bring, rather than to merely sing their praises. If we can successfully capitalize on their special skills, combining them with those of well-trained dedicated professionals, I believe we may be on our way to producing a revolution in social work.”

What Is Needed

Precision—a scientific approach—documentation. Who for what? What indigenous leaders? What attributes are essential? How clear can we be on function? It is easy for us to describe the tasks and to accept volunteers as shoppers, drivers, tutors.

It is harder for us to be comfortable with the volunteer in the “one-to-one” relationship.

It is much harder for us to conceive of the volunteer and to define his role as casework aide and group work aide, and yet this is where the challenge is.

In an article written with Dick Bateman in the *Social Service Review*,* I have tried to address myself to the problem of who does what in terms of a set of criteria based on Richan's initial concepts of client vulnerability and worker autonomy. We can measure these and develop a scale. The article is available to anyone who wishes it.

I suspect we need to be much more clear as to when do we assign a professional worker, when a skilled volunteer, when do we assign an indigenous leader, a VISTA volunteer. These decisions have to be made, not on the basis of subjective impressions in the field but to be used to develop standards and procedures to help agency executives everywhere.

Let's identify the fact that in our discussions there were disagreements as to how volunteers should be handled. There is a wide range on the question of selectivity: who, by what process, age, sex, time demand. There is a wide range also in terms of training; a wide range on supervision.

Social Work Education

The answer very often from social workers is that "it depends." Social workers tend to desire to individualize, and this desire to individualization gets in the way when we think of massive needs, of standards. We need to develop at least some minimum standards and in developing these standards, the schools of social work should help and will have to help. It will call for modification of training and curriculum. Social workers need to have training in supervision, in volunteer utilization, in working with indigenous leaders, in developing training programs. I once did a study on the number of courses in schools of social work on the utilization of volunteers; at that time there were ten schools offering such courses, reduced from 22 ten years before. I would suspect that if you made a survey today you would not find more than one or two schools offering them. Fewer and fewer schools of social work are giving courses focused on administration and supervision. If we recognize that professionals are going to be increasingly involved upon graduation in the task of supervising, training, directing, and evaluating non-professional volunteers, we'd better start to give some attention to this problem in our schools. I am aware of the fact that you can only include so much in a two year curriculum but it needs to be tied in some way to the reality of the field.

* "New Uses of Personnel in Group-Service Agencies," by Daniel Thursz and Richard Bateman, *The Social Service Review*, June 1964, University of Chicago.

I would also suggest to you that settlement houses have a contribution to make as settlement houses to the entire issue of the monopoly of social services—what types of services are offered under whose auspices.

No one has really talked specifically of the use of volunteers for social action and yet, can't volunteers be used to instill political activity, develop political sophistication, to give some power to the poor? It is interesting to note that supermarkets charge more in slums than they do in suburban neighborhoods, the poor pay more rent, etc. Can the settlements lead or organize a demand for social action?

Conclusion

We tend to agree with Charles Hendry that "there is a certain futility about definitions and a certain frigidity that stops rather than stimulates critical and creative thinking."

We have, however, indicated that there are differences that need to be identified between what professional social group workers do and what other personnel can be expected to handle. We view as tragic and self-defeating attempts to use the same criteria for professionals and non-professionals. The volunteer and the professional are co-workers. "Each has a different type of contribution, but both have a common goal—to render a service to those who come to the agency to be helped."

Some years ago, the *New York Times* editorialized on an appeal from the rehabilitation center at Bellevue for volunteer therapists. The *Times* editorial said, it part:

This appeal points up again the vast need for a whole body of therapists, volunteer and professional, to meet our present problems of health and rehabilitation. A therapist, literally, is "one who helps heal." Therapists can be divided, broadly, into two classes, the specialized therapists, of course are the doctors and nurses, and there are not enough of them. But in the broader category there is ample room for those persons who do not have and cannot take long technical training. But they may have time on their hands that can be well used in this manner.

Some of this service must be strictly professional and the standards of training must be upheld. But some of it . . . can be done by persons who can and will give merely time and devotion, with a minimum of scientific background. These, also, can "help to heal" and can join in the whole crusade to make those who suffer less unhappy.

In *Growing up Absurd*, Paul Goodman commented on the American scene, saying, "We seem to have lost our genius for inventing changes to satisfy crying needs." Executives of group service

agencies—together with the rest of the social work profession—must demonstrate that they are still capable of creating new, imaginative, and constructive ways of serving people through the proper and respectful utilization of non-professional personnel.

It has been said that to work with volunteers requires the patience of Job, the wisdom of Solomon, and the hide of a rhinoceros.

I believe settlement houses and their staff have all three there. As I see it, they have a crucial job to help the profession meet what Mary Richmond called "its supreme test: to turn to good the relatively untrained. To help the non-professional participate at a meaningful level."

VISTA

A report on Volunteers in Service to America was given by Mrs. Judith Guskin of the Training Division of the Office of Economic Opportunity, Washington, D. C. The tremendous number of requests for VISTA volunteers and the projected plans for training and placement were reviewed by Mrs. Guskin. At the time of the conference, the training program was in its beginning stages and the progress report was helpful to the settlement representatives in considering the impact of VISTA on their own neighborhoods.

"The VISTA volunteer is not strictly a volunteer, but to the client, the community, and the agency, the motivation is sufficiently close to the motivation of our middle class volunteer that the distinction will be blurred. The VISTA volunteer will be seen by the client as a volunteer. No one today in our sophisticated community will think of \$50 a month and a home in a slum as working for remuneration. The job, the locale, the investment—full-time for a year—are sufficiently powerful realities that the \$50 payment that technically makes them non-volunteers will not be an issue. My reaction is one of optimism."

Comment by DANIEL THURSZ

Addenda

The Role of the Volunteer in Contemporary Society

A Survey of the Literature

Prepared by NAOMI KROEGER*, for the Conference on
Volunteers in Services to Youth and Families.

I. The volunteer in democratic society.

- A. Volunteering of time and services is an expression of concern for others, and a way of applying democratic principles and individual responsibility in an increasingly complex society.¹
- B. Motives for volunteering are varied and complex, and the self expression and personal satisfactions may include any combination of the following:
 1. Recognition of need for focused or specific action on community problems.
 2. Desire to belong to a group, especially one with useful activity.
 3. Personal experience with a common problem.
 4. Desire to make personal, non-monetary contribution to others, including religious motivation.
 5. Desire for recognition.
 6. Search for knowledge.
 7. Social pressure (being requested to serve, feeling "obligated" to serve).
 8. Personal "debt" to organization because of previous contacts or benefits received.²
 9. Personal advancement in business, professions, or general social status.

II. The history of the volunteer.

- A. Traditionally the volunteer expressed religious convictions and/or a feeling of social responsibility through direct help to the less fortunate. Volunteering was the role of the rich.³

* Miss Kroeger is Research Associate, Welfare Council of Metropolitan Chicago.

- B. Professionalization of social work transferred the responsibility for giving direct services to people from volunteers to paid personnel. This created a conflict in the definitions of appropriate duties for professionals and for lay persons.⁴
- C. Contemporary functions of the volunteer.
 - 1. In the most general sense, volunteers may serve as: "(a) identifiers of needs and problems requiring services; (b) creators and directors of service agencies to meet recognized needs; (c) contributors of knowledge, skill, and interest on behalf of others; and (d) interpreters and salesmen of welfare programs."⁵
 - 2. In relation to a specific service program, volunteers may be classified according to their area of responsibility:
 - a. Administrative—members of boards and committees as well as fund raisers.
 - b. Service—persons having responsibility for some aspect of an operating program, with or without direct relationship to clientele of organization.⁶

III. The service volunteer.

A. Agency viewpoint.

- 1. Professional people have ambivalence about the use of volunteers, especially in a direct service capacity.
 - a. Some insecurity still remains as to what is core of professional task, that which cannot be done by laymen.⁷
 - b. The tendency is often to consider volunteers as unpaid help, and they are often in menial jobs.⁸
 - c. Volunteer help in direct service areas may be equated with inferior agency standards.⁹
 - d. A primary need is for clearly defined job responsibilities, emphasizing complementary nature of professional-volunteer relationship.¹⁰
- 2. Volunteers in service jobs.
 - a. Three major foci of service jobs are:
 - "1) to provide certain services to clients as prescribed by agency purposes
 - "2) to supplement the work of casework staff
 - "3) to enrich the program by providing service beyond the agencies' usual scope."¹¹
 - b. Volunteers have retained larger share of responsibility for giving direct service to clients in group work and

- leisure time settings than in casework agencies. Economic and technical reasons are important.¹²
- c. There is a recent shift toward using volunteers in casework service, relieving workers for more technical duties which require specialized training and skills.¹³
 - d. The unique contributions of volunteers may enrich the program of an agency in several ways. They can:
 - 1) contribute unique talents, training, and skills not possessed by professional workers.
 - 2) bring a sense of enthusiasm, dedication, and "giving of self."¹⁴
 - 3) balance the professionalism of the staff with the attitudes of the community, thereby keeping the agency from becoming detached from the community.
3. Expectations of staff regarding volunteer.
- a. Personal requirements of volunteers include:
 - 1) willingness to learn and the ability to accept supervision.
 - 2) ability to work within the structure of agency as well as a positive identification with its goals.
 - 3) reliability and dependability.
 - 4) emotional maturity, objectivity, and flexibility, as well as some skills in relating to people (especially for those working directly with clients).
 - 5) ability to give regular periods of service.
 - 6) chronological age and/or education for certain positions, e.g. tutoring, recreational work, etc.¹⁵
 - b. Work requirements of the volunteer:
 - 1) quality of work should be as high as that of paid staff.
 - 2) reliability, dependability, and willingness to conform to agency rules, e.g., confidentiality should be as great as paid staff.¹⁶
 - 3) volunteers must be willing to accept training and supervision.¹⁷
4. Responsibility of staff to volunteers.
- a. To provide well defined job description setting forth work requirements as well as to define limits of responsibility.

- b. Protection from excessive demands from client (or from agency). Work only with "healthy" groups?¹⁸
 - c. Training and supervision.
 - d. Recognition of the contributions of the volunteer.
 - e. Re-evaluation of position and reassignment as needed.¹⁹
5. Benefits of volunteers for agency.
- a. Professional staff can be released for duties requiring their training and skill.
 - b. The agency program can be enhanced in various areas by use of "specialists" who possess skills which professional staff lack.²⁰
 - c. The staff may be stimulated to evaluate their own program; volunteers, as representatives of the larger community, can bring community attitudes to both the staff and clients, can put professionals "back in touch" with the community.²¹
 - d. Clients may use efforts of volunteers to greater advantage than services of professionals because volunteers are "giving" their time.²²
 - e. Volunteers are a good public relations resource.²³
6. Problems in use of volunteers.
- a. Volunteer services must be sufficient to warrant the expenditure of staff time in training and supervision.²⁴
 - b. Agency has less control over volunteers than over paid staff.²⁵
 - 1) volunteers may not feel as committed to goals of agency.
 - 2) volunteers may not be as faithful in performing tasks.
 - 3) volunteer turnover may be greater, causing disruption of service, a need for new recruits, and constant training of new persons.
 - 4) it is more difficult to discharge volunteers than paid staff.
 - c. Friction between volunteers and paid staff may disrupt working relationships.²⁶
 - d. Use of volunteer to supplement work of professional, such as in "friendly visiting," may set up unrealistic expectations in client as to amount of time and attention he can expect of professional in the future.

- B. The volunteer's viewpoint.
1. The motives for volunteering.
See I. B.
 2. Characteristics of the volunteer.
 - a. Volunteers are no longer only the wealthy who are discharging responsibilities to the poor.
 - b. Volunteers now represent cross-section of society.
 - 1) most volunteers are women, especially in direct service.
 - 2) most volunteers are married and have children.²⁷
 - 3) most of the volunteers are relatively young, i.e. under 45—a time of life when demands of job and home might be considered greatest.²⁸
 - 4) findings on occupations vary, usually because full data are not given. Most probably work in business or professional capacity.²⁹
 - 5) little is known about education of volunteers, although some reports indicate many may be fairly well educated.
 - c. Personal requirements given under II.A.3.a. are applicable.
 - d. Volunteers may not be able to assess their own capabilities, i.e., they may have personal problems, may over-identify with clients, etc.³⁰
 - e. Volunteers do not see themselves as Grade B workers, offering inferior services, and will resent any such feeling from staff.³¹
 3. Responsibilities of volunteers.
 - a. Volunteers must learn purposes and goals of agency.
 - b. Volunteers must learn duties and limitations of the task.
 - 1) acceptance of supervision and training.
 - 2) reliability in performance, including obeying all agency regulations regarding confidentiality, punctuality, etc.
 - 3) limitation of work to areas within their competence.
 - (a) this is usually thought of in terms of "healthy" individuals and groups.³²
 - (b) there is a new movement toward using volunteers in a supportive capacity with "problem" individuals and groups.³³

- c. Volunteers should give suggestions about the program where appropriate.
 - 4. Rights of the volunteers.
See III.A.4. These are the reverse of the responsibilities of the agency, such as the right for well defined job duties, for supervision, for recognition of service. The responsibilities of the agency are the rights of the volunteer.
 - 5. Problems faced by volunteers.
 - a. Volunteers' relationship to agency.
 - 1) the agency may not respect contribution made by volunteer.
 - 2) volunteers may not respect the special skills and job duties of professionals and the limits of their own ability.³⁴
 - 3) volunteers may not see the need for supervision.³⁵
 - b. Volunteers' relationship to client.
 - 1) volunteers may go "too far" in counseling with clients who ask for help, not recognizing their own limitations of skill and knowledge.³⁶
 - 2) volunteers may over-identify with clients or may do too much for the client, thus creating dependency.³⁷
 - 3) clients may "test out" volunteers to see if they are dependable, etc.
 - 4) clients may not be able to express gratitude, may show no movement, etc., which may be discouraging to volunteers.
 - 6. Rewards of volunteering. (See also I.B.)
 - a. Volunteer may gain greater appreciation of the work of the agency and of professionals.
 - b. Volunteer may gain greater knowledge of social problems.
 - c. Volunteer may gain greater understanding of a different segment of society—the strengths of the underprivileged, etc.³⁸
 - d. Volunteers may learn more about themselves.
 - e. Volunteer may be able to move into other positions of leadership.
- C. The clients' viewpoint.
- 1. Positive effects of direct service from volunteer.
 - a. Client receives more attention than would be possible if service were given only by professional staff.³⁹

- b. Client may receive service not otherwise available, such as that in recreational and tutoring programs.
 - c. Client does not have to "share" volunteer.
 - d. Client recognizes that volunteer is giving time, that he is not paid for services, which may enhance the client's own self-image.⁴⁰
 - e. The volunteer represents acceptance by the normal community; he offers normal community attitudes to the client.
 - f. The volunteer may be a more neutral figure than a more "authoritarian" agency or school.⁴¹
 - g. Regular visits themselves may contribute to stability and order in chaotic families.⁴²
2. Negative effects of direct service from volunteer.
- a. Volunteer may not recognize situations which should be referred to professional staff.
 - b. Volunteer may try to help too much, keeping client from growth.
 - c. Client may expect similar attention in subsequent relationships with agency.
 - d. Volunteer may react to "testing out" devices of client in negative way, reinforcing client's view of world.

IV. Recruitment of volunteers.

A. Effective ways of recruiting volunteers.

- 1. Personal contacts of the volunteers are one of the most effective means of recruitment.⁴³
- 2. Religious and church groups are fairly effective.⁴⁴
- 3. Newspapers and other mass media vary in effectiveness.⁴⁵
- 4. Volunteer bureaus are organized to recruit and refer volunteers.⁴⁶
- 5. Good agency program, which is well known in community, serves as its own advertisement.

B. Ineffective ways of recruiting volunteers.

- 1. Business organizations are reluctant to give preference to any one agency and to interfere in personal lives of employees.⁴⁷
- 2. Classified ads bring little response.⁴⁸
- 3. Social agencies may refer volunteers who need to brush up on employment skills or to obtain local references. These may be effective in a short range placement.⁴⁹

C. Length of service.

1. Thursz's group advisors had more turnover among women than men; however, most had served two years or less.⁵⁰
2. Mission Neighborhood Centers reported that about two-thirds of the volunteers dropped out before three months.⁵¹
3. Murray reports high degree of stability among active volunteers in Baden Street Settlement; however, there might have been natural selection with non-motivated people dropping out since 72 out of 104 case aides were no longer active.⁵²

FOOTNOTES

¹ Many articles refer to this in one way or another. See Professor Lindeman quoted in Buelah Amidon, "What Can I Do?" *The Citizen Volunteer*, ed. Nathan Cohen (New York: Harper & Bros., 1960), p. 15; Nathan Cohen, "Citizen Participation is the Backbone of Democracy," *ibid.*, pp. 27-37; "The Volunteer in Our Society," *Public Aid in Illinois*, XXXI (May 1964), 8; David Church, *How to Succeed With Volunteers* (New York: National Public Relations Council of Health and Welfare Services, Inc.), p. 8.

² Church, *ibid.*, pp. 17-18; Daniel Thursz, *Volunteer Group Advisors in a National Social Group Work Agency* (Washington, D. C.: Catholic University of America Press, 1960), pp. 158-170, 301; "Why Do I Volunteer?" ed. Cohen, *op. cit.*, pp. 61-93; Violet Sieder, "The Citizen Volunteer in Historical Perspective," ed. Cohen, *ibid.*, p. 40.

³ Sieder, *ibid.*, pp. 41 ff.; Thursz, *op. cit.*, pp. 34-36; Church, *op. cit.*, pp. 6-7.

⁴ Sieder, *op. cit.*, pp. 43-44; Thursz, *op. cit.*, pp. 41, 49-74 (a well documented discussion of the rise and fall of the volunteer).

⁵ Sieder, *op. cit.*, p. 39; Thursz, *op. cit.*, p. 59.

⁶ Sieder, *op. cit.*, pp. 39-40; Church, *op. cit.*, pp. 10-11.

⁷ Six "stumbling blocks" for professional workers are outlined in Thursz, *op. cit.*, pp. 71-74, 108, 296-7. Related is Charles Lebeaux, "What of the Future?" ed. Cohen, *op. cit.*, pp. 241-2.

⁸ "The Volunteer in Our Society," *op. cit.*, p. 11; Church, *op. cit.*, pp. 12-16; Thursz, *op. cit.*, p. 62; Cohen, "Citizen Participation is the Backbone of Democracy," *op. cit.*, p. 34.

⁹ See footnote 7, Thursz, p. 73; also pp. 100, 102, 292, 294, 296, 297.

¹⁰ There are many references to what has almost become a truism. Among these, Thursz, *ibid.*, p. 174, 67, 302-6; Church, *op. cit.*, pp. 12-3; "Volunteer in Our Society," *op. cit.*, p. 11; Patricia Murray, "Use of Volunteer Case Aides in Supportive Work with Families," *Neighborhood Centers Serve the Troubled Family* (New York: National Federation of Settlements and Neighborhood Centers, 1964) pp. 60-70; William Brueckner, "Volunteers in the Youth Serving Agency," ed. Cohen, *op. cit.*, p. 131; Sieder, *op. cit.*, p. 39.

¹¹ "Where Can I Serve?" ed. Cohen, *op. cit.*, p. 95.

¹² Lebeaux, *op. cit.*, p. 243; Thursz, *op. cit.*, p. 205. See also Daniel Thursz and Richard Bateman, "New Uses of Personnel in Group-Service Agencies," *The Social Service Review* XXXVIII, 2 (June 1964) 137-146.

¹³ A case example, of course, is the Baden Street Settlement Case Aide Project, see Murray, *loc. cit.*; also, Sieder, *op. cit.*, p. 56; Church, *op. cit.*, p. 12.

¹⁴ Thursz, *op. cit.*, pp. 299, 307-9; Church, *op. cit.*, p. 12; Brueckner, *op. cit.*, p. 134.

¹⁵ Church, *op. cit.*, p. 19; G. Wollin and E. Roybe, "Volunteers in Big Brother Work," ed. Cohen, *op. cit.*, pp. 113-4; Thursz, *op. cit.*, Chapter IX. Last includes an extended discussion of qualifications needed for advisorship in direct work with children. Most sources emphasize dependability as a prime requirement and, for direct work, ability to take supervision.

¹⁶ Thursz, *ibid.*, pp. 250, 60, 67. Also, p. 184 for comparison of staff, "expert," and volunteer views regarding indispensable duties. Murray, *loc. cit.*

¹⁷ Thursz, *op. cit.*, p. 184. Faculty saw this as most important; staff emphasized other training activities and reliability of performance. Emphasis on importance of training and supervision also given in Thursz, pp. 293, 297; Brueckner, *op. cit.*, pp. 131-3; Murray, *loc. cit.*

¹⁸ Such limitation of volunteers are mentioned in Thursz, *op. cit.*, pp. 293, 294, 296, 305; Lebeaux, *op. cit.*, p. 242; Church, *op. cit.*, p. 19; Brueckner, *op. cit.*, p. 136. Also, limits are implied in Wollin and Royfe, *op. cit.*, pp. 113, 114, 117.

¹⁹ Church, *op. cit.*, pp. 13, 21, 22; Ruth T. Lucas and Helen O. Studley, "The Cities with Volunteer Bureaus," ed. Cohen, *op. cit.*, p. 214.

²⁰ For a discussion of what should be responsibilities of professionals and volunteers, see Thursz, *op. cit.*, pp. 302-6.

²¹ Brueckner, *op. cit.*, p. 139; Gerald Soroker, "The Volunteer and Fund Raising," ed. Cohen, *op. cit.*, p. 160; Lebeaux, *op. cit.*, p. 242; Murray, *loc. cit.*, Thursz, *op. cit.*, p. 306.

²² Baden Street Settlement, *Patterns of Changes in Families Assigned to Volunteer Case Aide Program*, Progress Report, March 1960 (Rochester, New York: Baden Street Settlement, 1960), p. 6; Thursz, *op. cit.*, pp. 307-8.

²³ Thursz, *op. cit.*, p. 67, 306; Church, *op. cit.*, p. 24; Murray, *loc. cit.*

²⁴ Mission Neighborhood Centers, *Volunteer Recruitment Project* (San Francisco, California: Mission Neighborhood Centers), Progress Report No. 2, April 1962-February 1963, pp. 12-14.

²⁵ For general discussion of this problem, see Thursz, *op. cit.*, pp. 310-22. Staff using volunteers feel there is no great difference between paid and unpaid group leaders.

²⁶ This is referred to often enough to lead to the conclusion that it is a persistent problem. Besides references given under Footnotes 7, 8, 9, 10, allusions to this are made in Murray, *loc. cit.*; Church, *op. cit.*, p. 16. This is implicit also in material included in the kit, *Probing Volunteer-Staff Relations* (New York: Association Press, 1963).

²⁷ Thursz, *op. cit.*, pp. 141, 144; Church, *op. cit.*, p. 12.

²⁸ Thursz, *op. cit.*, pp. 141-2; Church, *op. cit.*, p. 12; Mission Neighborhood Centers, *op. cit.*, p. 2.

²⁹ Church, *op. cit.*, p. 12, lists "37% working in business or professional capacity, and 27% independent professional persons." Mission Neighborhood Centers, *op. cit.*, p. 2, states most are in semi-skilled and clerical group. Thursz, *op. cit.*, p. 153, shows largest proportions (aside from housewives, 32.5%) in business and professional categories. Lebeaux, *op. cit.*, pp. 233-4, discusses pressures toward service in business categories but lessening of volunteers among professionals.

³⁰ Church, *op. cit.*, p. 19; Mission Neighborhood Centers, *op. cit.*, p. 2.

³¹ Brueckner, *op. cit.*, pp. 131, 133; Church, *op. cit.*, pp. 14-15; Nathan Cohen, "Volunteers and Social Change," ed. Cohen, *op. cit.*, pp. 220, 222.

³² See Footnote 18.

³³ Thursz, *op. cit.*, pp. 260, 263, 264; Wollin and Royfe, *op. cit.*, p. 113 (referring to Big Brothers).

³⁴ This is implicit in Brueckner, *op. cit.*, pp. 131-3; Church, *op. cit.*, p. 13; Thursz, *op. cit.*, p. 184; Cohen, *op. cit.*, p. 34.

³⁵ This, again, is implicit in above references, especially Brueckner and Cohen. It is brought out well in Thursz, *op. cit.*, pp. 185-9, which shows gaps in the expectations of volunteers and staff. Volunteers place emphasis on supervision to a lesser extent than did staff. Many volunteers did, however, feel need for more training, pp. 238-40.

³⁶ Thursz, *ibid.*, p. 258; National Federation of Settlements and Neighborhood Centers, *Neighborhood Centers Today* (New York: National Federation of Settlements and Neighborhood Centers, 1960), p. 88.

³⁷ *Ibid.*, p. 89.

³⁸ Brueckner, *op. cit.*, p. 129; *Neighborhood Centers Today*, *op. cit.*, p. 91; Murray, *loc. cit.*

³⁹ *Ibid. Patterns of Change in Families Assigned to Volunteer Case Aide Program*, *op. cit.*, p. 6.

⁴⁰ *Ibid.* Thursz, *op. cit.*, pp. 307-8.

⁴¹ *Patterns of Change in Families Assigned to Volunteer Case Aid Program*, *op. cit.*, p. 6; Gayle Janowitz, *After-School Study Centers* (Chicago: Hyde Park Neighborhood Club, 1964), p. 10.

⁴² Murray, *loc. cit.*

⁴³ Mission Neighborhood Centers, *op. cit.*, p. 2; Murray, *loc. cit.*; Church, *op. cit.*, p. 4.

⁴⁴ Murray, *loc. cit.*; Louis Lowy, "Volunteers in Programs for Older Citizens," ed. Cohen, *op. cit.*, p. 141.

⁴⁵ Mission Neighborhood Centers, *op. cit.*, p. 29; Murray, *loc. cit.*

⁴⁶ Mission Neighborhood Centers, *op. cit.*, p. 2; Church, *op. cit.*, p. 14

⁴⁷ Mission Neighborhood Centers, *op. cit.*, p. 2-3.

⁴⁸ *Ibid.*, p. 9.

⁴⁹ *Ibid.*, pp. 2, 8.

⁵⁰ Thursz, *op. cit.*, pp. 140, 235.

⁵¹ Mission Neighborhood Centers, *op. cit.*, p. 11.

⁵² Murray, *loc. cit.*

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Department of Health, Education, and Welfare Welfare Administration Statement of Principles and Guides for Volunteer Services in Public Welfare

Presented at the Conference by MISS HELAINE A. TODD

I. Definitions:

- A. Citizen participation in community welfare services and volunteer services are used, herein, as interchangeable terms.
- B. A volunteer is an individual or a member of a group who donates time, skills and services without compensation.

II. Premise:

Citizen concern for the health, education, and welfare of the community is expressed through the creation and support of programs to provide these services.

Volunteer services reflect the community's interest in the purposes of public welfare and in those whom the institution serves.

III. Basic Principles:

- A. Citizen participation in public welfare services fulfills a desire of individuals and groups to share their interests and abilities for the benefit of fellow beings.
- B. Volunteer services are mutually rewarding to the citizen participants and to the public welfare department when these services fulfill clearly useful purposes for the benefit of the agency and its clients.
- C. Citizen participation in the work of public welfare departments (1) increases the effectiveness of the department through a broadened understanding of its purpose and services, (2) affords opportunities to contribute special skills to the provision of community services, and (3) provides services which complement and augment the services of the employed staff.
- D. Citizen participation in public welfare is provided through services to the department as a whole or through direct service to the clients.
- E. The quality of volunteer services depends upon the degree of

administrative investment made by the department in the planning, direction, support and financing of the program.

- F. Plans for volunteer services depend upon the time individuals and groups have to give to the program.

IV. Application of the Basic Principles—Action Guides:

- A. For volunteers serving public welfare departments as a whole
1. Define the areas of volunteer services in relation to the purposes of the agency.
 2. Designate the person(s) in the department responsible for the leadership of volunteers serving the agency as a whole, such as board members, committee members, or in special administrative services.
- B. For volunteers giving direct services
1. Identify the direct services needed by clients which can be provided by volunteers to complement and augment the agency's ongoing programs.
 2. Develop written policies and plans to implement the volunteer services within the department's programs so there may be assured coordination with related activities and a clear understanding of the complementary nature of the volunteer services.
 3. Determine the initial and progressive stages of direct services to be undertaken by volunteers.
 4. Determine the nature and extent of employed staff participation, space, equipment and financing that a volunteer program of direct services will require of the agency.
 5. Designate the employed staff member(s) in the department to be responsible for the volunteer program of direct services.
 6. Authorize the employed staff member(s) responsible for the development and administration of the volunteer program to:
 - a. Recruit and select volunteers
 - (1) for specific jobs to be done—that clearly serve a useful purpose—that use volunteer talents to a maximum degree—that complement and augment the functions and services of employed staff.

- (2) in cooperation with other community agencies and groups.

b. Place and train volunteers

- (1) assign volunteers according to their interests, experience, competence, and time available for the job—provide a designated work space that reflects the value of the job.
- (2) fit orientation to the different jobs to be done—provide the essential information needed to begin their jobs—provide for an understanding of the agency's purpose and methods of work—help volunteers understand the place of their jobs in furthering the purposes of public welfare.

c. Supervise volunteers

- (1) provide continuing guidance and direction—that conveys respect for the volunteers' questions and opinions—that makes constructive use of their suggestions;
- (2) provide opportunity for employed staff and volunteers to discuss areas of mutual concern.

d. Provide for recognition of volunteers' services

- (1) by acknowledgment of work done;
- (2) by recognizing special interests and abilities—by offering opportunity for different or larger responsibility;
- (3) by special means appropriate to the agency and the community.

Some Views on Volunteers

*Past Relic or Future Asset?**

DANIEL THURSZ, D.S.W., *Associate Professor of Social Work, Graduate School of Social Work at the University of Maryland*

More than a decade ago, Eduard C. Lindeman, that great social philosopher, speculated on what would happen to American society and to our numerous social welfare enterprises if suddenly all volunteers would go on strike. Dr. Lindeman predicted that within 6 months we would become a dictatorship; our free institutions would be gone and all activities would be taken over by some sort of official bureaucratic system.

Lindeman felt that volunteers were to democracy what circulation of the blood is to the organism. "They keep democracy alive. They epitomize freedom and are to our society what the Bill of Rights is to the Constitution which governs us. The health of a democratic society may be measured in terms of the quality of services rendered by citizens who act in 'obedience to the unenforceable.'"¹

There were then approximately 20 million individuals who, day and night, were giving freely of their time in a myriad of causes on behalf of their fellow men. Today, the number of persons who answer the call of voluntarism is much greater. They number perhaps 30 or 40 million. And yet, there is reason for concern as one views the state of health of voluntarism in American society today.

Relatively few persons realize the extent to which this is a unique and precious asset of our country. There are many areas of the world where the spirit of voluntarism is in scarce evidence, where there is not the same elan, the same dedication to the service of one's fellow men which Russell W. Davenport acclaimed in his poem "My Country":

*This is the land of those who utilize
The love that acts within them like the pull
Of star to star, planet to satellite;
The love of man to man, the powerful,
The mystic source of freedom's every right . . .*²

Voluntarism has been seen as a distinguishing characteristic of America by foreign observers since the days of Alexis De Tocqueville.

* Reprinted from *Rehabilitation Record*, U. S. Department of Health, Education, and Welfare, Vocational Rehabilitation Administration, January-February 1963.

Most of them agree with Lord Tweedsmuir's comments written just after the turn of the century:

Americans are interested in the human race and in each other. Deriving doubtless from the old frontier days, there is a general helpfulness which I have not found in the same degree elsewhere. A homesteader in Dakota will accompany a traveler for miles to set him on the right road. The neighbors will rally round one of their numbers in distress with the loyalty of a highland clan. This friendliness is not self-conscious duty as much as an instinct. A squatter in a cabin will share his scanty provender and never dream that he is doing anything unusual. American hospitality, long as I have enjoyed it, still leaves me breathless. The lavishness with which a busy man will give up precious time to entertain a stranger to whom he is in no way bound, remains to me one of the wonders of the world.³

If a tradition is so ingrained in American life and if the number of volunteers has increased, why should there be concern with the future of voluntarism in our country? There are several factors that may play a very crucial role in determining whether volunteers are to be relics of the past or important assets for the continued development of our nation.

First, we must recognize that even though we are known as a "nation of joiners," the majority of Americans do not participate in this endeavor. In fact, recent studies show that most Americans do not belong to a single association. The famed Yankee City study by Warner showed that only 41 percent of the total population were members of one or more association.⁴ Since that study several other investigations have supported the findings.⁵ With the continued movement of Americans toward the big cities, with their forest of high rise apartments and skyscrapers, we can expect an increase in what Bernard Barber has called "mass apathy."⁶

The metropolitan areas offer to many the setting for losing contact with the community. Sociologists have referred to this loss of significant relationship with one's surroundings as "anomie"—the disease of anonymous isolation. In earlier times, it was not possible for a family to move into a neighborhood without causing some impact and attracting some attention. Today, families move in and out of metropolitan areas—and even suburbia—without being noticed. The informal pressure to join one or more organizations—a phenomenon of early suburban life—is declining and, we can predict, will be even more sharply reduced in years to come.

This takes on special significance in our discussion of voluntarism since the network of organizations, clubs, and societies is the pipeline for the enlistment of volunteers for social agencies.

A more serious obstacle to the continued development of voluntarism is the attitude of professionals, and it is to this problem particularly that we wish to address ourselves.

Students of the development of professions indicate that all occupational groups aspire to the status of a profession and that in order to gain such status, the group must claim exclusive jurisdiction over an area of work and knowledge. This longing for greater status, which is still in evidence in all of the helping professions, even medicine, has influenced greatly the attitude of these groups toward volunteer recruitment and utilization. The greater the insecurity of the occupational group in terms of its desired self-image, the less likely it is that it will concede that an untrained individual may render worthwhile service in its area. Differentiation according to degree of service will not meet the need for uniqueness. A strong and well-defined barrier is necessary—and the only way that “iron curtain” can be breached is through the proper channels: professional schools, institutionalized supervision, etc.

In no field can the struggle between the professional and the volunteer be seen more clearly than in social work. All social work activities began on a volunteer basis. It is only in the past century that the field has been “professionalized.” No one today would dispute the need for trained workers to direct investigations and curative activities in the battle on behalf of the sick, the handicapped, and the socially deprived. But need it be done at the cost of removing from the scene the countless number of volunteers who, without adequate training and supervision, tried to cope with such problems through the centuries? As we examine the history of the professional development of casework, it seems that this was a price that had to be paid—even though there were many outstanding leaders of the field who were critical of the trend. Virginia Howlett commented: “I am amazed at times to see a caseworker, who seems understanding, patient, and helpful to her clients, exhibit bitterness, impatience, and intolerance toward a board member or volunteer.”⁷

Among the great champions of the volunteer during the formative years of the profession of social work was Mary Richmond, who is recognized as the charismatic leader and founder of social casework. In 1913 she wrote: “We have seen the professional worker put forward as a complete and satisfactory substitute for the volunteer, and we have seen the careless and wasteful use of volunteers do whatever it could to discredit their service altogether. But the issue will not down; the deeper it is buried, the more alive it becomes, and so we have also seen, during the last few years in cities large and small, strong renewal of interest in the right utilization of this great social asset.”⁸

Today, social casework has reached a certain degree of professional security and it is interesting to note that Miss Richmond’s pre-

diction is being partially realized. More and more casework agencies are turning to volunteers to provide *direct services* to clients, giving these unpaid workers the necessary training and close supervision. However, in social group work, a newer discipline which still depends on millions of volunteer group advisors to render service, the issue still rages. There are some who urge the total disassociation of the profession from agencies that use volunteers for direct service. One answer to a questionnaire asking whether volunteers could render service in social group work was: "Group work is a professional service. Professional service should be rendered by professionally educated persons. My basic assumption is that we have to make up our minds regarding what we want. If we want a job done professionally, we have to stop fooling around with third-rate services."

In the field of psychiatry, where one can expect a greater degree of professional security, there is a relatively recent interest in the use of nonprofessionals for psychotherapy. One example of this is a research project being carried out at the National Institutes of Health. It is training housewives as volunteers in the techniques of psychotherapy and it is showing great promise.

The student of human behavior develops early in his professional career a certain amount of skepticism regarding the motivation of people. The value of the desire to probe deeper into the reasons for behavior cannot be challenged. Nevertheless, this attitude has caused some professionals to doubt completely the possibility of a sincere desire to help. No one would deny that motivation is complex and that all who express concern for their fellow men are also trying to meet some personal needs. But this does not make the volunteer less sincere or less useful.

Yet there is a caricature of the volunteer which is widely shared. It portrays him (or I should say "her," since the portrait is nearly always that of a woman) as having deep psychological difficulties which are about to be injected into an already difficult situation. The often repeated line, "You have to be a little crazy to volunteer," is taken seriously by some professionals. One administrator told me: "If we began to use volunteers, I would be spending all my time trying to help them with their personal problems or trying to get them out of each other's hair."

Others see volunteers as they may have been 50 or 100 years ago. They describe a modern version of Lady Bountiful, a member of the leisure class, rushing into dirty kitchens on the wrong side of the tracks just before Thanksgiving with a basket of fruit or a turkey, never once soiling her white kid gloves and never coming back until just before the next Thanksgiving.

Those of us who have had the privilege of working with volunteers know how distorted these portrayals are. As with any group,

there are bound to be some whose personalities interfere with their utility to the agency and who cannot provide proper service. I doubt, however, whether the proportion would be different if we compared a group of professionals and a group of volunteers.

Another set of attitudes held by some professionals deals not so much with the personality of the volunteer as with the type of work he will perform and the extent of his commitment. The view is, in essence, that volunteers are not reliable, rarely show up when expected, do not learn, and leave just at the time when they are finally beginning to make progress.

In examining such an indictment, there are at least two aspects to be considered. First, is this an example of the self-fulfilling prophecy? Secondly, is there a relationship between the significance of the task assigned to the volunteer and his tenure and dedication to the job?

W. I. Thomas, the eminent American sociologist, developed a theorem which is widely held among social scientists. It says simply that if men describe certain conditions as real, they are real in their consequences. For instance, if we assume that a man is a coward and behave towards him as if he were a coward, there is a good likelihood that he will prove us correct. This is what is meant by the self-fulfilling prophecy. Applied to volunteers, it indicates that the way we approach the volunteer regarding his tasks will influence the way he will perform. If we expect him to fail, to show himself to be irresponsible, to leave the service of our agency within a year, he will tend to prove us correct. But if, on the other hand, we were to approach the volunteer as a trainable, responsible, unpaid staff member in our agency, would he not then tend to meet our expectation? How many of the cynics about volunteer utilization communicate their cynicism to the few volunteers who surmount their initial hostility?

It is also obvious that our attitude toward volunteers will influence the type of work we are willing to give them. I have often seen volunteers being wasted on unimportant clerical or menial tasks when they could have been used with far greater imagination and for more responsible work. The word "volunteer" does not equate "unskilled." Is it not conceivable that some volunteers may have *greater* skill at performing certain tasks than the best trained professional? Dorothea Sullivan, well-known authority on social group work, likes to tell the story of the family agency that sent one of its caseworkers to Chicago to pick up an infant for adoption. The caseworker was not married, had never handled an infant before, and was full of anxiety about her plane trip. In addition, the decision to send her meant cancelling interviews for several days at a time when the agency was unable to provide help to all who needed it. What a perfect assignment for

a volunteer; for example, a married woman who had brought up several children and who might enjoy a trip to the Midwest!

The problem of the depreciation of volunteer skills is not new. Yet it continues to plague us. Mary Richmond, in her time, urged that the volunteer be given training and provided with tasks of greater responsibility and sufficient variety. "Will the volunteer rebel?" she asked. "Decidedly not. Those agencies have the largest number of them that give them the most to do and see that they do it well."¹⁰

The lessons that seemed clear to Mary Richmond need to be restated in the sixties. We are entering a period of expanded social services at all levels and under both public and volunteer auspices. Nevertheless, the number of persons entering all of the helping professions—social work, psychology, nursing, medicine, etc.—is far short of the needs. In social work alone, there are today 10,000 vacancies for which salaries are available but qualified personnel is not in sight.¹¹

An increased and well developed corps of volunteers may provide part of the answer in many of our agencies. It will also meet one of the latent needs of our modern society—the need of individuals to feel they are doing something worthwhile for the community in which they live. But no recruitment campaign will be successful in the long run unless the agency and its staff determine to look upon the volunteers not as temporary fillers but as partners in giving service, providing them with rigorous training and well defined responsibilities.

Volunteers have a right to expect agencies to take them seriously and to make high demands of them. Perhaps Mary Richmond was right after all when she wrote that "the supreme test of a trained worker is the ability to turn to good account the services of the relatively untrained."¹²

FOOTNOTES

¹ Eduard C. Lindeman, "The Volunteer," *Youth Leaders Digest*, Nov. 1952, p. 53.

² Russell W. Davenport, "My Country," (New York: Simon and Schuster, 1944), p. 55.

³ Lord Tweedsmuir, "The American Character," *America Through British Eyes*, ed. Alan Nevins, (New York: Oxford University Press, 1948), p. 497.

⁴ Bernard Barber, "Participation and Mass Apathy in Associations," *Social Perspectives on Behavior*, ed. Herman D. Stein and Richard Cloward, (Glencoe, Ill.: The Free Press, 1958), p. 231.

⁵ *Ibid.*

⁶ *Ibid.*

⁷ Virginia Howlett, "Relation of Case-Work Staffs to Interpretation, Officials, Governing Boards, Volunteers and the Public," *Proceedings of the National Conference of Social Work*, 1938, (New York: Columbia University Press), p. 249.

⁸ Joanna C. Colcord, ed. *The Long View—Papers and Addresses* by Mary E. Richmond, (New York: Russell Sage Foundation, 1930), p. 343.

⁹ Daniel Thursz, *Volunteer Group Advisors in a National Social Group Work Agency*, (Washington, D. C.: Catholic University Press, 1960).

¹⁰ Colcord, *op. cit.*, p. 344.

¹¹ Fact sheet on Social Work Manpower and Social Work Education 1961-1962, *Council on Social Work Education Bimonthly News Publication*, Feb. 1962, p. 27.

¹² Colcord, *op. cit.*, p. 260.

“Pairing” for Opportunity—

Chelsea Youth Opportunities

Editor's Note: There was no representative of Hudson Guild at the Conference on Volunteers, but subsequently information came to THE TRAINING CENTER on this program and because of its relation to the conference emphasis on services to families and youth in prevention of delinquency, it is included in the conference report.

An indigenous neighborhood based program for training laymen to help youngsters make their way in the world of work. This program originated with the guidance of the Hudson Guild Neighborhood House, located at 436 West 27th Street, New York City, New York.

Background

Hudson Guild Neighborhood House serves an area of one square mile of the West Side of Manhattan with a population of 61,000 people of varied backgrounds and nationalities. The Guild is a nonprofit, nonpartisan, nonsectarian membership corporation and provides the facilities and professional staff, aided by volunteers, for neighborhood groups and individuals of all ages for social, recreational, and educational purposes.

Throughout its 68 years, the Guild has been concerned with ways and means of raising the social, economic, and educational levels of young men in the area through working with them and their families.

Unemployment and school drop-outs have historically been chronic problems in Chelsea. These problems have increased in recent years with the influx into the neighborhood of large numbers of minority families. It is estimated that a minimum of two youngsters drop out of school each school day.

The Guild and the community have found it increasingly difficult to reach these young men. Despair, inertia, and apathy cut the boys off from the neighborhood. Neither individual, group meetings, nor therapeutic sessions have been successful.

Origin of Project

A few months ago a "pairing" idea came from the fathers of the area. Not a social or recreational project, but a more basic kind of relationship where local men could share their knowledge and experience with boys to attempt to develop incentives for work and education. In other words, to help these youngsters prepare for their futures in a constructive way. This plan was rather hurriedly put into operation, as much out of desperation as faith in its feasibility.

Objectives

The original pairings were arbitrarily made one man to one boy. The purpose was threefold: (a) to overcome their unemployment problem by providing career motivation and to stimulate an interest in an occupation; (b) to encourage the return to school, if appropriate, full or part-time or to remain in school; (c) to let these rather hard core youngsters know there was concern in their own neighborhood about what happens to them. That somebody cared.

The Men and the Boys

The boys are mostly Negro and Puerto Rican from large families. The men are solid citizens (white and Negro) of varying levels of economic success, such as: high school teacher, mechanic, union official, commodities broker, lawyer, business executive, manufacturer of children's wear, chauffeur, engineer, porter, furrier, and accountant. Currently, 22 boys are paired with 22 men. Because all are from Chelsea, they not only meet at specified times and at specific locations, but they are always running into each other—in the street—in shops—at the movies.

This positive kind of relationship with a man, lacking in so many of the boys' homes, and the creation of a feeling of self-esteem, became the dominating factor as man and boy spent many hours together and shared many experiences. The men take the boys along with them to work, to visit possible job opportunities, to meetings, to bridge games, etc. Some men have secured jobs for their boys and other men have hired them in their own businesses. For example, boys have gotten employment in supermarkets, in kosher butcher shops, in book-binding, as sales clerks in Macy's, and in the jewelry cutting business. Although the securing of jobs is not an easy task, it is simple compared to the job of changing the attitudes of these boys in order that they function adequately and responsibly when they do get work.

Equally important is that some boys have indicated a willingness to remain in school or if they have already dropped out, to return in the evening. The results have been so successful that indications are that if this program were intensified and widened, this kind of use of local human resources could make an important impact on the

out-of-school and out-of-work young men. Also of interest is that pairing has proven to be an education in living together and integration has become a natural consequence.

Experience Sharing Meeting

The men meet regularly with the director of the Guild's Mental Health Clinic and other trained members of the staff to discuss their successes and failures. What the project is doing in essence is training these lay people to work with troubled youth and to be job and career counselors. These sessions provide an exchange of a wide range of ideas and experience. They are free-wheeling and touch on subjects of psychology, civil rights, feelings of being a Negro, of ethical issues and of occupational possibilities.

The sessions are chaired by one of the men. The skilled staff participate to sharpen up issues and to emphasize subsequent points. Most of the staff's participation, however, is made when requested by the men. A good working relationship exists with professional and laymen. Between meetings, the men constantly call the psychiatric clinic director and other members of the staff for advice, information, and support.

Although most relationships have been positive, genuine, and meaningful, a few of the young men have succeeded in misrepresenting their situation to their sponsor. They claim that they are in school regularly, or working consistently, when they have been doing quite the opposite. The men discover, much to their and the staff's surprise, that some have long records of brushes with the law, that some have served time in training institutions, and some have stolen goods stored in their homes.

One week the sponsor would be on top of the world and next week—down in the dumps. The weekly meetings tend to bolster morale, provide an opportunity for gaining new insight in the "whys" of the youngsters' attitudes and actions, and on the whole have served a most important and helpful function.

Meetings have been held with the boys alone with a member of the staff to try to understand their attitudes about the program, their sponsor, and their problems with the sponsor, if there are any.

A few joint meetings of boys and sponsors have been held with an outside speaker or a movie on job opportunities. Perhaps the most fruitful part of this kind of meeting is the refreshment period where little group discussions and spontaneous conversation develop and last into the night.

In the first three months the program has been in operation, one man has been lost because he felt he could not function on a one-to-one basis. Nine new men have been recruited, making the active man's roster now thirty.

Four boys have been dropped, two failed to respond, and two were sentenced to prison terms. Interestingly enough, the men have stood by the boys who have gotten into trouble and are maintaining contact with them.

One sponsor was so sure his youngster was innocent of charges of "indecent exposure," that he did a little detection work on his own and found that the girl who made the charge was a very sick youngster who had just been released from a mental institution. As a result of his intervention the boy undoubtedly will be free of this charge on his record.

Part of the proof of the value of this new project, we feel, is the prestige it has gained in the community. The evidence of this is the fact that many men have asked to be included as sponsors, not to mention the number of boys themselves who have expressed the desire to become a part of the program. It is Hudson Guild's belief it has a tool to attack one of this community's most serious and explosive problems—out-of-school, out-of-work youngsters.

The Conference Participants

Mrs. Lorretta Gabka, Program Director, Onward Neighborhood House,
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Mrs. Henry J. Gideon, Director, Church Work Among the Blind,
Episcopal Community Services, Philadelphia, Pennsylvania

Miss Lynette Harris, Director of Family Services, Grace Hill House,
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Harmon Hughes, Director, Hanson Center, Associated Neighborhood
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Miss Patricia K. Jones, Supervisor, Hyde Park Neighborhood Club,
Chicago, Illinois

Miss Gertrude Keefe, Executive Director, Carver Community Center,
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Mrs. William Kiraly, Educational Coordinator, Tutoring Project, The
Mount Pleasant Community Centers, Cleveland, Ohio

Mrs. Louise M. Larsen, Executive Director, Toberman Settlement
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William L. London, Department of Urban Work, Presbytery of Indi-
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Howard C. McClary, Executive Director, Cincinnati Union Bethel
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Miss Maxine Miller, Director, Volunteer Bureau, Welfare Council of
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Frederick D. Rogers, Executive Director, Bethlehem Center, Nashville,
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Mrs. Brigadier Loyd Robb, Social Service Consultant, The Salvation
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Morris Seidler, Executive Director, The Illinois Humane Society,
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Papers Also Were Given By:

John Hobgood, Human Relations Officer, Chicago Commission on
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Solomon Kobrin, Senior Research Associate, Division on Social Rela-
tions, Institute for Juvenile Research, Chicago

John H. Ramey, Executive Director, Hyde Park Neighborhood Club,
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Mrs. Marjorie G. Stein, Director of Volunteers, The Phoenix Project,
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Thomas L. Thompson, Executive Director, Big Brothers of Oakland
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Mrs. Muriel D. Watson, Executive Director, William Byrd Community
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The Conference Resource Personnel

Mrs. DeLeslie Allen, Vice President, National Federation of Settlements
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