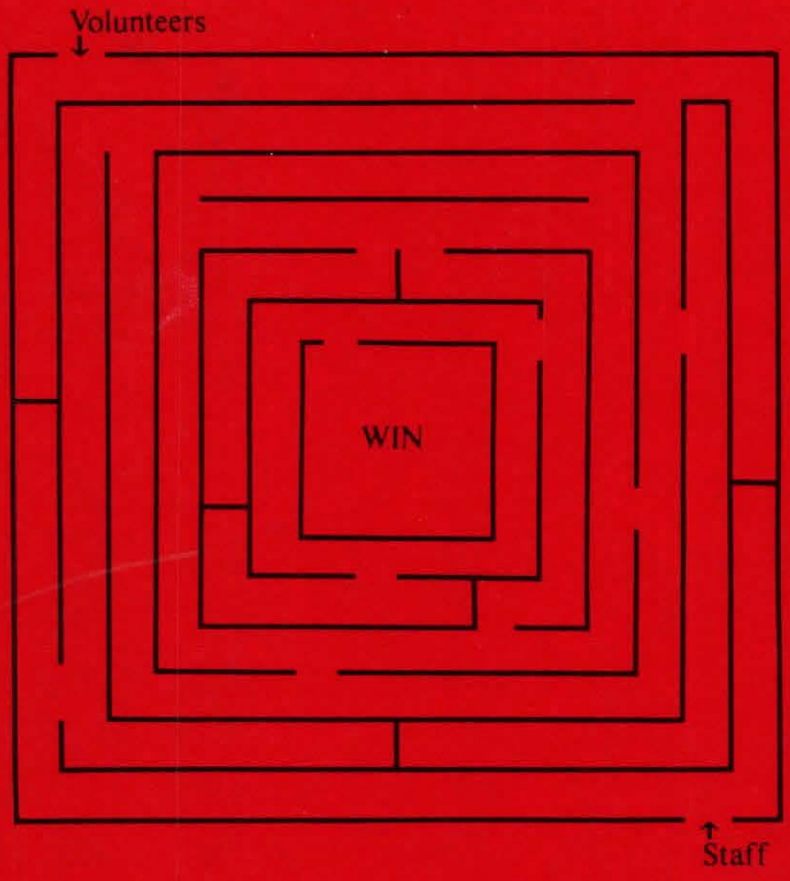
WINNING WITH STAFF

A New Look at Staff Support for Volunteers



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A NEW LOOK AT STAFF SUPPORT FOR VOLUNTEERS

by

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PREFACE

This is a new look at an old problem: inadequate staff support for volunteers. The approach adopts certain assumptions and challenges others. It assumes that the problem is still with us, after all these years. Overall we have made little or no progress overcoming it. Therefore, we must go back to Square One.

The first section identifies and re-examines some basic assumptions about the nature of the problem and the most effective solutions. From this re-analysis, we derive some general and specific strategies. These strategies look distinctly different from those currently in use. First of all, they place more emphasis on selective diagnosis of the agency/staff situation, prior to deciding on an approach. Not all staff resistance situations and conditions are identical. Therefore, there is no one best approach to all situations; strategy should be tailored to diagnosed differences in individual agency situations, conditions, and causation.

Also, staff motivation and rewards are emphasized. Orientation and training for volunteers are also addressed, but are no longer considered main keys to this puzzle.

Finally, we recognize that there are limits to which positive change is possible solely by changing individuals within a service delivery system. The system, too, must change and a beginning is made in suggesting ways this can happen.

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CHAPTER ONE

BOTTLENECK

Volunteer program problems come and go. Only one has persevered near the top of the problem parade for ten years: inadequate staff/agency support for volunteers. Spot surveys by NICOV consistently confirm it. Field impressions insistently suggest it, not only in North America, but also in Japan and, most recently, Australia.

There are exceptions, of course. They include some agencies at some times; some paid staff at all times; and organizations which are all-volunteer or volunteer-dominated. (Volunteer-dominated programs may only invent the problem, as relatively powerless paid staff feel thwarted under the dominion of powerful volunteers.)

The lesson is a general one. We cannot maintain and strengthen volunteer programs by concentrating solely on volunteers and volunteer directors as if they were an island. Other factors are an influence and must be considered. Among these are paid staff; we cannot really improve recruitment, screening, training, and motivation of volunteers, if staff doesn't care. They can turn off the best-screened recruit, ignore the best volunteer training, and de-motivate any volunteer.

Agency/staff nonsupport of volunteers is a fundamental first-cause kind of problem. Until we solve it, improvements elsewhere matter little. And so far, all we can show for our effort are small gains here and losses there. Overall, it is a plateau situation.

CHAPTER TWO

WHAT IS EFFECTIVE AND WHAT IS NOT? A NEW LOOK AT OLD ASSUMPTIONS

We must be doing something wrong. Therefore, is is time we took a new look at old shibboleths; it is time we re-examined ingrained stategic assumptions about what is necessary and effective. Here are a few of them.

1. By themselves, generalized verbal endorsements by high-level people help volunteerism about as much as they have always assisted Motherhood, God, and Democracy. (Apparently, apple pie can take care of itself.) The endorser must also be educated to the need of putting his/her words into action with specific follow-through support behavior.

2. Then, there is the passionate belief in the potency of celebrating volunteers through local, state, and national events, and through anecdotes about marvelous volunteers. Yes, volunteers are marvelous people; even we insiders may sometimes need to be reminded of that. The trouble is, the unconvinced who need the message most, are least likely to be reached by it. If, say, you're indifferent to opera in the first place, you're unlikely to be moved by recognition of an opera star. If you're a staff person threatened by volunteers, their celebration may leave you cold as always; maybe colder, as they get credit for "dabbling" in things you struggle with, unrecognized, every day. Let us recognize the celebration of volunteers for what it is: building our own morale, possibly at some cost to acceptance by agency staff. There are other effective ways to recognize volunteers which integrate volunteers with staff, rather than isolate them. We'll discuss these later.

3. Probably we tend to overestimate the effectiveness of friendly persuasion and justification, particularly at meetings and workshops peopled primarily by the already persuaded. As in the point about celebration above, we are aiming at the wrong people: ourselves, not those "others" we need to influence. Pep rallies have their place, but they rarely persuade fans from another team. Often, this is even true for data-based pep rallies. In the first place, our research isn't all that good yet. Even where it is, attitude can block it out. And attitude, not intellect, is frequently the problem; motivation habitually manipulates facts.

4. If reason fails, why not simple threats and anger? The reason is, "they" usually know we are effectively powerless and can be circumvented. Besides, threats are a ready-made rationale for further resistance. Subtle threats are a different matter, and some are discussed later; a preferred lexicon is "understanding power," "bargaining," and similar terms.

5. Orienting or training staff in the use of volunteers is perhaps the most sophisticated panacea so far proposed. To be fair, it has not yet been given a real test. But there is a flaw here, too: the presupposition of desire to learn on the part of staff. Staff motivation must precede staff learning; otherwise we are assuming staff support of volunteers is purely a matter of technique to be learned. On the contrary, the problem is primarily attitudinal, motivational, and even emotional, and this must be dealt with first.

6. Assumption: nearly all agencies should have volunteers at all times and all staff within such agencies should work with volunteers. This ordinarily unconscious assumption gets us into gallant situations similar to the Charge of the Light Brigade or Cold Harbor; gallant, but terribly wasteful of program development resources, and wasteful of volunteers. Ideally, every agency should involve volunteers; in reality many agencies pressed to do so will only exhaust you and exploit the volunteers.

7. Is staff resistance itself always "a bad thing"? It takes a bold mind like Jerry Kiessling's to challenge this one:

> 'Staff resistance,' rather than being feared by the coordinator, should be valued! There is no reason to think that volunteers are the answer to all the problems in corrections. In an even stronger sense, the coordinator should clearly make it known that he appreciates and wants as much criticism of his program as possible, and that without it, he will find it very difficult to create an excellent program. What this encourages is both open criticism (as opposed to the much more destructive situation of silent opposition and apathy), and creative staff input. Thus, the coordinator should continually make it known to the staff that "this is *our* program, and it should do what we want it to do, as opposed to me (the coordinator) sitting in a corner and designing a program that makes me look good."[1]

I think the point is well made. However we succeed in winning staff support, staff silence should be regarded as ominous, and a signal that all is not well.

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[1] Jerry J. Kiessling, *The Major Problems for Volunteer Programs In Corrections (Probation, Parole, and Aftercare)* (Ottawa: Ontario Ministry of Correctional Services, 1975), page 11.

CHAPTER THREE

WHAT IS THE PROBLEM IN THE FIRST PLACE?

Our problem with staff resistance may be caused by the way we have seen the problem; that is, past failures may partly result from considering the wrong questions. Therefore, let us go back to Square One and re-examine some assumptions about the nature of the problem.

1. Who owns the problem? Implicitly, we tend to assume agency staff and management are the problem. Even in cases where this is true, it is unproductive. For example, how can we put "them" on the couch if the problem is that they don't trust us in the first place? Pogo said, "We have met the enemy and he is us." It may not be entirely true, but at least we have better access to, and can start changing ourselves, first.

There is no homogenous entity called "staff." People assembled under that title vary widely in their receptivity to volunteers. Characteristic differences also occur between line and supervisory staff. Perspectives differ; approaches to staff must also differ by individual and by level or position in the agency.

A related point refers to objectives of problem solution. A previously described goal-myth is: every agency and staff person should have (plenty of) volunteers. The reality is: you don't win them all and in the foreseeable future, you shouldn't even try. Attempting to attach volunteers to an unreceptive agency or staff person is unfair to volunteers and unlikely to help clients. What it very likely will do is "validate" a self-fulfilling agency prophecy of volunteer failure. Sadly, this selective approach requires courage in confronting the numbers fixation so frequent in top administrators and givers of dollars. But we are partly responsible for that, too. Once more, a comprehensive approach to volunteer-staff relations takes us beyond line staff training to the education of funding or administrative sponsors.

2. We need to be clear about valid indicators of the problem and real solutions. Thus, as indicators of problem solution, verbal endorsements by staff mean virtually nothing by themselves. Even worse, token volunteer programs are extremely effective in dodging the issue of significant citizen involvement. If I were a skeptical administrator, I would go the route of token volunteer programming, consciously or unconsciously. If anyone asks, you can always point with pride (or at least relief) to your program. But you don't need a significant commitment--the boat doesn't rock.

Judging from the average number of volunteers in relation to staff and clients, many volunteer programs are token programs today. More valid indicators

are the number of volunteers involved in proportion to staff and clients, the meaningfulness of work they are given, and turnover. This is far more real than talk.

As for indicators of the problem's nature and intensity, agency blocking may range from explicitly reluctant responses to verbal or programmatic tokenism. In all of these, the expression is not so much active hostility as passive resistance; less attack than apathy; more sins of omission than commission; not so much malign attention as inattention; and more in what staff fail to do than in what they actually do.

In fact, some staff are not really "threatened" by volunteers. They know the boss isn't really serious about the volunteer program, or if serious, he/she doesn't know how to make it effectual. They readily distinguish top management and process which mark the other real priorities for their time and effort.

A composite from NICOV experience will illustrate this point. The top official of an agency is genuinely committed to volunteers. He/she sends memos down the line, and delivers in-person messages to staff at all levels. These messages crackle with phrases such as, "volunteers are top priority in this agency." The administrator comes across as utterly sincere in these messages.

Then you talk to line staff and find there is no system for monitoring, recording, and rewarding productive staff involvement of volunteers. On the other hand, a recent memo concerns a certain report form (unrelated to volunteers) which is not being completed with sufficient regularity and promptness by line staff. Here, there is less talk about overall purpose and rationale for improving this situation and no eloquence. The memo simply states that individual line staff will be tracked in their performance and specific steps will be taken if the reports are not promptly and completely prepared.

Now visualize harried line staff, with multiple and shifting priorities competing for limited time. Which one of the two priorities are they likely to respond to as a *real* priority? One guess is all you need.

3. Who are the main actors in this drama? Frequently, the problem is phrased as "volunteer versus professional," and thus prejudged. In fact, many volunteers are professionals, some serving as such, while many professionals also volunteer in their off time. Potentially, the entire paid work range of skills and experience reoccurs in the volunteer work world. It would help if we rephrased volunteer versus professional as "gatekeeper" and "potential voluntary participator." Staff have their share of people who genuinely care, while some volunteers have other agendas. The oversimplified view that volunteers have all the warmth and concern, while staff have none because they are contaminated with money, is an erroneous assumption on which to base strategy. More than that, it probably increases staff resentment of volunteers.

The Gatekeeper	The Potential Voluntary Participator
1. Controls access to the clients and some major resources.	1. Lacks this access or mandate, either officially or unofficially.
2. Has official responsibility for client.	2. Relatively powerless, does not ordinarily have this official responsibility.
3. Might be unpaid as well as paid.	3. Is ordinarily unsalaried.
4. Might be relatively unskilled as well as skilled.	4. Might be relatively unskilled as well as skilled.
5. Varies in degree of genuine intrinsic concern.	5. Varies in degree of genuine intrinsic concern.

In general, lines 3, 4, and 5 stress the similarities between gatekeepers (staff) and voluntary participants (volunteers). Standard definitions tend to stress their differences. The conceptual implication in the rephrasing of the definition should be obvious. The redefinition does not focus on differences of skill, money, or warmth and concern as central to the relational problem. To the extent that one agrees with the redefinition, more concentration on issues of power, system responsibility, and system change should occur.

Vocabulary habits are difficult to change, but throughout this publication, please translate "staff" as "gatekeeper," and "volunteer" as "potential voluntary participator."

4. Time: belief in brief solutions is a peculiar affliction of volunteer leadership. Yet, for this one, as for most basic program problems, you should sign on for three to five years. Basic attitudes, basic styles, and some rather fundamental elements of a service delivery system need to be changed. Solutions which cater to rushing may be ruinous. An entire program may have to be rebuilt. It is better to build foundations solidly, before the first volunteer appears on the scene.

CHAPTER FOUR

A BASIC PRINCIPLE

A new look at the nature of staff-volunteer relational issues will produce some relatively new approaches and modify others existing now. It will not entirely replace existing approaches. Seven suggested principles are described in this section. In each case some directions for implementation are also suggested.

Strategizing is such an engaging activity, sometimes we tend to forget the rationale for it all. In the case of staff participation, for example, we should not let ourselves be trapped into preparing a set of "gimmicks" for any kind of volunteer program.

The principle underlying all other principles is *run a good program*, a program which deserves the respect of staff. Nothing in this guidebook is intended to "trick" staff into involvement in anything less than that. Nor will such tricks work in the long run.

Among other things, this means engaging the highest quality staff to lead your volunteer program, people that other staff can genuinely respect. Other things being equal, it is helpful if your volunteer program leadership (director, coordinator, or administrator of volunteers) can be recruited in-house; that is, a respected former member of staff in another capacity (certainly do not accept someone for whom you can't find anything else to do). At least, try to draw your leadership from the same field, such as social work, health care, etc. But neither of these are unbreakable rules, and they have their own possible drawback--a relationship with other staff that may be a little too cozy with insufficient pressure for change.

There are many excellent references available today on how to manage or plan a good volunteer program. There is no need for further discussion of the matter here. We simply assume you are doing it.

CHAPTER FIVE

THE PRINCIPLE OF RECEPTIVITY ASSESSMENT

Begin with a diagnosis whenever you sense "the problem," or the potential for it, whether volunteers are already in the system or not. Four factors which can be considered in this assessment are: 1) organizational stability, 2) reward system, 3) line staff receptivity, and 4) top management commitment. Each is discussed below.

1. Assess the stability (versus chaos) of the organization itself. Agency-associated volunteer programs can be less healthy than the host organization, but they can hardly be healthier. In the long run, it may sometimes be better to take the hard choice of waiting until the organization stabilizes to a reasonable degree. For example, some think a severe funding cutback is a fine time to install volunteers. Ordinarily this is so only as a desperation measure, and a transient one. The destabilization and paranoia usually associated with the onset of financial anemia can be deadly to volunteers.

2. Determine that a clear, specific, and concrete reward system is in place for staff who work cooperatively and effectively with volunteers. In planning a new program, you will want to seek firm assurances that such a reward system can and will be put in place before volunteers come aboard, or at least concurrently.

Unfortunately, you are unlikely to achieve the ideal in this regard. Nevertheless, try for at least an acceptable minimum; in the process you will raise consciousness as well. Indeed the entire diagnostic process can have this spin-off value.

The checklist which appears on the next page is a handy guide in assessing both of these factors: organizational stability and staff reward systems. It also covers reward systems in a somewhat broader sense. The checklist yields a range of scores from 10 to 100. Several independent ratings within a single program can be averaged for broader input and for purposes of comparative discussion, question by question. As yet, there are no national norms for this rating scale. Nevertheless, a total score below 40 to 45 is probably cause for real concern.

3. A third important factor is top management receptivity. This means a sense of active, specific, knowledgeable commitment, as distinct from mere lip service. An assistant to impressionistic judgment here is NICOV's "Top Management Self-Checklist in Regard to Volunteer Programs."

Volunteer Staff Relations Diagnosis

For each question, rate your situation on a 5-point scale as follows: 5 = very good; 4 = good; 3 = fair; 2 = poor or unknown.

		Rating
1.	The organization itself is stable, healthy, and free of conflict and survival tensions.	_____
2.	The goals for increase in number of volunteers are realistic.	_____
3.	Staff receptivity to volunteers is carefully diagnosed, with emphasis on working with receptive staff, versus a "broadside" approach.	_____
4.	A system of concrete, specific rewards is built in for staff evaluated to work productively with volunteers.	_____
5.	A similar system of rewards exists for volunteers who make strong efforts to work cooperatively with staff.	_____
6.	Volunteers are rewarded and recognized always in conjunction with their staff supervisor or associate.	_____
7.	There is a significant, well-planned program of staff orientation/training for the use of volunteers.	_____
8.	A significant, well-planned part of preservice volunteer training emphasizes sensitivity and sympathy to staff problems: "the nurturing of staff."	_____
9.	Roles of staff and of volunteers in the organization are clearly defined and distinguished, both generally and specifically.	_____
10.	The majority of volunteer roles and job descriptions are based on staff work needs; volunteers are reasonably well motivated to help with these work needs.	_____
	TOTAL:	☐
	TOTAL x 2:	☐

The appropriate section follows from the full NICOV publication entitled *Basic Feedback System: A Self-Assessment Process for Volunteer Programs* by Bobette W. Reigel. This practical manual presents a step-by-step system for volunteer program assessment. A particularly valuable aspect of this system is the development of national comparative norms; new updated norms are included in the manual. The following ready-to-use self-assessment forms appear in the manual: Volunteer Coordinator Scorecard, Volunteer Feedback, One-to-One Client, Voluntary Action Center Checklist, Staff Reactions, Top Management Checklist, and Checklist for Board Members. The manual provides instructions on how to use the Basic Feedback System on an ongoing basis; scoring instructions; national norms; and profile designs. Individuals responsible for volunteer program management will find the easy-to-follow manual very useful. It can be obtained from: Volunteer, P.O. Box 1807, Boulder, Colorado 80306. We do suggest you read this entire publication; it contains four or five other forms useful in diagnosing your volunteer program.

TOP MANAGEMENT CHECKLIST[1]

The Top Management Checklist is designed for the administrator or high-level supervisor in the agency or organization. This administrator is not directly responsible for operating the volunteer program, but is ultimately responsible for several or all functions of the agency. In many cases, volunteer coordinators have found that this form can be administered to several levels of management in the same organization.

The Top Management Checklist is meant to get a reading on *specific* commitments which the administrator is willing to make on behalf of the volunteer program, distinct from generalized verbal support. Considerable tact and sensitivity is necessary in deciding whether or how to administer this form; for example, perhaps the volunteer coordinator will want to use it only as a basis for a discussion.

This is one of the few forms we suggest administering before a program gets started. If, at that time, top administration does not have minimal understanding or acceptance of the specific commitments necessary from them, the program should not proceed until they do have these. In fact, administration and discussion of this form may help start this process of understanding and commitment.

SCORING

Simply count the total number of checks and record. This total is considered the "raw score."

NORMS

The norm sample of 99 responses for the Top Management Checklist is still quite low, and thus the percentiles should be regarded as estimates only. Coordinators may find particular questions more significant for their programs than others (for example, questions 45 to 50).

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[1] Reprinted with permission, Bobette W. Reigel, *Basic Feedback System: A Self-Assessment Process for Volunteer Programs* (Boulder, CO.: National Information Center On Volunteerism, 1977), pages 18-23.

NORMS FOR TOP MANAGEMENT CHECKLIST

If your Top Management Checklist raw score is:	You are higher than *approximately*:
0 - 35	5% of programs
36 - 41	10%
42 - 43	15%
44 - 50	20%
51 - 52	25%
53 - 54	30%
55 - 56	35%
57 - 58	40%
59 - 60	45%
61	50%
62	55%
63 - 65	60%
66 - 67	65%
68 - 71	70%
72 - 73	75%
74 - 75	80%
76 - 79	85%
80 - 82	90%
83 - 84	95%
85 - 100	You are in the top 5%

Naturally, any nationally standardized checklist will have some words or phrases which don't apply to your particular situation. You should feel free to modify and adapt in such cases. Remember, too, that the greatest value of the checklist may be in consciousness-raising and as a springboard for further discussion of commitments needed to make the volunteer program successful. Within the limits of standardization, a checklist score in the lowest quarter, below the twenty-fifth percentile, is a bright red flag. You should not proceed while it is still waving.

You might prefer to rely on (or add to the checklist) a more informal assessment based on discussions with top administration. Here are some warning signals: the administrator cancels an appointment with you or for the volunteer planning meeting, is late for it, or sends a deputy (the lower the level, the worse it is). The administrator may also display a stereotyped view of who volunteers are and what they can do; this includes the "some of my best friends are volunteers" syndrome.

National Information Center On Volunteerism, P.O. Box 4179, Boulder, CO 80306

TOP MANAGEMENT SELF-CHECKLIST IN REGARD TO VOLUNTEER PROGRAMS

This self-checklist is for top management in your agency or organization, e.g., the Director, Executive Director, Chairperson of the Board, and possibly Associate or Regional Director as well.

The purpose is to enable you to check your attitude with other administrators, and with national practice, in regard to the amount of investment necessary and reasonable in a volunteer program in order to return good results.

Of course, not all the questions below are equally relevant to all agencies and organizations. We ask you simply to "translate" each question as necessary into the terms most relevant to your own organization.

Please read *each* statement below and then mark it according to the category which comes closest to your view.

Place *two* checks on each line if you're *sure* it's true for you . . . . . √√
Place *one* check on each line if you're *uncertain* or if it's only partly true √
Leave the line blank if it's *not* true for you. . . . . ____

If you don't have significant numbers of volunteers now, i.e., if you have no volunteer program, answer the questions in terms of "I would" or "I plan to." If you do have a volunteer program now, or its beginnings, answer according to how you actually operate now in regard to that program.

___1. We have a volunteer program now in our agency.

___2. I prefer to have volunteers incorporated as unpaid workers within the agency, rather than as a semi-independent auxiliary outside it.

___3. I believe volunteers should be involved in every part of our operations, working with all paid staff. I do not believe volunteers should work primarily and only for the director-coordinator-supervisor of volunteers.

___4. We can handle volunteer insurance and liability considerations without much trouble.

___5. Volunteers do well enough handling confidential materials. I don't see that as a matter to be particularly concerned about.

___6. I'm confident we can attract all the good volunteers we need.

___7. Volunteers can be found to help with professional level tasks, as well as more routine ones.

___8. The volunteer coordinator's or director's office is adjacent to and/or incorporated with those of the rest of staff.

___9. The volunteer program coordinator or director has his/her own secretary or support person.

___10. He/she has funds to purchase and/or print volunteer training aids and materials amounting to at least $10 per year per volunteer.

___11. Volunteers do have a room or desk space to call their own in our agency.

I am willing to spend significant amounts from our regular budget for extra volunteer program expenses such as:

___12. Mailing of notices.

___13. Printing and office materials.

___14. An extra telephone.

___15. Reimbursement of some work-related expenses for volunteers.

___16. Banquets, certificates, and other incentives.

___17. If our organization's budget were doubled next year, we would still have at least as many volunteers as we have now.

___18. Within three years or less, I think we can use and should have twice our present number of volunteers.

In regard to staff time which must be invested in a quality volunteer program, I am prepared to:

___19. Have line staff invest as much as one hour for only two or three hours of volunteer time returned at the beginning of the program (knowing the ratio will get better later).

___20. Allow at least ten hours a month of staff orientation to volunteers in the first six months of the program, even if that necessitates some neglect of their other duties.

___21. Recognize that working with volunteers might require staff to work some evenings and weekends, or other extra time. Therefore, routinely and without question, criticism, or unnecessary extra bureaucracy, we give staff full compensatory time for these activities.

___22. We give appropriate recognition to line staff who agree to work with volunteers, seriously train, and adjust their roles for this, and successfully work with them. This includes as a minimum, entry into their work records of their supervisory training and experience with volunteers, plus provision for clear and explicit recording in any merit or advancement rating system we have.

___23. I give careful if not preferential attention to present or ex-volunteers in my agency in the hiring of new paid staff, based on an objective assessment of their work record and experience as volunteers.

___24. I see that volunteers are provided with letters of work recommendation if they request them, or other appropriate work credit, for their use in applying for paid work anywhere else.

___25. In selecting any new paid staff, I incorporate as a significant part of our evaluation their receptivity to and experience in working with volunteers. This involves as a minimum some consultation with our volunteer director or other experienced person in the area.

___26. It also involves giving our volunteer director a veto on the staff candidate for serious objections he/she may have on receptivity to volunteers, appropriately documented.

I *personally* am willing to:

___27. Appear at volunteer training sessions and recognition gatherings to welcome volunteers and express appreciation on behalf of our agency. This may be as many as eight to ten appearances a year.

28. Participate directly on the volunteer program planning and/or advisory board as much as two hours a month.

___29. I am not only *willing* to (questions 27 and 28), I actually *do so* at present.

___30. Our volunteer director devotes at least thirty hours a week solely to the volunteer program.

___31. Our volunteer director is a paid person.

___32. His/her salary level is that of a supervisory and/or highly skilled person in our agency.

___33. His/her level in administrative status is supervisory.

___34. He/she regularly attends and participates in staff meetings.

___35. He/she is given substantial time at these meetings to discuss the volunteer program with staff (at least 10% to 20% of meeting time, if necessary).

___36. I see the volunteer director at least once a week regularly for direct communication on progress and problems in the program.

___37. I see as necessary the allocation of work-time, travel, and registration-fee funds for attendance by the volunteer director at a minimum of two or three training workshops a year, for purposes of improving his/her program leadership skills.

___38. Our volunteer director concentrates exclusively on the volunteer program; he/she does not spend significant time on general public relations, community relations, or the like.

___39. Our director of volunteers has undergone special training and requires this on a continuing basis for the skills needed in his/her job.

___40. We have a framework or mechanism for identifying and looking at any suggestions volunteers may have for our agency's objectives or operations as a result of their work experience with us.

___41. We plan to have eventually at least one volunteer for every three consumers of our service (clients, patients, etc.).

___42. We have the above ratio or better right now.

___43. We plan to have eventually at least five volunteers for every paid staff member in the agency or organization.

___44. We have this ratio or better now.

___45. I plan to have at least one volunteer working with me directly or in my office, in administration.

___46. I have this situation right now.

___47. I myself am presently a regular volunteer in a program in this community (for at least five hours a month).

___48. Eventually I would definitely like to see some of our clients (consumers, patients) involved as volunteers.

___49. They are now, in *significant* numbers.

___50. I am willing to have the attitudes towards volunteers expressed here checked out against my actual supportive performance sometime in the next six months.

[ ] TOTAL SCORE

Signature (optional) _____ Date _____

Position _____ Organization _____

Often, the administrator will want to guard against "dangers" in a volunteer program. This will naturally be reflected in concerns about insurance, liability, confidentiality, and tough screening. The volunteer coordinator needs to be alert to problems in this regard if the administrator becomes fixated on these dangers, without the ability to visualize potential positive resolutions. Watch, too, for a top administrator who focuses on volunteers as primarily a budget-writing expedient. This bodes trouble, especially when line staff hear about it.

Here are two other signals you should watch for: "Sure volunteers are fine; you just go to it. No, we can't afford to hire a coordinator or director even half-time." (This is the run-itself or manna from heaven syndrome.) "Great, let's set a target for 100 volunteers by next month."

Finally, listen for phrases of the type: "Fine idea, and I hope we'll get to it sometime next year. As you know, we're in the throes of reorganization now." "Good idea. I've heard NICOV recommends careful planning for volunteers. I agree. Suppose you come in with a plan nine months from now and then we'll staff it out." This is the we'll get to it sometime syndrome. To be sure, careful volunteer program planning should take three to six months. If it takes much longer, somebody is scared or reluctant.

There are ways of working with sincerely skeptical top and middle management. We previously mentioned consciousness-raising, putting it all on the table, with some genuine sharing of knowledge. It is reasonable to assume at the beginning that the administrator has never been given the relevant information on what is needed for volunteer support, rather than assuming conspiracy or bad faith.

There are strategies available. In 1975, the Florida Division of Youth Services developed a significant model for assessing and promoting top management commitment to volunteers. Among the strategies adopted with the full and active support of the head of the system were:

a. Orientation and training in the use of volunteers for top and middle management.

b. Each top or middle manager would file with the head of the system a volunteer involvement plan for the next year.

c. Each top manager would personally recruit one or two volunteers for service in his/her office.

NICOV was involved in a consulting-evaluative role with DYS during this period. We felt this strategy worked at least partially and would have succeeded even more had it not encountered system reorganization soon after the strategy was launched.

There will be times where no approach succeeds in producing enough conscious top management commitment for an in-house volunteer program. In some instances, a modestly successful program can sometimes be operated in a relatively hidden and/or informal manner. Often, this "secret" volunteer program is not documented or recorded. Alternatively, the volunteer program might be sited in an independent or semi-independent organization, provided that clear access to clients is assumed and the "auxiliary" volunteer organization is ready and able to obtain its own resources for adequate volunteer support.

4. A fourth factor in assessment is line staff receptivity to volunteers. This can be diagnosed via NICOV's "Staff Reactions to Volunteer Programs" form BFS - 2. Again, a relevant section from the full Basic Feedback System publication is reproduced below with a suggestion that the full publication be studied.

STAFF REACTIONS TO VOLUNTEER PROGRAMS[2]

This form is designed for paid employees who work directly with volunteers; for example, social workers, nurses, probation officers, or teachers. The form assesses paid staff's impressions of the volunteer program: levels of understanding, commitment, and satisfaction. If used regularly, it should help the coordinator identify the initial stages of staff resistance, while the problem is still manageable. This form can also aid in reorganizing the program towards staff needs.

SCORING

As with the Volunteer Feedback Form, some important responses are not categorized in this scoring index.

Question 2: 0 hours = 0. Beyond that, points *up to 10* for the number of hours reported divided by 2 and rounded to next highest whole number. Thus, if 7 hours is reported = 3½ points rounded to 4 points; 20 hours = 10 points.

3: (1) 0 listed = 0 points; 1 listed = 1 point; 2 listed = 3 points; 3 or more = 4 points.

(2) For every one of first three which appears *responsible*, add 1 point.

(3) For every one of first three involving direct significant contact with clients, add 1 point.

4: (a) = 0 points; (b) = 10; (c) = 5.

5: (a) = 0 points; (b) = 2; (c) = 4; (d) = 6; (e) = 10.

6: (a) = 10 points; (b) = 0; (c) = 5.

7: (a) = 0 points; (b) = 5 (line 1).

(a) = 5 points; (b) = 0 (line 2).

8: None listed = 0 points; one = 3 points; two = 5; three = 8; four or more = 10.

9: 0 or "none" = 10 points; one = 5 points; two or more = 0.

10: None = 0 points; one thing listed = 3 points; two things = 5; three things = 8; four or more things = 10.

12: (a) = 5 points; (b) = 0 (line 1).

(a) = 5 points; (b) = 0 (line 2).

_____

Total number of points (raw score)

---

[2] Reprinted with permission, Bobette W. Reigel, *Basic Feedback System: A Self-Assessment Process for Volunteer Programs* (Boulder, CO.: National Information Center On Volunteerism, 1977), pages 29-33.

NORMS

The norms for the Staff Reactions to Volunteer Programs form are based on responses from a total of 184 paid staff working directly with volunteers.

NORMS FOR STAFF REACTIONS TO VOLUNTEER PROGRAMS

If your Staff Support raw score is:	You are higher than *approximately*:
0 - 39	5% of programs
40 - 45	10%
46 - 47	15%
48 - 49	20%
50 - 51	25%
52 - 53	30%
54 - 55	35%
56 - 57	40%
58 - 59	45%
60	50%
61	55%
62	60%
63	65%
64 - 65	70%
66 - 68	75%
69 - 70	80%
71 - 72	85%
73 - 75	90%
76 - 79	95%
80 - 100	You are in the top 5%

As with the Top Management Checklist, you should feel free to adapt the wording to local conditions. Within the limits of standardization, a staff volunteer support index below the twenty-fifth percentile may be a warning signal. At least, it suggests a heart-to-heart talk with the staff persons concerned; there may be reasons which can be worked out. It also suggests working first with staff who have a more promising volunteer support index.

NATIONAL INFORMATION CENTER ON VOLUNTEERISM, P.O. Box 4179, Boulder, CO 80306, 303/447-0492

STAFF REACTIONS TO VOLUNTEER PROGRAMS

This questionnaire is not intended to just make more paperwork for you. We need your frank ideas on the improvement of the volunteer program. You may sign it or not, just as you prefer. Please answer *all* questions on the form.

---

1. How long have you had any sort of contact with the volunteer program? _____

2. How much time during an average week are you in any sort of contact with volunteers? _____ hours.

3. What are the main different things volunteers do directly under your supervision? _____

   _____

   _____

4. What do you think is the best way of organizing volunteers for your agency? *(Choose the closest to right for you.)*

   a. In an organization of their own, as a separate auxiliary.
   b. Integrated within the agency as "unpaid staff."
   c. Undecided.

5. In relation to the total number of clients (patients, consumers) served by your agency-organization, what would be the best or highest ratio of volunteers to clients you would want? *(Choose the closest to right for you.)*

   a. One volunteer to 50 or more clients.
   b. One volunteer to 20 clients.
   c. One volunteer to 5 clients.
   d. One volunteer to 2 clients.
   e. One or more volunteers for every client.

6. Could the agency now use:

   a. More volunteers?
   b. Fewer volunteers?
   c. About the same number?

7. What concerns you more about the volunteer program? *(Check one in each line.)*

   a. Insurance-liability *-or-* b. Volunteer training
   a. Volunteer turnover rate *-or-* b. Spending too much time with volunteers

8. What jobs, if any, could volunteers usefully perform that they don't now?

   _____

   _____

   _____

9. Could any jobs volunteers now perform probably be done better or more efficiently using paid professional or paraprofessional paid staff?

_____

_____

_____

10. What are some of the things you see as particularly helpful in the volunteer program?

_____

_____

_____

11. What are some of the things that could be improved?

_____

_____

_____

12. What are the best ways of involving volunteers in your organization or agency? *(Choose one on each line.)*

a. Working directly with clients *-or-* b. Administrative duties
a. Serving as individuals *-or-* b. Serving as groups

13. Were you ever a volunteer in a service area similar to the one you are in now?

☐ Yes

☐ No

14. Any other comments or suggestions you would care to make would be most welcome.

_____

_____

_____

_____

Signature (optional) _____ Date _____

A LETTER FROM FRANK MILLER

Author's introductory note: Frank Miller is a friend of mine. We went to school together, and we have seen each other off and on ever since, though it has been a long time since we had a good long talk. The last time it developed into an argument about my present work with volunteers. We didn't settle anything at that time, so I asked him to put his thoughts down in writing, and I would reply in due course.

The letter is reproduced below. To me, it represents a candid staff input, otherwise lacking in this guidebook. Therefore I asked Frank's permission to reproduce it here, and he agreed. Incidentally, Frank Miller isn't his real name. The letter is "hot" in spots, and a pseudonym seemed in order. My regrets to anyone who happens to have that name.

Staff Looks at Volunteers: A Personal View by Frank Enoch Miller, Social Worker II.

Dear Ivan:

When you asked me to write a staff view of volunteers, no one was more surprised than I. I've never considered myself an expert in this area: indeed I didn't ever conceive of the need of experts like yourself in an area like this, and was surprised to find you had made a career of it. My view was, and is, that volunteers *are* voluntary; they'll work if and when they feel like doing so, and I don't see that volunteer experts--I understand you call them coordinators or directors of volunteers--can actually have much control of a free will activity. And if they do, is it still free will?

This issue in fact arose in our agency a few years ago, and we decided not to hire a volunteer director, on that basis. In any event, I'm certainly not an expert. As you recall we never had a course in volunteering in school; I can't even remember a single lecture or bull session on it.

On reflection maybe I do know something about volunteers: I just never thought about it before. Mary does volunteer work one afternoon a week. She tells me she enjoys it, and I think it's good for her to get out of the house once in a while. She says hello, by the way.

Then, for many years there was an older lady who came to our facility every Saturday afternoon and brought cookies for the kids. There was some talk about security problems there and I thought it had been taken care of, but I haven't seen her around recently. It's certainly her privilege to stop coming around if she's no longer interested. Incidentally, Mary makes that point, too. One of the things she sees as essential to volunteering is the privilege of stopping or changing volunteer work, whenever she wants to do so. I know I don't want her to be volunteering whenever we have a chance for a vacation together.

When you come to think of it, our board members don't get paid either so they must be volunteers. But don't expect me to be impressed on that account. They either show up to complain about their fundraising responsibilities or other things about the agency; or, more often, they don't show up at all. We'd assumed they understood their role as fundraisers; we certainly see it as a vital one. But they keep wanting to expand their activities to include review of agency policy, and direction, and goals. One of them even suggested the

board conduct an evaluation of the agency. That's getting pretty heavy. Very few of them have any professional background for the task; none of them see it in the day-to-day way we do.

Still I have no doubt that most volunteers are nice people, and always have the best intentions. But what's that quote about the road to hell being paved with good intentions?

Anyhow, my problems are in a different direction. I'm an old-timer in this field, as you know, and I have twenty-five years experience working with kids. I think that taught me something, and I think it demonstrates something about my commitment to kids. I began work without a degree, got caught in the trend to professionalization, went back to school at night, at considerable sacrifice to Mary, the children, and myself. So I got the Master's degree after six years of this. Now this is my question. Why did I struggle to get all this special experience, training, and a degree, if any amateur can walk in off the street and do my job?

There's more to it than that. Sure, they're nice people and mean well, most of them. They wouldn't want to hurt anybody. But I really care about my kids and I wouldn't want them to get hurt, inadvertently or not. Where's your proof this wouldn't happen? Remember, the burden of proof is on you. There are a few other "little things" here, such as confidentiality. That's a solemn responsibility we have to our kids and their families. Are volunteers really accustomed to the concept, most of them? I don't think so. Anyhow, the more people who know, the more likely there'll be a leak somewhere. I'm really uneasy about this.

Also, when the funding people hear they can get people to do our work free, they're certainly going to want to save taxes and trim our budgets. Maybe it's selfish of me, but my family does need bread on the table and creature comforts. College education for the kids is expensive; you know, I might even like a chance for another promotion one of these days before I retire. I'm not saying the volunteers themselves would want to replace us; I'm talking about the people who control the funding; they're always looking for ways to trim budgets; that's their job.

The kicker in all this is that the closer the volunteer job gets to mine, the more likely it is that my job will go on the block. From what you've told me, there are a lot of volunteer counselor or companion type jobs, and that gets *very* close to home. How would you feel if someone said volunteers could do *your* job?

By the way, you didn't make me feel any better by telling me that many volunteers are well educated and professionals in their own right. At the same time you tell me it's my right and responsibility to supervise them, and I'll feel better about controlling the situation if I do.

Okay, let me run this one by you. There's a volunteer, as well educated as me, probably makes a heck of a lot more money than me, probably is far more influential in the community than I am, may personally know someone higher up in the chain of command in the agency, and I have no leverage whatsoever on their needing the job or the money.

You're saying I can *supervise* that person? Are you kidding?

But let me back up even further. You tell me volunteers would require some

attention, support, supervision on my part. I agree for the sake of argument, as an ideal. But I'm so overloaded and spread out now, I need more responsibilities and time drain like a hole in the head. I just haven't got the time. Most of the time it's quicker to do it myself.

The alternative is having them running around loose out there, doing things I don't know about, can't keep track of. Some of them are bound to do silly things with the kids, even dangerous things. They aren't accountable for these things; I am. I'm still officially responsible for what they do. I don't mind taking responsibility for my own acts--that's part of being a professional. But taking responsibility for the acts of unaccountable others, frankly scares the daylights out of me. I don't see why I should do it.

Add to that, the agency's increasing concern about malpractice suits. If we're responsible for what our volunteers do, we've drastically increased the scope of our liability. If we *don't* take responsibility for our volunteers, we're being irresponsible (you said that, I didn't).

And what about bad publicity? There was a feature story in the papers last month in which an investigative reporter interviewed a volunteer at a juvenile facility across town. She said some pretty critical things. What the story *didn't* say, but what all the professionals in town are talking about, is just this: she'd only been working there two weeks when she weighed in with the invective!

When all is said and done, maybe I would give it a whirl with the time investment and all, if I ever heard the "volunteers top priority" message loud and clear from management here. What I do hear is a lot of other priorities, with specific sanctions attached for compliance. For example, if we don't get monthly reports in on time, your personnel file reflects it. You can count on it. About volunteers, all we hear from the top is grand phrases about community participation and community-based treatment.

If you or any of your fellow volunteers want to respond to these thoughts, I'd appreciate it. Since we agreed I'd work under a pseudonym for now, they can send their letters to you. All I want to be convinced of, Ivan, is that kids will be helped more in the long run.

Meanwhile, Mary and I send our best and hope to see you again next summer.

Cordially,

Frank

Author's concluding note: Frank Miller is a real person. He is I, in fact, or the part of me that remembers some first thoughts as a professional working with volunteers. In other words, I wrote the letter. I believe Frank Miller is real in another sense, too. For I've tried to draw a sympathetic portrait of a staff person who really cares about this work and clients, and at the same time has genuine concerns about volunteers. By contrast, we frequently do injustice both to staff and to our own cause by setting up a caricature as "adversary," assuming that the resistive staff person is necessarily a "bad" person.

The purpose of the exercise? Volunteer directors and volunteer leadership

people ought to be able to answer Frank's letter with empathy and relevance. It's a helpful exercise at a workshop, or even in the privacy of your own office. Or as a trainer you can role play Frank Miller and get a dialogue going with trainees. In the responses, look for empathy, patience, and relevance, in contrast to anger and hostility. Discuss the meaning and effectiveness of each type of response.

More than this, you ought to be able to write a Frank Miller letter yourself, "from" your own staff. (If you know one or two of them well enough, check it with them.) Until you can write such a letter, with sympathy and without caricature, I don't think you're ready to begin working to build staff support for volunteers.

5. Summary. Whatever method is used for diagnosing line staff receptivity to volunteers, there is a difference in interpretation compared to assessment of the stability of the organization, reward system for staff who work well with volunteers, and top management commitment. Even if only *some* line staff are sufficiently receptive to volunteers, but sufficiently favorable receptivity conditions are being met in the first three factors, then the volunteer program should proceed.

In summary, your assessment should be looking for the following points. a) You should have at least acceptable conditions in regard to the first three factors: organizational stability, staff reward systems, and top management commitment. Given the above, the guidelines for acting upon line staff receptivity assessment are the following. b) At least some line staff are sufficiently receptive to volunteers; and c) they can operate with volunteers in reasonable independence from other staff who are insufficiently receptive.

If such minimally favorable risk conditions cannot be met, someone needs to have the courage to stop the exploitation of volunteers in an agency which claims it wants them. Frequently, that hard decision is the lot of the local Voluntary Action Center or Volunteer Bureau. There is only a little consolation: today's volunteer market tends increasingly to belong to the sellers. It is a competitive market in which meaningful volunteer placements are likely to be available somewhere else in the community. Want of such courage does no service to volunteers; it simply subjects them to exploitation and it virtually guarantees program failure.

Unfortunately, of course, this also withholds services from clients who need them. We must bear in mind that volunteers in an unreceptive agency would never be allowed to give significant services anyway. There are other possibilities for reaching these clients, and these will be discussed later.

This booklet's emphasis on diagnosis is unusually heavy. One reason for it is our belief that the assessment process described above, must be taken far more seriously in the future. Also, assessment offers the possibility of agency-wide consciousness-raising and learning regarding the commitments necessary for support of volunteers: it can be a powerful tool for awareness. Thirdly, a solid assessment process is the only basis for a systematic plan for winning staff support in an agency, as distinct from problem or crisis reactions.

CHAPTER SIX

THE PRINCIPLE OF DIFFERENTIAL ADDRESS

Let us suppose assessment (discussed in the previous chapter) determines there is sufficient promise of receptivity to move ahead with program planning. The principle of differential or selective address then suggests we begin to work with relatively few staff persons, selected for relatively high receptivity to volunteers. This contrasts with a broadside approach which insists *every* staff person shall have X volunteers by X date.

The differential approach is far more productive as a starting strategy. It will yield more volunteers involved more productively per given amount of effort. It also leads into an excellent dissemination model, as receptive staff become peer success models for other staff.

1. The Model. Let us assume you work in an agency with ten line staff social workers. Your assessment process indicates that: three have very good receptivity to volunteers; two have future possibilities in this regard, but currently they are skeptical or otherwise not ready to commit themselves; and five are distinctly unreceptive at present.

First of all, your ideal differential strategy would be to define your role as a community resource person. You are not pushing anything, but you do have some capabilities for developing some special human resources for those who might want to avail themselves.

The three receptive staff people are realistically enthusiastic. They have even taken the initiative of coming to you to request volunteers: they are willing to invest time and effort; perhaps they have even had previous successful experience as volunteers or as staff working with volunteers. Hopefully, they are also respected by their peers.

Initially, you will want to concentrate on these three, or only on the one or two who are acknowledged leaders or models among staff. Probably there should be at least two pioneer staff to ensure that they do not become too isolated in their pioneering effort. Naturally, the first volunteers will be of high-quality, well-trained, and especially well-placed in volunteer jobs having direct work dividends for staff (see later sections).

Suppose your target is at least twenty new volunteers in the next six months. The likely consequences of your concentration on actively receptive staff would be:

-Less effort and heartbreak would be necessary to involve a given target number of volunteers.

-The volunteers would have a better experience.

-The participating staff would establish an early success image.

-You, as a volunteer facilitator, can concentrate your supportive and building efforts.

By contrast, the broadside approach is far more likely to break your enthusiasm, and the same for volunteers.

During this first phase you will want to concentrate on seeing that receptive staff do have a successful experience with volunteers, not only because they are intrinsically interested, but through more extrinsic rewards as well. (See Chapter Seven on Staff Rewards.)

After three to six months in the first phase, the second phase dissemination pattern will probably become evident. The flow will likely be from most receptive starting staff to: moderately receptive staff, best friends of the starters on staff, or people on staff who respect the starters. Positive experiences will diffuse from the initially receptive staff to the two or three at the next level of receptivity. They will probably come to you before you come to them. Indeed, they may request volunteers before they are really ready for them. Prevent this when possible by staying with a low-profile, low-pressure image as an on-call special resource person.

If they insist (a nice variation to staff resistance) try to assign them only one or two picked volunteers for a relatively short period, perhaps about three months. After this, it is understood that the staff person, the volunteers, and you will sit down together and evaluate the experience. A similar procedure should be used for a "doubtful starter" at any time, including one who is in the first set of volunteer-involving staff.

This natural diffusion process should yield a twenty to forty percent increase in volunteers each year over several years. At some point, you will reach a ceiling defined by the sum total of agency and staff receptivity. The principle of differential address itself assumes this is so. Some line staff, including some excellent ones, are not delegators to volunteers and will never be. You will always be concentrating elsewhere.

2. The Numbers Nemesis: Obstruction to Quality Volunteering. Most of us can operate under the principle of differential address to a significant degree, but, of course, never to an ideal extent. The most likely damage to the ideal is "the numbers nemesis," usually laid on from the top by grant conditions and/or top administration. It sanctifies quantity at the cost of quality, and it forces us into the broadside approach. At all costs, a tolerable numbers situation must be established early. Preferably this will be done directly in terms of reasonable explicit targets.

The numbers mandate can also be approached indirectly. If the unreasonable quantity expectations do not also specify specific jobs, we use principles of "perceptual recruiting" to establish the broadest possible construction of the word "volunteer"; this process can be described as, "count everything that moves--if it's unpaid and helps." A format for perceptual recruiting is included at the end of this chapter.

We suggest you study the full presentation of perceptual recruiting in *People Approach: Nine New Strategies for Citizen Volunteer Involvement*, available for $5.00 from VOLUNTEER, P.O. Box 1807, Boulder, Colorado 80306. This publication describes three years of model development at NICOV, yielding nine people approach strategies for volunteer involvement. It discusses implications for basic directions and values in the volunteer field.

3. Other Situations. The principle described in this chapter has been directed toward volunteer programs which are just beginning. The same principle can be applied in a situation where volunteers are working with less than satisfactory overall staff support. Less receptive and cooperative staff are allowed to "lose" their volunteers while you concentrate on more receptive staff as before. If the "lost" volunteers aren't too discouraged, they might be reassigned to more receptive staff, though this could cause problems with their former staff "supervisors." Then the building and dissemination process proceeds as before, though perhaps more slowly, because some staff have had "failure" experiences.

PEOPLE APPROACH STRATEGIES

PERCEPTUAL RECRUITING

EXERCISE #1

THINK OF A VOLUNTEER PROGRAM OR EFFORT YOU ARE DIRECTLY INVOLVED WITH OR KNOW WELL

A. THE STRICT COUNT

HOW MANY VOLUNTEERS DOES THIS PROGRAM HAVE IN THE *STRICT* SENSE: THEY ARE CALLED "VOLUNTEERS," BY THEMSELVES AND OTHERS, ARE STRUCTURED INTO THE PROGRAM IN AN ONGOING SERVICE CAPACITY.

STRICT COUNT ☐

B. VOLUNTEER WORKFORCE EXPANSION

Working definition: "Any activity which helps without primary thought of immediate financial gain."

- - - - -

HOW MANY ADDITIONAL VOLUNTEER-TYPE PEOPLE *NOT* IN STRICT COUNT, MIGHT YOU HAVE INVOLVED? (DO EACH CATEGORY SEPARATELY.)

1. Did you count administrative office-type volunteers as well as direct client-service volunteers? If not, add them . . . . . ☐
2. Policy Board. . . . . ☐
3. Other advisory boards . . . . . ☐
4. Give you advice or guidance as unpaid individuals . . . . . ☐
5. An auxiliary or an independent group which nevertheless renders real volunteer help to the organization and/or its clients. This group contains ____ members directly involved in this helping . . . ☐
6. High School, College, Business School, etc., student interns or field placements who worked in your setting during the past year, and whose work had some yield in service or evaluation/research . . ☐
7. Regularly or quite regularly on-call for occasional service, one-shot, in-out service (like a skillsbank). . . . . ☐
8. *Groups* which contribute as groups rather than individuals, such as churches, service clubs, etc.

   Groups which contribute regularly . . . . . ☐

   Contributed at least once last year . . . . . ☐

- - - - -

QUESTION: Did you count a group as one volunteer, or count the number in the group, or count the number in the group actively involved in service to your program?

- - - - -

9. How many people came in spontaneously for temporary helping, not in a programmed manner at least once in the past year? . . . . . ☐

10. Anyone not included in strict count who receives:

    Volunteer work-related expense reimbursement. . . . . ☐

    A subsistence "stipend," such as VISTA, CETA, PSE . . . . . ☐

11. People who may be fully paid *by others* but are volunteer (unpaid) as far as you are concerned . . . . . ☐

12. Is there any sense in which your *clients* render volunteer-type service:

    To others (how many?) . . . . . ☐

    To themselves (self-help as individuals or groups) (how many?). . . . . ☐

13. Other "invisible volunteers"?

    Description, justification:

    _____ . . . . . ☐

    _____ . . . . . ☐

    _____ . . . . . ☐

    _____ . . . . . ☐

Total of items 1 to 13 . . . . . ☐

Minus unacceptable categories. . . ☐

Minus estimated overlap between categories . . . . . ☐

"NEW PERCEPTUAL RECRUITS" TOTAL. . ☐

CHAPTER SEVEN

THE PRINCIPLE OF STAFF REWARDS

Our approach to staff support of volunteers views staff motivation as primary. Staff orientation and training is considered somewhat secondary, and in this our approach differs from some current ones. But there are all kinds of ways to approach staff motivation. At least two are *excluded* here.

One approach we will not propose is motivation by exhortation, if pep talks are the only motivating influences imparted to staff. Another approach is what we might call the psychoanalytic principle of staff motivation. In the past, we frequently viewed staff motivation from a clinical point of view, sometimes verging on the assumption of incipient neurosis. Staff nonsupport of volunteers was *their* problem: they are threatened, insecure, out of touch with reality, etc. We are all perfectly healthy, thank you. Let us now examine this attitude for what it might have been--a put-down, possibly stemming from some of our own hostilities, and perhaps deserving of any reciprocal put-down it produced.

Our purpose here is to draw attention to another assumption, which might be more productive and is certainly more humane: staff have a lot of healthy or at least human motivations we have failed to address. Hopefully, some of this comes across in the "Letter from Frank Miller" in Chapter Five. Perhaps we could treat staff more as volunteers, and less as villains. After all, are we not experts on motivation, getting people to do more than they have to because they want to, the motivational paycheck, and all that? How curious that we have concentrated almost exclusively on volunteers and perhaps never asked, "What's in it for staff?" It is a good question. Staff understand well enough when we ask them for extra time, effort, commitment, and inconvenience as the price of involving volunteers. It is, in fact, a "volunteer extra"; we ask for a kind of volunteer extension of staff beyond the ordinary call of duty, in order to deserve volunteers.

We give them next to nothing for this extra effort; we rarely even think about it. Yet, don't staff people, too, need a motivational paycheck for their "volunteer involvement extras"? Indeed, failure to "think dividend" for staff has been the most devastating omission of volunteer leadership for the last decade. Personnel people will tell you that, while paid employees *need* the money, the better ones do not work for the money. They work out of intrinsic interest in their work, or possibly for status and affiliative motives. In this, they are strikingly similar to volunteers. We would do well to stress that similarity, instead of polarizing the two types of people, the implicit emphasis today. In fact, good volunteers and good staff have more in common with each other than either group has with ineffective volunteers or staff. Effective volunteers and staff are intrinsically motivated primarily by the work itself.

Where is staff's motivational paycheck? Please note: we speak of a carrot for those who "can do," not of a stick for those who can't. We can't really force people into productive involvement of volunteers, and we will be sorry if we try. Here, then, are some positive motivational strategies.

1. Volunteer Job Design. We need to develop a clearer concept of volunteers as a resource to staff, while still offering what volunteers want to do and what clients need. This may mean volunteer jobs which are time-saving for staff rather than time-absorbing; volunteer jobs which free staff more for what they want to do, rather than jobs which seem to duplicate what they feel they should be doing. There is a systematic, field tested way of doing this called Need Overlap Analysis in the Helping Process (NOAH).[1] Moreover, this process demonstrates the possibility of identifying staff-rewarding volunteer jobs which are also volunteer-rewarding and client-rewarding. Initially, however, volunteers should understand why it is particularly important to establish the job reward idea with staff at first.

The issue of designing responsive volunteer jobs is so crucial that the entire next chapter is devoted to it. The only point here is: volunteer jobs must be designed so that staff motivational dividends are derived directly and immediately from what volunteers are doing, rather than depending upon abstract notions that volunteers are "a good thing."

2. Volunteer Training. Many successful volunteers (or directors of volunteers) have admitted that one of their activities is "stroking" staff. Why not? Staff can use it. Consumers of services ultimately benefit from it, as do volunteers. Again, volunteers provide benefits to clients not only directly, but also indirectly by helping staff. Therefore, volunteer preservice and inservice training should place more emphasis on the care and feeding of staff and sensitivity to their problems.

A didactic training presentation by a staff person might be helpful; role plays are even more so. Design the situations around your volunteers' actual or anticipated frustrations with staff, and staff's frustrations with volunteers. Among these role plays might be the following:

a. Staff person with a stack of fifteen unreturned telephone messages, among which are some very crucial ones, plus two messages from volunteers.

b. A reporter covering the volunteer program asks a staff person why volunteers should not replace paid staff and save tax (or United Way, etc.) dollars. Or a top administrator announces impending budget cuts, and that volunteers will be used to fill the gaps.

c. A new volunteer walks in with some sweepingly critical comments about the agency.

d. A volunteer working for you is doing a poor job, and you call

---

[1] Ivan H. Scheier, "Need Overlap Analysis in the Helping Process," in *People Approach: Nine New Strategies for Citizen Volunteer Involvement* (Boulder, CO.: National Information Center on Volunteerism, 1977), pp. 13-15. A brief variation on the process is further described in Chapter Eight.

him/her in for a conference, but are very reluctant to criticize because (1) the volunteer works for free, and/or (2) the volunteer is an influential person in the community or closely related to one.

There are many others, of course. Volunteers can play paid staff roles, too. So much the better if staff are present to play volunteer or non-staff roles.

Building of staff support can be incorporated into volunteer training in other ways, too. For example, if your budget allows, be sure to share the outstanding film, speaker, or book that comes your way, whether directly involved in your volunteer training or simply as resources you know about in the community.

Some of your volunteers may also have special skills staff would like as training resources. Approach this diplomatically; some staff could be threatened by such professional volunteers. On the other hand, I have heard staff complain that such volunteers were not made available as staff training resources. You can recruit some volunteers directly for this purpose, when the need is expressed by staff.

3. Recognition. This quote says it: "Recognition for both staff and volunteers must be constant and ongoing. All people, whether paid or unpaid, need to feel that they are members of the teams and that their efforts are important.[2]

At too many recognition banquets I have watched the faces of staff while volunteers received all the kudos. I have seen too many recognition certificates "for volunteers only" as if their staff partners did not exist. This is also true for press releases and volunteer awards. You would think volunteers had sole monopoly on concern, caring, and giving beyond what is necessary. They do not, and personally, as a staff person, I would be inclined to resent the implication that they do.

Once more we encounter the influence of insufficient examination of basic assumptions. We are the people who proclaim that money is *not* the measure of the value of work. We insist on it in the case of volunteers, but we miss the other part of the implication. If lack of pay need not damage the quality and dignity of work, presence of pay need not either. The lack of relation of money to work holds both ways. Pay does not prohibit caring and quality of work. To act as if it does is logically inconsistent with our own basic assumption about money and work. This prejudice must be rooted out, and recognition of paid and unpaid people rebalanced accordingly. Here is an immodest suggestion: a statement such as the above could be incorporated in the basic documents justifying, describing, and promoting your volunteer program.

As a matter of practical fact, behind every successful volunteer there is often a staff partner who helped make this success possible through his/her support and understanding. Let us start giving these teammates a combined recognition certificate. Mention them together in the awards, at the banquets, on the radio, etc., as a team. Volunteers lose nothing by this, and they have much to gain with future staff support. A suggested design for a recognition

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[2] Elizabeth M. Cantor and Margaret R. Pepper, "What about the Staff?" in *Voluntary Action Leadership* (Washington, DC: National Center for Voluntary Action, Spring, 1975), p. 15.

certificate:

THE HOMETOWN SOCIAL WELFARE AGENCY

Recognizes With Appreciation

The Outstanding Team Support Rendered

To This Agency And The Children It Serves By

_____ *and* _____

(volunteer) (staff)

_____ _____

Signature Date

Another recommendation is for the volunteer director to offer to management his/her services in applying the principles of volunteer recognition and motivation to job enrichment for paid staff. NICOV has begun a proposal based on this concept, to develop such a program nationwide.

Most of the remaining points have been indicated in the diagnostic questionnaires in Chapter Five. They involve some longterm system changes and are strategic rather than immediate tactical expedients. Nevertheless, they are necessary.

4. The Personnel Merit System. As formally as possible, the personnel merit system should recognize the extra staff time, skill, and commitment needed to involve, support, and supervise volunteers. Indeed, when the next opportunity for promotion to supervisory positions comes around, let us remember that it is more difficult to supervise volunteers effectively than paid staff, though many of the same skills and some sensitivity apply in both cases. These include the ability to motivate without money, to communicate effectively, and to enable rather than control people.

These rewards are for staff people whose evaluations have determined that they work effectively and cooperatively with volunteers; the volunteer director should be an important resource person in the staff evaluation process. The range of rewards can include:

a. At a minimum, a reasonable compensatory time policy for the unusual hours often necessary in working with volunteers.

b. Letters of commendation in a staff person's personnel file, signed or cosigned by the most important person in personnel decisions.

c. Where appropriate, similar letters from volunteers (it is fine if they happen to be influential people in their own right).

d. Similar letters from community groups, private or governmental, which have benefited or been impressed by the work of the staff person via volunteers.

e. Copies of all team recognition items--certificates, awards, media announcements (see Section 3 above).

f. Merit system points for demonstrated achievement in the citizen involvement area. (Really, is this any less important than, say, qualifying for reality therapy training or transactional analysis, etc., for which merit points are given in some systems?)

g. The earned designation of "Volunteer Specialist" or similar special skill title.

Not all of these need translate immediately into career achievement or money, but most of them should eventually. Obviously, you will need firm and explicit commitment from top management as a critical precondition of volunteer program planning or replanning.

The other proviso is evaluation. Don't cheapen the reward system by giving out staff awards gratuitously or by way of bribery. The rewards must be earned and will therefore be respected. Ordinarily at least six months evaluated work with volunteers should be a precondition. Evaluation of performance can be a joint responsibility of the staff person's supervisor and the volunteer director. If the agency is really serious about volunteers, feedback from the volunteer director will be considered seriously. Remember, too, that quality is the key, not quantity. "Twenty volunteers involved for 1000 hours" is tempting as a neat criterion. It is also superficial, unless quality of involvement dominates your consideration. Beyond a minimal numerical floor for numbers of volunteers, volunteer hours, tenure, and turnover, quality should be stressed.

Probably less important, but still worth consideration, is the requirement that rewards come after the staff person has successfully completed a prescribed training course on volunteer involvement; or possibly passed a challenging written and/or oral exam on the subject. Once again, the volunteer director's role will be central.

5. Staff Selection. Any agency which is serious about volunteers will, first of all, realistically evaluate the suitability of each new paidwork candidate in regard to active receptivity and commitment to working with volunteers, and previous experience involving volunteers. This won't be the only selection criterion, of course, but it must be a very important one.

There should be a series of questions on the standard application form, and sensitive interviewing. Areas to explore include the following:

a. Has the applicant ever been a volunteer? If so, doing what, for how long, how recently?

b. Has the applicant ever been in a leadership role for the involvement of volunteers, either as a volunteer or a paid person? If so, describe.

c. In both the above areas, if the answer is yes, ask the candidate

to evaluate his/her volunteer or volunteer leadership experience. Since this is a selection process, you are unlikely to get violently negative assessments of volunteers. Watch instead for a *realistically* positive assessment with solid understanding of the investments needed, some of the pitfalls, and how they can be overcome. Be suspicious of an impossibly rosy view.

d. Whatever the answer to the first two questions, ask the candidate to describe a typical volunteer. Be unimpressed by rigid stereotypes. Be impressed by flexibility and wide-ranging modern conceptions of who volunteers are or can be (a "plus" for the candidate who tells you there is no typical volunteer).

e. Frequently, job candidates are asked to give their perceptions of the job for which they are applying--its problems or challenges, opportunities, and how they would handle them. See if they spontaneously mention volunteers as part of their job perception. If they don't, ask them to do so. Whether offered spontaneously or requested by you, look for volunteer involvement plans which are realistic, specific, and non-exploitative.

There are other areas you can explore; for example, the candidate's perceptions of the system of staff rewards discussed in this chapter--whether they exist now or are only under consideration.

A related issue is the policy on volunteers who apply for paid positions in the agency. Presumably, a policy favorable to volunteers enhances future staff support of volunteers by ex-volunteer staff people. On this basis, an agency which is serious about volunteers will explore some sort of preferential consideration for successful volunteers in the agency and, to a lesser extent, for volunteer experience in another related agency or service area.

A year ago, I would have recommended the above without qualification as an easy thing to do. Today, I see some difficulties. First of all, such a policy might sometimes conflict with Affirmative Action or Equal Opportunity Employment practices in an agency. Presumably, however, it would not do so for women and minority volunteers. In any case, we should at least be sure volunteers are aware of the opportunity to apply for all paid staff openings of interest to them. Also, in some instances Affirmative Action policies for volunteer programs are being considered; of course, a transition from volunteer to paid staff might involve less conflict in such a program.

What about personnel or union rules which require that present employees be given preferential or exclusive consideration for new staff openings? Some mitigation may be possible by (a) registering volunteers as employees; (b) giving them preferential consideration for temporary openings which might not be covered by policy; and (c) giving them at least secondary preferential status for any new staff openings. These possibilities seem to be worth exploration.

A major argument supporting preferential consideration is that today's volunteer market may require such an inducement for recruiting certain kinds of valuable volunteers: among these are youth, women, and minority people.

Throughout this section we are assuming, of course, that staff who are ex-volunteers will actively support volunteers. We all know of instances in which it was not the case. One such scenario involves the person who volunteered primarily as a bridge to paidwork, becoming a staff person who is particularly

tense about volunteers. This is because he/she assumes they are volunteering for the same reasons and are thus potential competition. Other ex-volunteers appear simply to forget the old role in the switch to a new one, or remember selectively some instances of volunteer hostility to staff.

Is this farfetched? Perhaps, but there could be an analogy in history. Volunteers created and first operated virtually every human service system which today denies them entry in various degrees. In any case,the basic assumption that ex-volunteers who become staff support volunteers has not been rigorously and empirically tested. Even if it proves generally true, there are probably significant exceptions to the rule. This preferential paid employment consideration for volunteers should never be automatic in any individual case. More research is needed for the general case.

6. Rewards to the Agency. Presumably, if volunteer programs provide powerful direct rewards to the host agency, more rewards will permeate to staff who productively involve volunteers.

How might this occur? Today, government and private funders are keenly interested in stretching the service dollar. It would therefore be logical to demand a "citizen participation match" as a condition of any grant or monetary award for any human service program, even if the grant itself is for other than volunteer program purposes. I think the idea is worth considering for further development and discussion with government funding agencies, foundations, United Way, etc. But even this initial simple statement raises some problems. Presumably the volunteer program match would have to be validated or evaluated in some fashion. This might be unduly expensive and verge on "policing," in some cases. Another difficulty is, at what point does this kind of "persuasion" become pressure on grudging, unsuccessful agency sponsorship of volunteers?

Both problems are probably factors in the failure of the Harris Amendment to mandate increased volunteer involvement in welfare agencies. Still, we could probably do a better job the next time around, given the Harris Amendment experience. There would be more evaluation, less exhortation; more positives and fewer punitives; more realistic goals and timeframes; more technical assistance in support of program development; and if volunteers were absolutely mandated, there would be a reward system for staff and agencies who worked well with volunteers. Finally, the Harris Amendment probably didn't fail entirely. It never stimulated all the volunteers it intended to, but I believe there are more volunteer programs today in welfare, than if the amendment had never been enacted.

A similar issue involves making tax or other legal benefits for private organizations contingent on significant involvement of volunteers in community service. Requirements are increasingly stringent for attaining non-profit tax status, mutual benefit society privileges, and the like. Why shouldn't these requirements include meaningful public participation in the work of the organization or the community? Maybe such agency tax benefits are as important as tax benefits for individual volunteers. In any case, the active advocacy of national and state volunteer organizations will be crucial in such matters.

CHAPTER EIGHT

THE PRINCIPLE OF STAFF PARTICIPATION AND AN IMPLIED ROLE SHIFT FOR VOLUNTEER LEADERSHIP

I am mystified by the expectation that staff will support someone else's volunteer program. Staff *will* support *their* volunteer program. This means genuine staff participation in every phase of the volunteer program from volunteer job design through recruiting, screening, training, motivating, and evaluating volunteers.

This participation needs to be more than cosmetic. If there is insufficient staff time for staff to actually execute each phase of the volunteer program, staff must at least participate in clear, precise determination of policy. Any good volunteer leadership text will provide solid suggestions for meaningful staff participation across the entire volunteer program spectrum. Here, we will indicate only a few highpoints.

1. Program Planning. Elizabeth Magoon has given us an excellent statement of the staff participation principle for volunteer program planning.

> The first step in the development of a volunteer program should be the inclusion of salaried staff at the earliest stages of planning your program. Inclusion of staff members will go a long way toward ensuring their receptivity to volunteers. This initial step in planning a successful program must be the development of goals and objectives. A committee comprised of staff and administrative personnel should assist you in doing this, thus ensuring that the staff assists in defining goals and objectives for your program. If your program begins where staff is, with jobs for volunteers that staff see as necessary, they will be more interested in use of volunteers than if they feel that the program is out of step with their needs. It will also ensure that your program will not exceed the needs of the agency.
>
> In a large agency where only a few staff can be a part of a planning process, you will want to identify and involve those people who seem interested in the use of volunteers. If committee members are solicited (voluntarily from the staff) these people who respond will be the ones who are in support of the program. Strive to make your committee representative of all units of the agency and seek to involve the office leaders, those who appear to be influential with others,

whatever their job title. They can assist all along the way in overcoming the resistance which others may show toward volunteers.[1]

2. Design of Volunteer Jobs. Staff participation is essential for the development of volunteer jobs. For this we recommend the "Need Overlap Analysis in Helping" process or a variation of it. When staff's active support is a problem, more of the negotiated giving will have to be done by volunteers and their advocates in reaching the need overlap or volunteer job area. A recently developed approach for this is outlined below. Detailed background on the need overlap process is provided in the NICOV publication, *People Approach: Nine New Strategies for Citizen Volunteer Involvement.* (See also Chapter Six of this publication.)

A MORE THOROUGH PROCESS FOR SECURING STAFF INPUT INTO THE NEED OVERLAP AREA

PHASE I: Staff Raw Work Assistance Needs and Developing the Total Pool

Step 1: Individually and preferably at leisure, each staff person prepares an "activity list": a list of specific things he/she did during the last three or four full days *at work*.

Step 2: Staff examine their activity lists and place an asterisk (*) before each item which meets these conditions: they do it, but they feel their training and experience have prepared them to invest their time elsewhere. They would be more effective and fulfilled in their work if they were *not* doing the asterisked items.

Step 3: On a separate sheet, staff prepare a dream list. These are the things they would like to do, or see the agency do, but cannot do now. The reasons are lack of time, skills, or other resources.

Steps two and three provide the total staff with an assistance yield. Presumably, these are the things volunteers might conceivably do or provide for them. Presumably, too, staff would support volunteers in these positions because they have decided they need this help. This can be a huge raw yield. Realistic volunteer possibilities are much fewer, and depend on refinement in the next two phases.

[1] Elizabeth Magoon, "Volunteer-Staff Relationships: A Team Approach" (paper prepared for the Washington State Office of Volunteer Programs, under a grant from L.E.A.A., 1972), p. 1.

PHASE II: Refining the Raw Work Assistance Needs: Four Tests

The first "reality tests" applied to the total raw yield are conducted by staff themselves. The tests are usually conducted in the chronological order described below:

Step 1: The Pattern Test. Is there a pattern in the asterisk items and the dream items among different staff members? A pattern should be determined if staff will be working together with volunteers. Otherwise it is optional.

Step 2: The Authority Test. Are volunteers permitted to do things like this under existing laws, regulations, or by customs firmly fixed by top management? Will the powers-that-be permit it?

Step 3: The Delegation Test. Are staff comfortable delegating these asterisk and dream items to volunteers?

Step 4: The Dollar Test. Should the agency hire paid staff for these types of tasks? Is it likely to do so in the foreseeable future?

The four steps of Phase II convert the raw work assistance needs to a smaller set of more refined work assistance needs. Staff should still be comfortable with these; in fact, they may be even more satisfied than at the end of Phase I.

But, will volunteers be comfortable with them? Staff may be ready, but we can't be sure volunteers are. In the real world, you can't expect a perfect fit between what staff wants and what volunteers want to do. Initially, staff should have been told about the need to negotiate; the principle of differential address (in Chapter Six) should have assisted you in selecting staff who would be willing to negotiate on volunteer job roles.

Phase III, then, is the negotiation process to develop volunteer jobs from staff work assistance yield. Staff should participate in this negotiation process and, in fact, this can be an excellent part of staff orientation to the use of volunteers. A less preferable, but possible option is for the volunteer director to act as negotiator.

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PHASE III: *Attracting Volunteers to the Refined Staff Assistance Needs: Negotiating Points* (Work with a committee representing the volunteer community, as described in the full *People Approach* publication.)

Step 1: Spend your "motivational money" on the general attractiveness of any volunteer work in your organization. Possible points here are:

-Volunteer training is good

-Recognition features

-Enabling funds are provided

-Work references and/or academic credit are provided

Step 2: Packaging task elements in the refined staff assistance need total.

a. The principle of variety. Task elements which are in themselves likely to be routine or dull for volunteers when they are the only job, may become more attractive when bonded with a variety of other task elements. For example, licking envelopes + filing + answering the phone, may be more attractive as a package than any one of them is by itself. At least there is some variety.

b. The principle of continuity. Task elements may become more interesting when bonded in a variety which is chronologically related to purpose. In the example below, note how each progressively added task element could make the total not only more varied but more meaningful in relation to the purposes of the tasks.

Licking envelopes
+
Addressing envelopes
+
Working postage meter
+
Preparing and keeping address lists accurate
+
Signing or initialing or adding a personal note to some letters
+
Telephone follow-up
+
Recording, analyzing replies
+
Input in designing a better letter next time
+
Etc.

c. The sweetener principle. A routine or boring task may become acceptable where a dream (attractive) item is linked with it in the total job. Example: licking envelopes for fund drive versus licking envelopes plus the opportunity to participate in engaging some of the fund drive money in a cause you deeply care about.

It is unlikely that the above process will develop volunteer roles which irritate staff. When you use other processes, and particularly when you impose a volunteer job on staff from the outside, beware of such role irritants. Principal among problems here is the "good guy, bad guy" syndrome mentioned by Kiessling and others. In this situation, volunteers working with staff are typecast as "the good guys," warm, friendly, supportive. Especially when they are teaming with paid staff, this automatically tends to typecast staff more as "the bad guys" (somebody has to do it) who have now lost their "good guy" satisfactions. Even where such a role distribution is realistic, the image is very bad for volunteer-staff relations. Staff feel directly penalized for involvement with volunteers. If their "reward" is losing the heart of their jobs, they can be expected to resent it. Sharing some heartbreak is better for volunteer-staff relations than stealing joys.

3. Recruiting. Underlying the principle of staff participation is the principle of staff ownership. When you come to staff participation in recruiting, it is therefore consistent to suggest to involved staff that they try to recruit one or two friends or acquaintances as early volunteers. It can help ensure trust, in a family-type atmosphere. On the other hand, don't press on this one; some staff may want to keep friends and work separate.

In any case, your first recruits should be of the highest possible quality, to make the very best "first impression" on staff. Yet, here as always, there is a caveat. Some directors of volunteer programs have indicated that *overqualified* volunteers can be a danger, too.

4. Staff Participation. Staff should participate as actively as possible in volunteer screening, training, and evaluation. If they are not actually involved in the execution of these activities, they should participate in the design of policy for these areas. They must share not only in designing the recognition program; they must also be on the receiving end (see Chapter Seven). Any good text on volunteerism will suggest ways of involving staff at all stages of the volunteer program process.

5. Role Shift for Volunteer Leadership. The volunteer director's role may evolve to one of taking administrative work off the shoulders of line staff or finding volunteers to do so, provided that staff reinvest the time saved in working directly with volunteers. The volunteer director (now the "volunteer catalyst") would assist in redesigning a staff person's job for more momentum via volunteers, and assist in the transition period by taking on some of the job elements dislocated in the transition. Then he/she would go on to help overcome start-up inertia with another staff person. This makes the volunteer leadership person more of a generalist than at present, and extends his/her skills beyond volunteer job design. As indicated in an earlier section, the principles of job enrichment for both volunteers and staff are similar--one can't expect unsatisfied staff to produce satisfied volunteers.

Another role shift for the volunteer leadership person would be to act as ombudsperson for volunteers, at all staff levels, and in the wider community. We do some of this now, although not as actively as we might.

Taking the above role changes seriously would mean upgrading the status

and power of the volunteer leadership person: it certainly implies some adjustment in preparation and training for volunteer directors. In sum, the role shift would be away from ownership of volunteers, and towards the role of staff educator, advocate or ombudsperson, start-up catalyst, and job design person working with staff.

These role shifts for volunteer leadership depart considerably from the "classical" role of volunteer directors today. Although "volunteer coordinator" or "volunteer director" might be inappropriate titles in view of these role shifts, a new and intriguing one we might want to consider is "volunteer facilitator."

CHAPTER NINE

THE PRINCIPLE OF VOLUNTEER JOB DIVERSIFICATION

1. Introduction. We frequently assume that clarifying volunteer and staff roles will help solve "the problem." That may be so, but one shouldn't assume it will be easy, especially if phrased in terms of one "best" overall role for the volunteer and one "best" role for staff. In fact, optimum roles will probably differ widely from situation to situation, and over time. Therefore, volunteer role diversification may be a more productive working concept than role definition, which is a limitation. Volunteer role diversification offers staff the widest possible range of volunteer jobs or roles from which to work.

The watchword is *flexibility*. I don't think I have ever met a staff person who actually disliked all volunteers. Rather, staff are repelled by the restricted image of the volunteer job which is presented to them. As long as we, too, restrict the types of volunteer jobs offered, we will fit right in with the stereotype which encourages staff indifference or resistance. As we widen our offerings, we get closer to making staff an offer they can't refuse, or don't want to, because it is close to what they naturally want in the way of volunteer help.

As we discussed in Chapter Eight, an excellent way to generate this type of variety in volunteer job offerings is the Need Overlap Analysis process. The book, *People Approach: Nine New Strategies for Citizen Volunteer Involvement* also describes an overall conceptual relaxing process for staff called Perceptual Recruiting. Slightly modified sections of this are reproduced here.

APPLICATION OF PERCEPTUAL RECRUITING TO THE VOLUNTEER[1]

We begin by proposing the broadest possible working definition of volunteering: *any activity which helps without primary thought of immediate financial gain.*

This is an inclusive definition, and inclusiveness appears to be a modern trend in volunteer leadership over the past ten years, in which we have clearly moved from narrower stereotyping towards the expansion of the volunteer helping concept. We believe the inclusionists have steadily eroded the exclusionists' position in volunteering. For example, it has increasingly been recognized that volunteers can be of either sex and any age, groups as well as individuals, skilled as well as unskilled. Today, we see that volunteering is not always and absolutely "freewill," and that volunteers can work a large percentage of their time as well as nominal part-time. Finally today, volunteers can have work-related expenses reimbursed, and still be called volunteers.

The categories below simply represent further possible conceptual expansion if one accepts the broader definition of volunteering proposed, and the need to integrate volunteering with a broader notion of helping.

In each case below, the current traditional notions of volunteering are to the left; avenues of expanded vision to the right.

1.	*DESIGNATED VOLUNTEER* The volunteer is designated and identified as such by himself/herself. Others apply the term to him/her.	*UNDESIGNATED VOLUNTEER* Actually a volunteer, but not so designated; doesn't use the title to describe himself/herself.
2.	*HELPS OTHERS* The volunteer or volunteer group helps *others*, but does not receive help from others.	*HELPS SELF* The person helps himself/herself or is helped by others. The person or group is not stereotyped as only a client or helpee.
3.	*CONSISTENT TIME COMMITMENT* The volunteer serves consistently over a significant time period	*TEMPORARY, SPONTANEOUS COMMITMENT* The volunteer helps as occasion, need, and desire may prompt.
4.	*STRUCTURED, ORGANIZED, FORMAL PROGRAM* The volunteer serves in the context of a formal, programmed, structured effort, that is, with organized recruiting, screening, training, etc.	*UNSTRUCTURED, INFORMAL, UNORGANIZED HELP* Persons help spontaneously, in unprogrammed setting as needed.

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[1] The following four pages have been reprinted with permission, Ivan H. Scheier, *People Approach: Nine New Strategies for Citizen Volunteer Involvement* (Boulder, CO.: National Information Center on Volunteerism, 1977), pp. 89-94.

5.	*NO MONEY* The volunteer serves without pay, without financial or other recompense. A pure altruist.		*SOME MONEY* The volunteer receives some stipend, enabling funds, or reimbursement of expenses.
6.	*SERVICE* The volunteer principally provides service.	Intermediate Example: Board Members	*ADVOCACY* The volunteer advocates for policy changes in the community at large.
7.	*UNPAID VOLUNTEER* The volunteer is a special type of person doing special types of work.		*PAID WORKER* The motivational structure of the good volunteer and good paid worker is essentially the same; likewise the bad ones. Volunteering is more an attitude towards some work than a special kind of work.

Exercise No. 1.

Assuming that you accept the basic expansionist position of this approach:

(a) See how many intermediate options or modes you can identify for each of the seven characteristics. An example is suggested in #6 above.

(b) See how many extreme models or examples you can think of (to the right) in each of the seven characteristics. We will give more examples here than we would expect you to give were you actually doing this exercise with trainees.

1. *Undesignated Volunteers.*

Frequently, a board or committee member, college student interns, experiential or service-learning trainees; a police auxiliary; a worker within a church or synagogue. See also examples under other categories, especially #2 and #3.

2. *Self-Help Clients.*

Client volunteering is becoming increasingly recognized as a form of designated identified helping and an extremely high potential one. Groups like Alcoholics Anonymous, Synanon, Brothers Anonymous, welfare clients, or convicted offenders who volunteer to help others; parents who volunteer to help in their child's classroom.

3. *Temporary, Spontaneous Helping.*

Someone helps you change a flat tire; gives you directions on the street; "good deeds" to the extent they are not too heavily programmed or structured; most help given in public or private crisis situations like fire, flood, accidents, or serious illness. Similar occurrences in agency settings?

4. *Unstructured, Informal, Unprogrammed.*

See also example in categories #2 and #3; the kind of helping which occurs in MINIMAX is generally a good example.

5. *Stipends, Enabling Funds.*

At the right--VISTA, Peace Corps, RSVP, Foster Grandparents. Towards the middle--community volunteers who receive reimbursement for work-related expenses and/or fringe benefits such as insurance. Also, as an intermediate option, how about the growing trend to offer work experience credit or academic credit for volunteer work?

6. *The Volunteer as Advocate.*

How much were you paid last time you voted; wrote a letter to the editor; argued your position on a policy board; participated in an environmental, civic, or business group which took a stand on an issue? We believe this is part of the frequently unrecognized volunteering of advocacy. Moreover, both service and advocacy can be considered as facets of the same basic caring process.

One crucial comment applies to all of the above six mind-expanding categories: never insist that a person use the word volunteer unless he/she wants to use it. We don't care about the title as long as there is a helping story.

7. *Similarity of Volunteer and Paid Workers.*

We propose here the concept of INTRIN: anyone, anytime can be an INTRIN to the extent that they are primarily motivated intrinsically by the nature of the work, rather than extrinsically by rewards not intrinsic to the work itself. These extrinsic rewards can be money, volunteer recognition certificates, one's name in the paper, etc. I suggest the title EXTRIN for this type of worker. This concept "perceptually recruits" as a volunteer any paid worker who does more than he/she has to because he/she wants to. (Call this the "overtime volunteer" or "overwork volunteer" if you want to.) By the same token, the unreliable or unmotivated volunteer is an EXTRIN.

The crucial distinction governing the quality of work is *not* money. Rather, it is the relation of the work itself to the person's natural motivation--intrinsic or extrinsic. We can diagram it roughly as follows:

	PAID	UNPAID
Intrinsically Motivated	A	C
Extrinsically Motivated	B	D

In Square A are the lucky people who like their work enough to do it for free, but happen to need to be paid for it. In B are the paid people who can't wait for Friday afternoon. C and D represent the same differences in volunteers.

Volunteer leadership heretofore has tended to phrase the problem as A and B vis-à-vis C and D; that is, volunteer-staff relations. We propose changing the question to A and C vis-à-vis B and D, or INTRIN-EXTRIN relations. We believe A and C have more in common than A and B or C and D. For both of them the problem becomes the conversion of EXTRIN (B and D) to INTRIN (A and C) motivation. This is in fact the basic thrust of People Approach: redesign the EXTRIN work so that it becomes closer to what the person really want to do, hence INTRIN work. Volunteer leadership people should be the experts in this process whether it occurs in the paid or unpaid work (B → A, or D → C).

In addition to the Perceptual Recruiting Exercise #1 (page 60), a more traditional way of making the same point with staff is to secure a list of things volunteers have done in similar agencies or organizations. Make this the widest possible range you can find. Be ambitious about this, and so much the better if these volunteer jobs are listed for agencies your staff respects. How ambitious can you be? In 1968 the resurgence of correctional volunteering was relatively new; yet NICOV was able to identify and list over 200 distinct jobs volunteers were performing nationally in the criminal justice area. You should be able to find hundreds in your service area. Local, statewide, and national resource centers can provide helpful information on this.

2. Conclusion. There is a single message in this chapter: develop and offer a wide range of volunteer jobs in order to be responsive to staff's work assistance needs. We can illustrate the principle by its worst possible violation, the ABC's of ensuring there will be staff resistance. In order of increasing counter-productivity, these are:

a. Only one recommended job description for volunteers.

b. Only one recommended job description, developed from "outside" without serious input from or consultation with staff.

c. Only one recommended job description, totally lacking staff input, and heavily pressured for staff compliance.

My respects to anyone who can think of anything worse than c.

CHAPTER TEN

THE PRINCIPLE OF TRAINING AND EDUCATION

The volunteer leadership person is largely an adult educator. Staff need to be educated to work effectively with volunteers, and volunteers must also be trained to work cooperatively with staff.

1. Staff Orientation to Volunteers. Orientation of staff to volunteers is likewise important, but perhaps not as complete a solution as previously supposed. Ordinarily, all the other factors must first be in place for such orientation to be effective, and this is especially true of rewards and reinforcement for staff. You can't force people to learn what they are not motivated to learn. When people *are* motivated, elaborate curriculum is unnecessary. An example is the male high school dropout's excellent performance on the written exam for an automobile operator's license.

Wherever possible, a significant portion of staff training for volunteers should *precede* volunteer training and other volunteer program development. The design is largely a matter of your own judgment, based on need assessment of your own organization. Therefore, we will not present detailed recommendations here, since generalization would be difficult.

A quite detailed outline and analysis of a staff orientation program was presented in a recent article by Florence Schwartz; the full article is recommended. Describing this training program which has actually been conducted for social workers, Ms. Schwartz concludes with these comments:

> It is my belief that the approach of this program represents a significant shift in emphasis for dealing with staff in relation to volunteers. We de-emphasized the "how to deal with volunteers" aspect, and emphasized the program as an educational experience which provided intellectual stimulation through consideration of issues, philosophy, and history. Some of the sessions dealt with specific operational problems, but the tone of the entire program was to provide a truly professional atmosphere. The material that was offered, and the additional material that came out of the sessions can provide the basis for consideration of what might get into social work education regarding voluntarism. The technique of opening up the area of professional resistance to the use of volunteers provided opportunities for participants to deal with their own resistance and to interact with one another around the problem.[1]

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[1] Florence S. Schwartz, "Training a Professional Staff to Work with the Program Volunteer," *Volunteer Administration* 10, no. 1 (Spring 1977): 14.

The *People Approach* publication cited previously presents a detailed staff orientation design. In designing your own staff orientation, remember that it is not a program, or shouldn't be, in the time-limited sense. It should be happening all the time. It is certainly a major spin-off of the receptivity assessment process, as mentioned in Chapter Five, within the more formal program design framework. Again, don't try to utilize anyone else's staff orientation program, however elegant or successful it may seem. Design your own staff training based on your agency's assessed needs. Some guidelines which you may wish to consider follow.

a. *Staff Identification with Volunteers.* Volunteers are not special people, elite and unique. They are your neighbors, and probably yourself, too, in some sense. (See material on Perceptual Recruiting described in Chapter Nine.) If you know the MINIMAX process, this could be helpful here, too.[2] It demonstrates that in a real sense, everybody both gives and receives help almost all the time. Everyone is a volunteer.

b. *Volunteers Can Help You.* Here the basic elements are the following. (1) Use the Need Overlap Analysis process for designing volunteer jobs which are responsive to staff work assistance needs (Chapter Six). Understanding and operating this process can be a part of staff orientation to volunteers. (2) There is a wide range of possible jobs volunteers can perform. Among them there is bound to be some meaningful ones that will help a staff person do his/her job better. (3) If there is a reward system for staff who work productively with volunteers (Chapter Seven), be sure they fully understand the benefits.

c. *How to Supervise.* Basic principles are the same as for supervising paid staff and, thus, this consideration relates directly to staff prospects for promotion. If anything, supervising volunteers is a somewhat more demanding test; there is even more challenge in motivating people without money. Communication is a greater challenge, too, since volunteers ordinarily are not in the office a full work week.

Your faculty for the training? The volunteer director, if there is one, and staff who have worked successfully with volunteers and veteran volunteers, if you have them. Finally, just a thought: why do we segregate staff and volunteer training? If we want them to function as a team, why don't we train them together?

Several other cautions deserve some attention:

a. *History of Volunteering.* If you take the approach that many human service areas historically began with volunteers, watch for the backfire, "Well, when we went from volunteers to professionals, weren't there some good reasons for it? Isn't reintroducing volunteers a step backward in history?" Unfortunately, at this time there is a lack of good historical material on volunteering.

b. *The Dollar Value of Volunteers.* There is an excellent article by Harold Wolozin on this.[3] The positive point is, think of all the things

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[2] Ivan H. Scheier, *People Approach: Nine New Strategies for Citizen Volunteer Involvement* (Boulder, CO.: National Information Center on Volunteerism, 1977), pp. 36-71.

[3] Harold Wolozin, *The Value of Volunteer Services in the United States* (Washington, D.C.: ACTION, 1975).

we couldn't do if we didn't have volunteers. The backfire is, "Oh-oh, wait till the budget boys hear about this one."

c. *Research on Impact of Volunteers.* Much of the existing research on the effectiveness of volunteers on clients is inadequate and ambiguous. As for the possibility of more sophisticated proof, Scheier's law for special research states, "Proof is inversely proportional to elegance." Also, much existing research unnecessarily phrases the issue as volunteers versus staff.

2. Educating Future Staff. Orienting staff to volunteers is a tactical approach--and a somewhat incomplete one--to an underlying problem. This is the lack of content on volunteerism in our educational system. The Association for Administration of Volunteer Services (AAVS) has stressed the need for incorporating volunteer leadership course content in such professional schools as social work, theology, education, and criminal justice. Slow progress is being made.

Perhaps even more basic is our need to approach the precollege public and private educational system, for this system provides an informational and attitudinal base for virtually all future paid staff, professional or not, and virtually all future volunteers. NICOV is beginning a project, under a grant from the W.K. Kellogg Foundation, to develop and disseminate models for a high school course in volunteering and community leadership. Eventually, this model must be extended throughout all levels of the secular educational system, and perhaps adapted for religious education as well.

The above project is currently targeted to involve at least 150 schools by 1979-1980. Publications based on project experience should begin to be available in 1979. Further inquiries are invited by NICOV.

3. Educating the Powerful. Realistic volunteering education must be extended to the critical decision-makers in the government and private sector, and to funding sources, for at least part of the problem originates with them. For example, policy-makers often make the assumption that volunteer programming is primarily an across-the-board cost reduction measure. Workshops designed especially for these policy-makers should be a high priority for those interested in volunteerism education. Would they come? No one knows because as far as we know, no one has really tried. Yet, since some foundations and government agencies have an enormous investment in volunteerism, perhaps we can assume there is some basic motivation to protect and enhance their investment.

CHAPTER ELEVEN

APPLICATION OF THE SEVEN STRATEGIES

In a real sense, winning staff support for volunteers means doing everything all the time. The seven strategies described previously are largely concurrent and continuous. There are, nevertheless, some things which ordinarily should happen before other things can happen. Figure 1 depicts a rough action plan for application of strategies described in the preceding chapters.

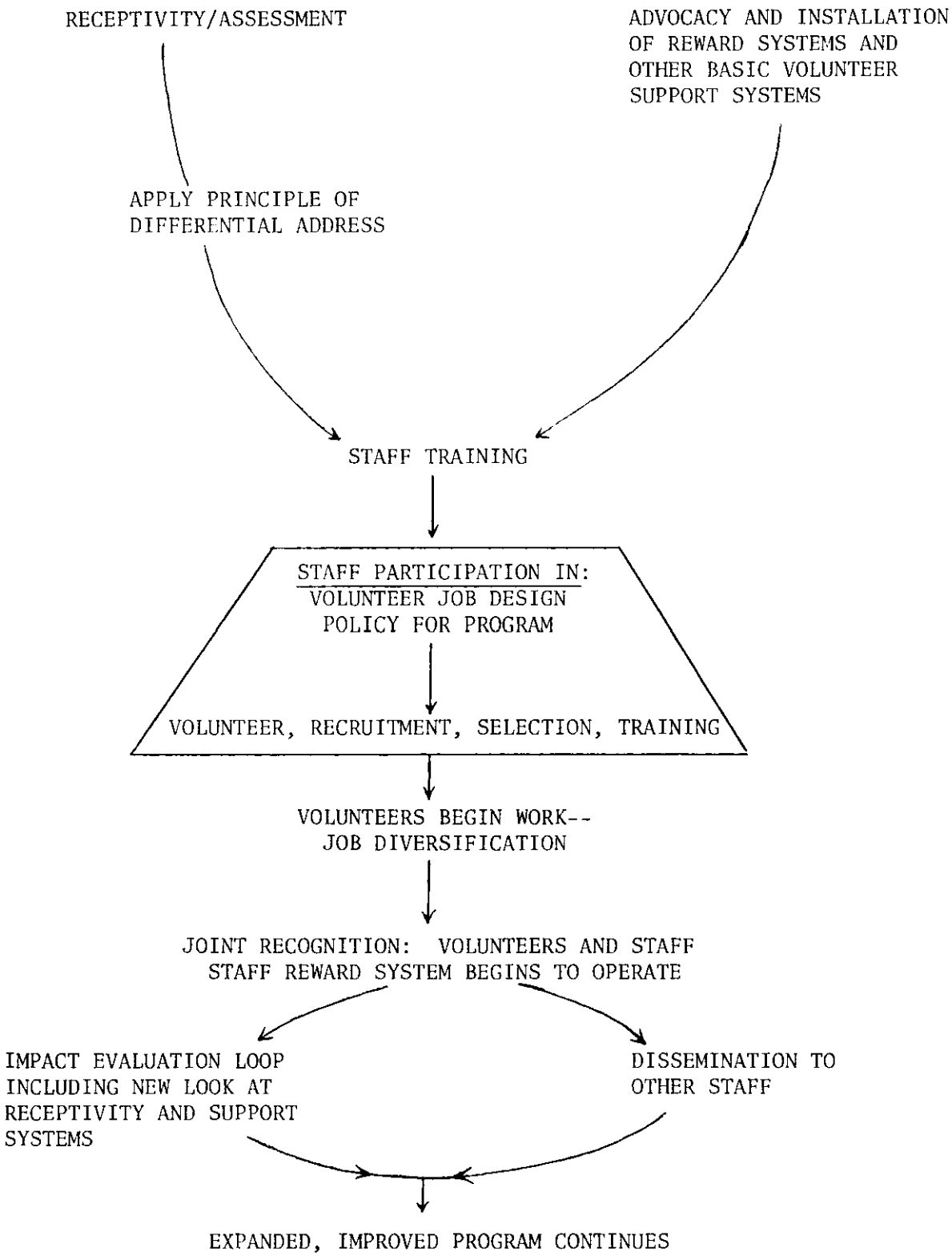
Ordinarily one must diagnose first, as any good doctor does. In this case, the task is to determine staff and administrative receptivity to volunteers at all levels in the organization or agency (Figure 1, RECEPTIVITY ASSESSMENT). Your initial approach will then be directed to most receptive staff (DIFFERENTIAL ADDRESS).

Assuming the receptivity is at an acceptable level, an early concurrent goal is the development of reward systems for staff who work well with volunteers, and of other necessary volunteer support systems (ADVOCACY/REWARD SYSTEMS).

With all this in place, we are then ready to provide receptive staff with the skills and sensitivities necessary for supervision and support of volunteers (STAFF TRAINING). Following this, staff are involved to the highest degree possible in policy-setting and implementation for the volunteer program (STAFF PARTICIPATION). Only after all this has been accomplished do volunteers begin their work in their widely diversified jobs.

After a suitable period for evaluation of volunteer work and staff support of this work, reward systems begin to operate for staff, as well as for volunteers, and jointly for both (JOINT RECOGNITION). This completes the first cycle of the volunteer program. We are then ready to evaluate overall results thus far and apply these insights for the improvement of the program (IMPACT EVALUATION LOOP). At approximately the same time, other receptive staff are given an opportunity to participate in the volunteer program (DISSEMINATION TO OTHER STAFF). The expanded, improved program then continues through another cycle. The first cycle probably will require about twelve to eighteen months, and possibly longer.

FIGURE 1: APPROXIMATE TIMELINE FOR APPLICATION OF SEVEN STRATEGIES



CHAPTER TWELVE

PRINCIPLES AND POWER

Much of what we have suggested so far has been tactical, a short-term approach to immediate staff-volunteer problems. There is also a strategic approach: this applies methods which extend over a longer period of time, with delayed payoffs; however, this approach may be far more significant eventually in fully addressing the basic issues.

Some of the suggestions in this manual are strategic rather than tactical, especially some of the points regarding staff rewards and education. A related set of strategic approaches would address the issue of the powerlessness of volunteers vis-à-vis staff in agency programs. Volunteer leadership people are often uncomfortable in facing up to issues of power. The power theme won't go away because of that; we first raised it here in Chapter One by redefining staff as gatekeepers, and volunteers as only "potential" participators.

Here then are outlines of some power strategies, ranging from the seeable present to the foreseeable future.

1. Upgrade the Effectiveness of Boards as a Service-Policy Volunteer Alliance. Service volunteers are relatively powerless vis-à-vis staff. Theoretically, at the other end of the power pyramid over staff are another group of volunteers: board and committee members. We need to make people aware of this common ground of volunteering, especially among policy volunteers. There should be more service volunteer representation on boards. Then, we need to strengthen board volunteer effectiveness. Nationally, the amount of interest in this issue appears to be growing.

2. Offer More Learning for Volunteer Leadership in Effective Methods of Using Power--And How Not to be Embarrassed by It. This is beginning to happen, too. An "institute" proposal was recently prepared by the Association for Administration of Volunteer Services (AAVS) and NICOV under contract to the Alliance for Volunteerism. This proposal stresses the development and application of curricula in the use of power to influence systems.

3. We Must Penetrate the Private and Public Educational System with Curricula Which Expose All Future Gatekeepers to the Value of Volunteers. This must happen at all levels of education, from earliest to most advanced. The preceding chapter on training and education indicates that it is beginning to happen, but has a long way to go.

4. There Must be Further Development Towards a National Organization for Volunteers. Among other purposes, a national organization for volunteers would have the mission of advocacy for volunteerism, a volunteer union if you like.

Some have grave doubts about the feasibility of this idea. Yet, a recent study showed that in the past three years, four or five prototype organizations have arisen in various parts of the country. This seems to indicate there might be some validity to the idea. In any case, this idea has been somewhat afloat for several years now and it refuses to die.

5. Development of a National Policy for Selective Withholding of Volunteer Services from Agencies Which are Demonstrably Inept or Exploitative in Their Use of Volunteers. Probably Voluntary Action Centers, Volunteer Bureaus, and other local volunteer clearinghouses would be most involved in this issue. They would need the active policy support of all of us, including a solid phalanx of national and statewide organizations. Such a policy would require attention to and effectiveness in agency receptivity assessment and actual agency behavior regarding volunteers (see Chapter Five).

The "stick" must be coupled with more "carrots" for agencies who do use volunteers in a competent and effective manner. One naturally occurring agency reward would be the opportunity to recruit volunteers withheld or withdrawn from inadequate agencies. Are we too nice, or powerless, ever to withhold volunteers selectively? In a sense we do it already by placing volunteers selectively between or even within agencies (see Chapter Six). Besides, I sense that more of the nice people are beginning to talk tough on the issue.

6. Government and Private Funding of Human Service Agencies Might be Made Contingent on Matching Citizen Involvement. This idea has been described previously in Chapter Seven, along with the potential problems it presents. The idea should have strong dollar-stretching appeal for private foundations as well as government funding sources. The Harris Amendment was a precedent for this issue, though an ineffectual one.

7. Securing an Alternative Client-Access Mandate for Volunteer-Dominated Service Delivery Systems. The last two power strategies make the drastic assumption that all else has failed to win adequate staff and agency support for volunteers. The only approach at this point may be a direct address to the gatekeeper to secure an alternative or substitute client-access mandate for volunteer-dominated service delivery systems through the legislature.

With this approach, volunteers would concentrate on the relatively untapped area of prevention; working with people before their troubles bring them to the attention of the organized social service delivery system, and assisting them to avoid that eventuality where possible. In addition to bypassing the worst features of professional proprietorship and resistance, the prevention approach has its own special humanity and cost effectiveness potential.

I believe such an approach is feasible. Thus, it has always struck me that the services rendered by, say, the criminal justice system are not decisively more sophisticated or complex than those provided by volunteer dominated organizations such as the Red Cross. I may be missing something here, but it does seem possible that it was more an accident of history than anything else, that the former set of organizations remained volunteer dominated, while the latter set became paid staff dominated.

Today one senses that relatively more volunteers are moving to criminal justice prevention-diversion, rather than trying to work within the system itself, this system having offered its full share of resistance to volunteers.

Perhaps we need to be more self-aware and deliberate about the option open to us. That is, if they won't let you work with "their" clients, get to the potential clients before they do.

8. A Separate Client-Access Mandate for a Volunteer-Dominated Service Delivery System in a Given Service Area. An even more drastic approach would be to develop a separate volunteer service delivery system within a service area. This would not necessarily require denying access to paid staff dominated systems. The two systems might work in parallel, much as the Honorary (Volunteer) Probation Officer system in Victoria, Australia, has done for the past twenty years in conjunction with a paid professional system.

9. Conclusion. Power strategies such as the above need to be put on the table for serious discussion. Although some precedent for each of them exists, surely everything else should be tried first. A complete power drift towards volunteers vis-à-vis staff might, I suspect, simply maintain the problem with a reversal of principal sufferers. And, or course, consumers of services would gain nothing.

Nevertheless, now is the time to be heard. We need to face ourselves now and ask, how willing are we to use power in a positive sense to improve the quality of life for everyone through effective citizen involvement?

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