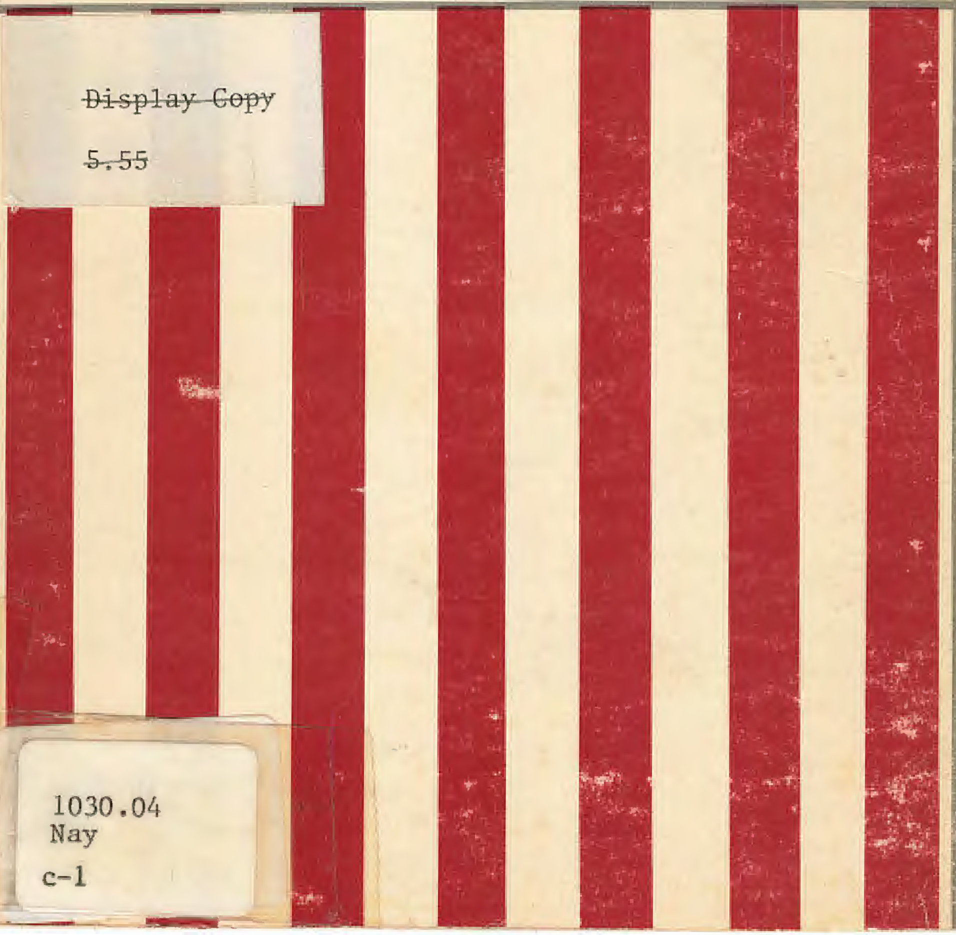
VOLUNTEERS TODAY

FINDING - TRAINING AND WORKING WITH THEM

HARRIET H. NAYLOR



~~Display Copy~~

~~5.55~~

1030.04
Nay
c-1

Volunteers Today—Finding, Training and Working with Them

Volunteers Today—

DRYDEN ASSOCIATES
DRYDEN, NEW YORK

MN Office on Volunteer
 Services
117 University Ave
St. Paul MN 55155

Finding, Training and Working with Them

by Harriet H. Naylor

DEDICATION

To my family, whose understanding
and cooperation make both volunteer
and staff roles possible.

VOLUNTEERS TODAY—FINDING, TRAINING AND WORKING WITH THEM

Copyright © 1967, 1973 by
Dryden Associates

All rights reserved.
No part of this book may be reproduced in any form without permission in writing from the publisher.

Inquiries should be addressed to Dryden Associates, Box 363, Dryden, New York 13053.

Library of Congress catalog card number: 73-3103

PRINTED IN THE UNITED STATES OF AMERICA

Contents

Introduction 8

1. Volunteers for the Future 11
Threats to voluntarism . . . Changing patterns of training . . . Realistic analysis . . . Two new factors . . . Value of a development plan.

2. New Forms of Volunteer Participation in Service 25
The operational volunteer . . . Government influence . . . Indigenous leadership . . . Volunteers in health and welfare.

3. Trends in Administrative Volunteering 37
Volunteers as interpreters . . . Enlarging fields . . . At the policy-making level . . . Training the "new" volunteer . . . The challenge of shifting patterns.

4. Volunteer-Staff Work Patterns 53
Lines of authority . . . Two views of social work practice . . . The impulse of idealism . . . Importance of recognition.

5. Volunteer Motivation for the Work to Be Done 64
Initial motivation may change . . . Job satisfaction has many facets . . . Four levels of relationships . . . Motivation is not an absolute.

6. Clues for Volunteer Assignments 74
Vestigial attitudes persist . . . Significance to careers . . . Self-interest a positive motive . . . Work analysis is essential . . . Two sample job descriptions.

7. Recruiting and Placing the Volunteer 84
Untapped sources of volunteers . . . Recruitment practices . . . Round pegs for round holes . . . Helps to effective placement.

8. Starting and Supervising the Volunteer 94
The induction process . . . Delegation . . . Supervisory relationships . . . Underplacement and overplacement . . . Value of review.

9. Adult Volunteers as Learners 108
Peculiarity of *adult* education . . . Beginning stages . . . Layers of learning.

10. Training—What It Is, What It Takes 116
Orientation . . . Job training . . . Advanced training . . . Benefits for the whole organization . . . Results to be expected . . . What training is not.

11. Developing Learning Opportunity 132
Role of administrative structure . . . Curriculum development . . . Dealing with specific questions . . . A variety of learning materials.

12. Designing Training Events 144
Orientation and job training objectives . . . Makeup of a training team . . . The setting . . . Bases for grouping . . . Forms of training.

13. Techniques and Their Uses 158
How to choose a technique . . . Preparations for an event . . . Ways to transmit information . . . Dramatic devices . . . Interviews.

14. Personnel Administration for Volunteers 173

A development plan . . . Planning now for future needs . . . A new dynamism.

15. Postscript 185

Appendix 191

References 194

LIST OF DIAGRAMS AND FORMS

Figure 1. Supervision and Cooperation 54
Figure 2. Job Description of an Administrative Volunteer 82
Figure 3. Job Description of a Program Volunteer 83
Figure 4. Volunteer Registration Form 91
Figure 5. Layers of Learning 112
Figure 6. Making a Training Plan 130
Figure 7. Training Sequences for Volunteers 132
Figure 8. Suggestions for Determining Teaching Methods and Using Aids 138
Figure 9. Check List for a Training Event 155
Figure 10. Program Development Process 168

Introduction

Undertaken as a *cri de coeur,* this book is directed to those in leadership positions in organizations which require the unpaid work of citizens in administration and program services. Such citizen volunteers may serve in meeting need for subsistence, health, education, cultural and aesthetic experience, and social acceptance. Their activities may be under governmental or private sponsorship or both. Every day volunteer leaders make administrative or operational decisions that will influence the characteristics of their organizations, shape the "image" of their objectives, and affect program and service values. Each time an executive directs, a board recommends, a chairman appoints, conditions are established which may extend or limit later activities, whether the more distant effects are considered or not. Failure to act can be just as decisive as poor judgment.

This book pleads for consideration of volunteers as persons. It describes some conditions which could increase their effectiveness and the satisfaction they and others receive because of their service. The people who direct volunteers can ensure that their decisions are relevant to today's volunteers if they validate their habits and assumptions anew against today's realities. Volunteers are made or broken by the practices of executives, program and service staff, volunteer officers, nominating committees, recruiters, and trainers. Students in the helping professions ought to recognize the extent to which their understanding of volunteers can affect their professional competence and scope of influence.

The author's concern accrued during twenty-five years experience in a variety of volunteer capacities. She has been a professional staff member who started out as a caseworker and resumed an interrupted career later as an adult education administrator. Her volunteer experience opened up a new field of interest that was fortified by additional graduate work in the new discipline. Her concern is for personnel development, for volunteers as well as for staff, as it lifts community sights, provides freedom for creativity and innovation, and builds competence to solve increasingly complex problems. The author's volunteer experience has been in the traditional pattern of parent, civic, and church groups, youth-serving associations, and health, children's, and family agencies. She has been involved in discussion leadership, camping, fund-raising, interpretation, home studies for foster care and psychiatric services, board and committee work at local levels, being a trainer and carrying national committee and inter-agency assignments.

There are far too many ex-volunteers, able and conscientious people who have withdrawn from being personally involved, because of negative feelings about volunteer work. Some feel they were not appreciated, some that they were not making an important contribution, some that they cannot manage responsibilities that conflict with other interests and obligations.

There are also new kinds of persons who are volunteering. Some of them need help which is different from the traditional patterns of training and staff support, especially when they are attempting the "maximum feasible participation" required by new law. The frustration of the new volunteer may be even more damaging than the withdrawal of the former volunteer. Dissatisfied volunteers can undo expensive public relations efforts.

Volunteering *can* be an exciting, growing, and enjoyable experience. It is truly gratifying to serve a cause, practice one's ideals, work with people of like interests to solve problems together, see benefits and know one had a hand in them. This book expresses the need of each volunteer to be treated as unique and valuable, to become involved in the lives of others, to be awed by difference and enjoy building unity out of diversity. People do things they didn't dream they could do; they feel a stake in community achievement. Never underestimate the power of a volunteer who is well placed, and trained for the job!

Leadership persons can do a great deal for volunteers to create optimum conditions, to remove the limits on their potential for service. The first step is to renew faith in volunteers and appreciation for the priceless gift of service and enthusiasm which lightens the load for all. Then we can look at what volunteers are being asked to do, make it manageable, attractive, and enjoyable, with appropriate help. Educational training is stimulus and treat. Here lies the way to greater satisfaction for the individual volunteer, and for the organization which needs him.

HARRIET H. NAYLOR

1

Volunteers for the Future

New areas of volunteer service are opening in the United States today, and favorite assumptions about volunteers are being jolted. Attitudes and ways of work are being refashioned. The distinction between public and private service is no longer sharp. Our image of the volunteer is taking new form. Sometimes, for example, his expenses are paid. Committed to the value of voluntarism for a democratic society, we must adjust patterns of leadership development to new demands.

The swift pace of life and the pressures of administering the programs for which we are responsible give "professionals" and volunteer leaders little leisure for contemplation. But when we do find moments to study the role of the volunteer in our society, we become aware of changes that present us with anxieties and opportunities. There are new perspectives about the kinds of persons who volunteer and what it takes to attract and keep them active in voluntary enterprise.

Threats to Voluntarism

There is question whether the voluntary establishment can survive. There is threat in the many attacks on inadequate services. The increasingly articulate "poor," who have recently abandoned anonymity and gained a hearing in the public forum, feel they have not participated in the planning of services in the past, and frequently express mistrust of "the Establishment" which planned for them. Secondly, there is threat in the competition for persons of leadership potential, and for those with program skills, from dramatic new governmental programs. A barrage of uncomfortably accurate darts hits at the middle-class orientation of the traditional voluntary programs and questions the kinds of needs they are designed to serve. Their outreach of recruitment efforts is criticized as going primarily into parts of the community which are the most likely to demonstrate success, rather than into those with the greatest need for the programs and services. Traditional agencies are being accused of preoccupation with their own organizational survival and of perpetuating patterns of participation and services which have outlived their usefulness in these days of widening gaps between the haves and the have-nots.

On one hand, there seem to be more persons willing to volunteer time and effort on behalf of their communities and fellow citizens than ever before. People from much wider socioeconomic conditions and wider age ranges are getting involved in community associations and in social action groups than in former years. Antipoverty programs tap the extremely disadvantaged, and blue-collar volunteers are somewhat more frequent now. Persons of high school and college age are now, as never expected before, being drawn into volunteer programs such as the Peace Corps, VISTA, and especially the direct action programs concerned with civil rights and voter registration. Retired professional people in ever increasing numbers are seeking ways to share their knowledge and skills in service to their communities in mental health, welfare, educational and recreational efforts. With years of experience and learning to share, they prefer not to be catered to in Golden Age Clubs but to apply their abilities where they are needed and appreciated on a volunteer basis—"to keep a cutting edge," as one leader puts it.[71] Both young and older volunteers can find satisfaction and inspiration in the service experience which gives them overflow measure for what they give of themselves.

The WICS (Women in Community Service) program brings together experienced women volunteers and helps to bridge the gulf between them and the most needy in their communities, opening new possibilities for program services and volunteer experience. To a lesser degree the blue-collar group is becoming involved, though they remain more difficult to enlist. Their cultural values tend to rate a second paid job above a volunteer one. Unless specifically motivated to serve, blue-collar women do not spontaneously volunteer although they are less likely to be employed than their sisters who have either less or more education and money. Both extremes in the socioeconomic range have more working wives than the middle group. The working class has fewer "joiners." The patterns of affiliation show less involvement by the skilled and semi-skilled labor group than by white collar or upper middle classes.

> Numerous studies of association membership rates have been made of samples drawn from communities and from the entire nation. Although some parts of the picture which emerges are foggy and vague, one part stands out sharply and clearly: *The working class does not join associations in any great numbers.*[54]

On the other hand, it seems to be getting harder all the time to find and cultivate those essential volunteers in the middle-age range who have experience, knowledge, skill, time, energy and dedication enough to inherit and carry on the leadership function in our community agencies. This age range represents a shrinking proportion of the total population since we are now reaping the birth rate of the Depression years. Employment levels are unusually high, particularly for women. Especially significant to those available to volunteer is "volunteer fatigue"—a frequently mentioned phenomenon which implies that many have not had a good experience as volunteers.

Changing Patterns of Training

Patterns of community participation are rapidly shifting from the traditional unhurried process of earning leadership by demonstrating ability in a succession of minor roles first. Because of shortages, capable volunteers are being sent from one job to another as soon as they are noticed. No longer does the beginning volunteer serve for years as a group leader or committee member before being tapped for greater responsibility. As soon as willingness to serve becomes known, the able PTA member finds himself not only on the board but also involved in the endless parade of fund-raising drives, neighborhood improvement projects and petition circulars. He hardly has an evening left for reading all the promotional literature which comes with the jobs. And yet after all the pressures on him to serve the various organizations, he finds within each remnants of older attitudes which single him out as a brash newcomer *not quite* in the know. Capable volunteers have misgivings about an organization which pushes them along very fast and expects a multitude of tasks to be done with inadequate training, support, and advice. Thus a feeling of weakness and lack of confidence are causing some attrition, as well as the feeling of being exploited.

The quality of volunteer leadership enjoyed by most of our voluntary organizations today is going to be very hard to replace. It is the product of the foresight and care with which these people were selected and nurtured in their own early volunteer experience. The process of their development was much more relaxed and leisurely than seems to be feasible today. They take understandable pride in the fact that their current status has been earned through years of apprenticeship and tutelage.

Like the self-made man, these leaders subjectively, if not explicitly, communicate a feeling that others should undergo the same sort of apprenticeship. Somehow they feel betrayed that there is not a full new generation of volunteers waiting to learn from them. They enjoyed their own learning period, full of opportunities to observe and even to practice first-hand the various phases of program development in the operation and administration of the organization structure. They have a firm grasp of the dynamics involved in working with able professional staff to carry out the purpose of an organization. It is natural for them to believe that their successors must follow the same route of experience before assuming leadership.

But the grim fact facing us today is that there are not enough able and willing candidates coming up through the ranks. The major challenge now confronting voluntary organizations is to find a sufficient number of promising volunteers and hold them until they are able to make a significant contribution to the program, particularly at the policy-making level. The stereotype of "the poor" being legislated into positions is not providing an adequate answer. All persons need help to look wide and think big enough to decide agency policy, whether they perceive it as consumers or not.

Staff shortages are now chronic. It will take many years of intense effort on the part of professional schools, professional associations and the employing organizations, before we can have enough adequately trained staff to meet our needs even if present trends are reversed. The concept of paid "subprofessionals" is gaining recognition as one way to save the educated worker for tasks demanding professional competence and skills. With the importance of the work to be done, it is urgent that volunteer leadership, as employer, understand how to make appropriate assignments for a variety of paid and volunteer workers. Highly trained professionals have ranging degrees of interest, skill and experience, as do workers with less competence and education who hold less demanding jobs. The services of highly trained and able professional staff we do have can be extended in geometric proportion if able volunteers can share the supplementary responsibilities which are appropriate to their talents, skills, and interests. Some mechanical routines can be carried by paid workers who do not have professional qualifications.

It is imperative for current leadership, both professional staff and volunteers, to analyze plans, anticipate the work to be done and decide who is to do it. Definitive descriptions specify the role and responsibilities of both the professional and his volunteer counterpart as a framework for coordinating efforts to achieve the objectives of the organization. Recognizing and developing mutual awareness of the essential congruity of professional and volunteer objectives is a key function in leadership. More competent volunteers would not solve staff shortages, but they would ease a great deal of the pressure.

An intrinsic part of the culture of voluntary organizations has been the system of initiating new volunteers into the program in such a way that their dedication grows with experience. They are expected to be successful in their leadership roles, later on, in direct proportion to the amount of experience they have had in supportive volunteer jobs. Many agencies are now finding, however, that it is growing more difficult to locate promising volunteers in our communities and to groom them for leadership. Fewer people are willing to undertake the long period of apprenticeship with the busyness and downright drudgery which often fall to the aspiring administrative volunteer. Instead, many volunteers prefer program responsibilities which bring them into face-to-face contact with the persons the agency serves. Only through this direct observation of effectiveness do they get a sufficient sense of importance about the program to sustain them. These program-oriented persons sometimes land unhappily in administrative jobs, and often this means they leave volunteering altogether. It requires careful planning to retain these able people along with those who enjoy serving less directly in such areas as finance or public relations.

The traditional, slow and indirect ways for volunteers to learn will no longer suffice. The strident voices of "the poor" are expressing a preference for chaos over slowness. More effective and timesaving methods must be found to implement the process of getting, placing and showing appreciation for volunteers.

Realistic Analysis

Any plan for volunteer development needs to begin with a realistic analysis of the work to be done and of the persons available to do it, matching job requirements to individual capacities. Careful selection and placement are essential so that training can be planned to supplement the special qualifications each person brings to the job. We all respond positively to being chosen especially! Once on the job, the new volunteer starts a training process which is tailored to his individual needs. As a result, gratification from increasing competence begins immediately. The process of delegation makes sure there is a helping person for the new recruit to turn to for support and advice. The organization should arrange a progression of specific training opportunities, appropriate at each level as understanding of the work deepens. Volunteers left to grow like weeds seldom get enough job satisfaction to sustain them.

The process of cultivating leadership potential among volunteers involves most of the principles ordinarily applied in staff development. Since there is no tangible token of vocational advancement, such as a salary raise for staff, continuous, highly individualized attention and perceptive response are imperative to the volunteer. He must have help on the job and appropriate educational opportunities to develop his leadership capacities.

If the quality of leadership is not to be strained, the foundation must be laid for a mutual trust and faith in potential accomplishments between the volunteer and the professional staff. Both must be willing to learn from the other, be equally flexible and expectant to encourage a dynamic creativity. The problems of shortages can be solved if we are all willing to share the responsibilities and the credit, and give up some cherished patterns and habits when we find it necessary to do so. The convenient but destructive classification among volunteers of one group as "the poor," violates the dignity of individuals. To lose this identification but develop competence as a basis for selection is a valid objective when we have the "maximum feasible participation" which the economic opportunity legislation requires.

The existence of voluntarism is important to both volunteers and staff: in our communities for the tasks to be done, and in our democratic culture for the quality of the doing. It behooves us each to bring out the best in the other. Daniel Thursz, in describing the self-fulfilling prophecy phenomenon in volunteer-staff relationships, wrote of the cost of lack of confidence:

> Applied to volunteers, it indicates the way we approach the volunteer regarding his tasks will influence the way he will perform. If we expect him to fail, to show himself to be irresponsible, to leave the service of our agency, he will tend to prove us correct. But if, on the other hand, we were to approach the volunteer as a trainable, responsible unpaid staff member in our agency, would he not then tend to meet our expectations? How many of the cynics about volunteer utilization communicate their cynicism to the few volunteers who surmount their initial hostility? [60]

He goes on to plead for meaningful, important jobs to provide volunteers with rigorous training and well defined responsibilities.

Two New Factors

Two new factors have entered the social matrix in which our institutions operate since the time when today's leaders served their apprentice periods and learned the ropes: the rate of change has accelerated incredibly so that change has become the continuing condition, not an isolated event; and new legislation is affecting voluntarism in surprising ways. All of us are having to learn to live with change, rapid as it never was before, with ominous unknowns threatening our comfortable small orbits.

We can no longer anticipate exactly what will be required for a person to know and to be able to do as he carries a volunteer job.

The coaching which was given in the forties and fifties was based on confidence that the social, economic and political scene was reasonably predictable, and that if it changed, it would be due to our efforts. Apprentices could be told what to expect, and to a considerable extent, that was the way they found it to be.

Today, there are so many influences over which we have no control, of which we may not even be aware, that we cannot be nearly so sure we have the right answers in advance, nor that what worked for us a few years ago will work now. Certainly there are basics in knowledge, skills and attitudes which can be taught in the traditional ways. But many of our favorite notions about how and what (even whether!) to teach persons in order to produce competent, committed, conscientious volunteers will bear examination in the light of our turnover and attrition statistics. Let's study the reasons for volunteer dropouts and find out how to prevent them. Let's find what we are doing that's still good, what we ought to eliminate, and what we will need to invent in the ways of work with volunteers.

Much of the material used for recruitment and training of volunteers is either past its prime or obsolescent and sometimes actually misleading to those who take the trouble to read it. We need new ways to get people excited about the chance to innovate, the challenge to anticipate contingencies and attack social problems rationally—the challenge to bring all their unique understanding, skill and resources to bear on situations which develop at a rate we can scarcely anticipate.

New ways to look at their own communities in order to see what has really been happening, new ways to take responsibility in time to prevent, not only to treat, community problems must be found by the leaders of tomorrow. They will have to organize for action in coalitions with other organizations and governmental agencies, in a fluid *ad hoc* as well as a continuing basis, to develop community understanding and support in creative new ways. One healthy effect of the new rate of change is that we can no longer cling to old program forms because they are ours and we *like* to do things that way. Program which is not meeting essential needs tends to run down quickly. A new style of leadership is demanded—a dynamic eclectic approach with courage to experiment, to weed out the useless and yet hold fast to ideals, standards and essential values. Such leaders are not developed by being told what to do. Rather, they respond to our faith in them and in their capacity to learn and to do. They need active learning opportunities to try new knowledge and discover how to make it work for them in their own situations, tapping the resources there.

The other factor in community life today which has wide implications for voluntarism is the increased activity of the Federal government as social legislation (and the Peace Corps) is being implemented. Although these programs were actively advocated by leaders in the voluntary organizations, there is now growing apprehension that competition for volunteers is greatly intensified by their demands. The "ardent young," the retired business and professional person, the able and self-sufficient persons who heretofore would have been likely to offer time and service to voluntary agencies, now seem likely to turn to the exciting new government programs.

Just as significant, although it will take longer for the effect to be felt, is the emerging financing pattern. Formerly, when a need was recognized, many members of an organization would accept the challenge and set forth into the community to whip up interest and support in ways which attracted new volunteers to the program and to the organization as a whole while the fund raising was being accomplished. Now, it is more common for detailed project designs to be laboriously tailored by a few experts to meet specifications, and support probably comes from outside the community. When not very many members feel involved, the interpretation and recruitment tasks are quite different and must begin internally before they can be effective outside the organization.

The difference between tasks done by staff and volunteers sometimes may seem quite small, but the imponderable *gift* of service is an essential part of the American culture. August Hecksher refers to the core of idealism which must be preserved if we are not to be dehumanized and voluntarism is not to go altogether.[26] The opportunity to give of one's self is essential to the life of the individual as well as of the community. Ways must be found to give each person an opportunity to volunteer for the activity most meaningful and appropriate to him.

Few voluntary organizations can offer the glamour of an overseas assignment, particularly to new volunteers, comparable to a Peace Corps assignment. The new graduate with action program experience wants equally active responsibility in volunteer work off campus. VISTA and some public welfare volunteer programs offer face-to-face contact with stark reality and stimulating training opportunities. Voluntary organizations cannot afford to do less. The established agencies must identify equally exciting tasks. They will do well to adopt many elements in the patterns of training and experience which government programs are using, as well as government attitudes about volunteer readiness to carry major responsibility.

Since most of the Federal programs use volunteers on a short-term and rotating basis, the voluntary agencies will come to realize that rather than a threat to their recruiting programs, here is a benefit: a pool of predisposed volunteers, ready for action in either professional or volunteer jobs when their terms are up. For example, a volunteer returned from Africa where under the Peace Corps he operated a literacy program very much on his own. He had had an inspiring training experience for the Peace Corps. But he turned down a volunteer job at home after the tea party which was supposed to be his orientation. Nor would stuffing envelopes tempt him. Voluntary organizations wanting to enrich their program with returning Peace Corps members will have to convince these people that the service at home can be just as direct and important, the training just as appropriate, and the work just as exciting as what happened overseas.

Title I of the Higher Education Act of 1965 provides for funds to be administered by state education authorities for the development of community leadership in extension and special projects, under the care of institutions of higher education. The Economic Opportunity Act has a similar provision. For the first time such resources are open for training volunteer leaders on a Federally subsidized basis, which should have the effect of lifting the quality as well as quantity of all volunteer training. Projects can and should be designed by coalitions of voluntary and government agencies to involve volunteers, tapping the wealth of resources in institutions of higher education. Voluntary agencies should take the lead in expressing their training requirements so that programs will be set up appropriately for their needs.

To test her assumptions and her own bias from many years of both volunteer and staff experience, the author devised and circulated an informal questionnaire addressed to seventy selected persons known to have experience at both national and local levels and access to the current volunteer scene. Forty national voluntary organizations are represented in this selected sampling. No effort has been made to do a detailed statistical analysis, but the returns assume significance because of the individual comments of the respondents. Over 65 per cent replied, about 10 per cent of these with narrative comments rather than choices on the instrument questions (See the questionnaire instrument with simple percentages of the frequency tabulation in the Appendix).

These respondents are related to thirty-three different national organizations, but almost all of them indicated that their replies were based on general observations and did not represent organization experience alone. Seventeen of the respondents were also interviewed. An analysis of the information thus collected indicates that there is more awareness today of the need for volunteers and higher expectations for their performance. Volunteers at the administrative level are not getting more formal training, but other forms of help are given. Some of it is frankly called supervision, and much is given in groups at semi-social events such as luncheons.

The distinction between program volunteers and administrative leaders is being clouded by new forms of participation. In community action programs there is earlier and more involvement in policy decision-making than there used to be by persons in the front lines, as well as by volunteers in advisory or supportive roles. Expectations of initial qualifications are perhaps not as high as they used to be, and certainly there is much less recruitment on the basis of ability to give financial support on the local scene. Generally respondents agree that more training is needed, and recruits should be enabled to help in an important sense quickly. Tangible awards tend to be going out of fashion when promotion, as a visible sign of recognition, is provided. More turnover, more "split" commitments (developed while serving in many agencies) and much more loss to paid employment were shown than in earlier periods. The imperative agreed upon by questionnaire respondents was the need for care in placing and helping volunteers to enjoy growth in their service, with more practical helps beginning right away and continuing throughout assignment.

Value of a Development Plan

For some organizations, making a modern volunteer development plan may have to begin with an examination of constitutional purposes and organizational structure. The findings could mean reaffirmation for today's world, a shift of emphasis, or even quite different objectives. The National Foundation for Infantile Paralysis was forced to change objectives when its original purpose was accomplished by the polio vaccines. Found was a new, broader purpose which continues to attract and hold volunteers.

It is essential to express the ideals of each organization in terms which will appeal to the calibre of persons needed. Whether our agencies have retained their connections with a religious community or not, most of them have had roots there. We know from response to the Peace Corps that there still are many people who would like to realize their ideals through work in an organization dedicated to service to others. To many of these, salary is secondary. Current leadership, both staff and volunteer, must look beyond their own experience and find ways to translate these ideals into meaningful action through service. A wide range of activities is possible in each organization. Objectives and goals must be clearly expressed for people who *care,* so they can see this particular organization as a place to make an important contribution to mankind through volunteering. If we are to make use of the increased time away from work of skilled and semiskilled workers, the appeal from the onset must be not only idealistic but also practical and realistic in terms of their needs.

As the agencies in today's communities respond to urbanization, to the effect of automation on industrial and employment patterns, and to the demands of modern life upon personal relationships, their leadership requirements become increasingly hard to fill. Until the voluntary agencies go beyond adjusting to change into planning and tailoring the change process itself, the programs they offer will quickly lose their vitality and meaning. Each organization has a unique perspective for understanding and forecasting particular needs and for planning service to persons in groups, in families, as organizations, or as individuals—according to its own purpose, competencies and field of operation.

Social planning is a responsibility shared by professional and volunteer. Because of the technicalities involved, there is a danger of abdication by volunteers to paid specialists. Some specialists are more concerned with physical and economic development of communities than with human values. Volunteers inject realities and consideration which are essential. Organizations lose community support without volunteer participation. Even though professional practice is technically possible without complementary volunteer service, as Eduard Lindeman pointed out years ago, most of our democratic institutions would fold up very quickly without volunteers. It is imperative to give careful attention to personnel administration for volunteers if there are to be people for the plans we would like to carry out.

A telling example of how service agencies and membership organizations are currently missing the mark is the universal wail, "People don't *read* any more!" And they don't! In the ninteen-twenties and thirties women's colleges were disciplined under rigorous standards set to prove superiority to men's college requirements. We know this mind *can* read, expects to be given significant matter to read, and accepts the responsibility to keep informed *by reading* as a natural part of volunteer responsibilities. Some of us old-timers, both staff and volunteer, brought up in this tradition, assume it ought to be true of all "educated" persons. We react by increasing our verbiage volume, by going into more detail and patient explanation.

Rather we would do well to realize that some of our best literary and musical creative talent is going into thirty- and sixty-second television commercials whose impact on the behavior of people is tremendous! We have not begun to tap the potential in short, graphic, *real* communication. Our five-page letters are not being read except by others like ourselves. And they are not the only people we need to reach. We must change or end up "talking to the wind."

An excellent example of the kind of communication needed is found in a little pamphlet addressed to administrative volunteers about working with professional staff, by Lois Gratz, former *YWCA Magazine* editor. What she says could be turned about, addressed to all agency leadership about volunteers. She is talking about not having an executive:

> If temporarily without an executive—plan. If you don't want to be without one, don't kill the one you've got. "The old gray mare, she ain't what she used to be" is a poor theme song for the executive director's exit. So check yourself as an employer and try to maintain a climate in which the executive director is able to, and gladly will, stay put.[25]

Let all of us who are responsible for finding, training and working with volunteers take heed, take stock, and take steps to see what can be done so that *they* will be able to, and gladly will, stay put!

2

New Forms of Volunteer Participation in Service

Literature about volunteers recognizes two basic types of service: administrative and operational. The most frequently mentioned is the *administrative* volunteer who serves on a committee or board of directors, and who participates at the "policy level" in the planning, determination and evaluation of the broad framework upon which specific program and service activities are based. Those volunteers who actually lead groups and carry direct program activities or service jobs are *operational* volunteers. These latter may put out an organization bulletin or newsletter, or work at various levels in a fund-raising campaign, lead a group or help out in the office. The respondents in this study all agree that there is always a shortage of these sturdy people for the front lines.

The distinguishing factor in the work of operational volunteers is the supervision of their work by staff. On the other hand, the board or committee member works in a tandem or partner relationship with paid professional staff on each assignment, and any "supervision" is in the hands of the chairman for members, and ultimately the president.

The Operational Volunteer

Traditionally, the point of entry into a voluntary organization for a new volunteer has involved a dual process of membership and service. An individual who joins an established organization with sympathy for its goals and objectives, and a predisposition toward its members, counts on sharing concerns and interests with likeminded people. Along with membership, a new person takes on a job in a task group or is apprenticed to a leader in a minor learning role from which to perceive the way of work and traditions of the organization.

Various clerical tasks, such as stuffing envelopes, have become notorious as dull, undemanding beginners' jobs, but we still find organizations starting volunteers this way. Many a potential volunteer has given up after an unchallenging start, reasoning that the agency would do better to pay for mechanical processes and release volunteers for more productive and challenging responsibilities.

Operational jobs need not be uninteresting, however. Volunteers really take hold of service work, such as manning a clinic desk or a school lunch distribution center, and they enjoy the vitality and variety of direct contacts. Seeing the immediate usefulness of their service gives meaning and impels them to continue. Even stuffing envelopes can be meaningful, if one understands the importance of the mailing and the task activity is seen as needed for larger objectives. The person whose work for a livelihood is demanding and emotionally exhausting may deliberately choose such activity as a painless way to support goals of an organization. It is this freedom of choice which is cherished by volunteers, to move where and when and how they like.

An apprenticed leader may not always consider it progress to assume greater responsibilities, either. Any organizer of youth program groups is all too familiar with the response, "I will be glad to help, but I couldn't be the leader." Sometimes this is due to a real insight about personal limitations, but more frequently it is due to fear of being left on one's own, with a lack of confidence in one's knowledge and skill. John W. Gardner, secretary of HEW (Health, Education and Welfare), has attributed this reluctance to our academic system which educates technical advisers but not for leadership itself.[23] The YMCA insures that Hi-Y advisers have staff support available. Martha Allen, National Executive of Campfire Girls, described a system of co-leadership of groups for this same reason. A mutual dependence fortifies each volunteer to carry the job, with one person strong in one area, the other in another. Both are trained to carry the job jointly.[2]

When volunteers participate by giving service or direct leadership of groups, their supportive service or program responsibilities are operational, contrasting with the advisory planning or policy determination responsibilities of administrative volunteers who serve on boards of directors and their subcommittees. Traditional patterns of participation by volunteers have usually required a period at the operational level before a volunteer is considered knowledgeable enough to serve in an administrative capacity. A great deal of lip service is given within voluntary organizations to those operational volunteers in the front lines, but clearly the status and rewards go to the administrative jobs.

A truly dedicated group leader prefers to work directly in a group setting, but may continue to feel doubt about the value of that service or the use of his time as perceived by the total organization. The Girl Scouts have been working for fifty-five years to keep volunteers from calling themselves "just a leader," a refrain almost as familiar as "just a housewife" and carrying the same overtones.

Perhaps in defense, or perhaps from awareness of the distance from the place where decisions are made, the operational volunteer seems to have an inherent mistrust of administrative structure. He may mistrust the effect of "higher up" decisions on his group or work setting. School boards and superintendents find some of this same feeling when they visit teachers. It seems to be difficult to convince the soldier in the front line that the colonels really do understand his problems.

The same kind of loyalty which has prevented some enlisted men with the right qualifications from becoming officers seems to block a few reluctant operational volunteers from accepting administrative responsibilities. This may in some cases be related to feelings against authority and power. In more cases, however, is the firm conviction that their only really important work is done at the front lines in a service organization. To move away from direct contact is somehow betraying their loyalty. Also, administrative tasks can seem dull and routine from the point of view of a skilled and enthusiastic program worker.

Program volunteers carry professional level responsibilities in such services as remedial reading and occupational therapy, and professionals give service, too, as volunteers. The antonym for volunteer is *paid,* not *professional,* and *amateur* is seldom appropriate to describe their work. Many of the new kinds of volunteer jobs are very demanding in time and skill, scarcely distinguishable from the work professional staff do. In some programs, such as WICS, volunteers work side by side, with the same hours, duties and working conditions as their fellow workers who are being paid. The value of this kind of service is incalculable. The true cost of many programs is never recognized because the donated service is not counted in the estimates of costs. As a very prominent volunteer put it, "There are more demanding jobs now, more exciting and satisfying jobs, but I worry about how long this can go on before they are identified as staff work and we think we must pay people to do them. We have got to identify the extra quality which the volunteer contributes in the giving of self, and make sure to preserve it. I am sure it is needed."

When we speak of a volunteer, the image which comes to mind may be a pert little candy-striper whom we saw in a hospital, or a bank president chairing the award dinner meeting of the Red Feather United Fund, but most often it's the Helen Hokinson matron. The upper middle class matron represents a shrinking proportion of the total volunteer picture. The range of possible volunteer jobs, both operational and administrative, grows all the time, and the clear line between the two is getting fuzzier, too, as policy decision-making is distributed more widely in organizations.

Government Influence

The influence of government programs is changing voluntarism, as Robert Hilkert, the president of the Philadelphia Health and Welfare Council, told the Association of Volunteer Bureaus of United Community Funds and Councils of America at the National Conference on Social Welfare:

> We can no longer have the kind of voluntarism which is unrelated to government policy and action. We can no longer walk alone nor can we behave as rivals and survive. We must travel the road together, as partners, with each influencing the other while in the process of making the journey. We need the government and the government needs us in making this long and arduous trip to a better society. . . . Voluntarism in the sense of citizen participation and

> involvement cannot be limited to the traditional, the long established, so called "power structure" of the communities. It must include leadership and followership across the *entire* community. The real power of the community must be vested in the many, and not in what Myrdal calls the "lively few." Where we say the government needs us, we are not referring to that "lively few." We must look to the "lively many."[29]

The provisions of the Economic Opportunity Act of 1964, Title II, spell out specifically the need for local community action groups to sponsor, interpret and advise with the anti-poverty programs. As well, Title VI, VISTA, stipulates staffing with volunteers under stipend certain kinds of programs of education and service. There are mental health, migrant, Indian and Job Corps provisions. The Director of VISTA says:

> The objectives of the VISTA volunteers are simple but basic: they will live and work with poor people in order to communicate the needs and aspirations of the poor to established institutions; they will provide scarce skills to insure that poor people will be able to realize existing educational and job opportunities; they will bring new cultural and social values to poor people and learn from the poor themselves, and they will serve as catalytic agents in creating institutions which will represent the hopes and aspirations of poor people in our community. To date (May, 1965), more than 20,000 people have submitted applications to serve as VISTA volunteers. Twenty-five training programs have been completed under private contract, more than 1,500 are now on assignment or in training in more than 30 states and requests for 10,000 volunteers have been received from more than 400 communities and organizations.
>
> . . . Once the volunteer is selected and trained, he is assigned to a local project sponsor who provides the day to day supervision. VISTA represents a new partnership between the Federal government and local public and private agencies, and the VISTA volunteer represents a new spirit of service to America.[20]

Operation Headstart uses volunteers in program with the culturally deprived preschool child and with the parents as they become involved and are helped to take leadership in their own groups. Housing authorities are encouraging groupings of AFDC mothers to study home management and arrange cooperative day care and study center programs, with leadership shared.

The Higher Education Act of 1965 (HR 9567) provides for work-study arrangements which are important to services and impinge on volunteer responsibility, as well as extension opportunities which could be used for training.[28]

Thus, in the anti-poverty programs, a good many different kinds of volunteers are appearing in contrast to the traditional leisure time helper from the upper or middle class who gives time and effort at his or her own expense to either or both operational or administrative tasks of voluntary organizations. Increasingly, too, the public schools and the government welfare agencies are finding it a good idea to have citizen advisory committees, bond issue interpretation teams, as well as operational assistance from volunteers for offering hot lunch programs, clothing exchanges, friendly home visitors and even case aides. Parents are demanding a voice in educational policies through organized groups, sometimes with little demonstrated knowledge of the implications involved, just as welfare client groups are developing.

Even before the anti-poverty legislation was passed, public agencies were finding the service of volunteers valuable, as the 1964 report of the New York State Board of Social Welfare says:

> The stepped-up use of volunteers is one of the most promising areas of program in the field of public welfare. The potential benefits are great and come in the form of a two-way street: the volunteers get done a variety of jobs that need doing; and in the process they come face to face with the needy men, women and children who make up the welfare rolls—thus bringing better understanding in the community of public welfare problems and activities.[43]

The report goes on to cite some unusual kinds of service which have proved helpful to relief clients, such as a bookkeeper who helped a mother straighten out the books for her husband's small business while he was ill, making it possible for her to maintain income over a critical period. Or the teen-agers who organized and supervised a recreation program in a slum area and identified "the poor" as individuals to whom they could respond warmly, not as unreal stereotypes in an intellectual exercise. It seems important to provide interaction opportunities for this very reason, so that fellow citizens are not statistics to one another, but persons.

Indigenous Leadership

Frank Reisman, who with Arthur Pearl under a National Institute of Mental Health Grant in 1964 studied the staffing requirement for serving the deprived sector of our population, describes the process of planning *with* persons through indigenous leadership, paid or volunteer, as contrasted with the formerly prevailing practice of planning *for*, by "experts."[51] Dan Dodson, too, in a 1960 study reported that the YWCA had a long tradition with this approach in contrast to many community planning groups in which the people served had no voice.[17] There should be a sharing by the pioneers of practical know-how in bringing people together and of evoking mutual understanding and concern among persons of widely differing backgrounds.

Reisman also advocates making paid "subprofessional" indigenous leadership an intrinsic part of the service machinery—such as mental health counsellors, psychiatric aides, and education aides—as an extension of the skills of the professional. Whether they volunteer or are paid for their services, these "indigenous" people have the same social background, the same attitudes and values, as well as a familiar pattern of language to facilitate their communication with people needing professional service. They serve as two-way interpreters: of the values of community services to the persons in need who had not known about the existing services, and of the client situation to the services. Similar roles are played by ombudsmen in Sweden and the Citizen Advisory Boards in Great Britain. This is needed especially in neighborhoods where there is a foreign language, such as the Spanish-speaking informal leaders tapped for liaison with the public schools and the hospital clinics for East Harlem in New York City.

Reisman points out in *New Careers for the Poor* that these workers have no self-concept as "professional" to inhibit communication, but can take a practical, concrete, *quid-pro-quo* relationship with clients, as well as with the agencies. They frequently serve as expeditors whose primary concern is the service relationship between clients and agencies, putting each in touch with the other.[51]

The "ombudsman" is a government employee paid to insure that all citizens get full benefits from services available. The British

CABS are largely volunteer.[72] In the United States this function is often carried informally. A community leader who serves as gatekeeper to a neighborhood is not paid, but his influence is well known in his area. He may be the local grocer or newsdealer, exercising some of the real power in the neighborhood which the ward heeler once had. An organization or service has no takers there without his approval. Recruiters of volunteers must identify and win him before they get any acceptance within his bailiwick. His endorsement is tantamount to a reference, for he directs people to the services of which he approves. Community developers must depend heavily upon him if they are to be effective as change agents there.

Most obviously, the population base from which volunteers are coming today is much broader than before. The reluctance of disadvantaged people to remain disadvantaged is being expressed in social action ranging from formal petitions to riots, affecting the law of the land to meet their needs. The gap of economic differences widens with inflation and the booming economy, but civil rights and community action objectives unite people. The gap between social classes is being bridged by volunteer effort as well as government action.

The phenomenon of "the poor" finding strength in banding together to bring real pressure to bear on authorities is a new reality with which "the Establishment" is learning to live. A school principal in a deprived area was known for years to complain that notes or invitations to parents evoked no response, and the teachers were working with no real knowledge of the students' environment at home or how they spent their "off hours." With the newly formed action groups, mothers are now appearing in clusters, not one at a time, at his office to protest situations which affect their children. And they are not accepting unquestioningly the authority of the school over their youngsters. This new kind of social action seems a great threat to old structures and patterns, but it also brings a new awareness of local realities to education and welfare services.

Teen-age Voluntarism

Mary Keyserling, Director of the Women's Bureau, recently told the Adult Education Association that teen-agers are the most tragically under-used segment of our labor potential. She was referring to the untapped energies and capacities of the school dropout for whom the Neighborhood Job Corps is designed. But she also sounded a hopeful note about the teen-ager who has stayed in school. Many are serving in new voluntary capacities in communities in productive and meaningful jobs, both as individuals and in groups. Some high schools are offering now course credit for volunteer experience, as colleges have been doing for some time. Not only work-study plans, but courses in civics, often called social studies, or economics, require research and field experience for academic credit, much as sociology and social psychology courses do at the college level.

In addition, the undergraduate sequence for social work requires observation and field study, during which valuable insight is gained. Sometimes the students or field workers are given a stipend or have expenses paid, so that we are adding students to the so-called "paid volunteer" category which has traditionally included professionals whose skills have been used at a token cost. Some organizations are offering travel expense reimbursement for service and program volunteers locally, as many national voluntary organizations have done for board members and special project volunteers for years. The rationale at the local level is the same as at the national: If the services of the volunteer are needed, no able and qualified person should be denied the opportunity to serve on the basis of the expenses involved. This plan compensates some people of limited means who are caught in the squeeze between rising costs and scarcity of part-time jobs for unskilled persons, and frees them to serve as volunteers while they gain valuable experience in preparation for employment.

High school youth are serving as teachers' aides in Headstart and in tutoring programs for older children. In Schenectady there is STAMP: Students tutor and motivate parents. Candy-stripers have grown by leaps and bounds in hospitals. Less glamorous, but also very essential, are the youngsters who handle messages at clinics, baby-sit for election centers, and undertake conservation and landscaping projects to reclaim city greens, or visit and entertain children in rehabilitation hospitals. Boys who coach asphalt basketball and conduct excursion trips are invaluable as models for youngsters who lack a male model at home. This kind of youth service is a training ground for the young volunteers, and their own lives are immeasurably enriched by the response they get in enjoying persons unlike their usual associates. The helping professions interest these youngsters in upstream recruiting. Teen-age volunteer experience is an important preparatory and exploratory opportunity. It expands the orbits and widens the concerns of youth who otherwise spend most of their time in highly homogeneous groupings in their own neighborhoods, schools and recreation.

Youth groups in churches and Scouting are serving together with younger groups in big-brother arrangements which pair entire groups. Teen-agers take younger children on field trips to museums, government buildings and camping areas or they take on study-help projects in dropout prevention programs. Imaginative youngsters have set up libraries and study centers in housing projects, cleared corner lots and landscaped or set them up for playgrounds, organized voter registration programs and literacy campaigns—often teaching adults, too, on a one-to-one basis. Their recreation leadership in summer playgrounds is invaluable.

A senior Girl Scout troop visits a state rehabilitation hospital every Friday night, puts on a monthly birthday party, takes dictation of letters and then mails them, and started a rhythm band to encourage needed physical movement by entranced patients. They have a revolving contribution arrangement through which younger troops can send gifts, toys, favors for parties, doll houses equipped, dolls dressed up, and equipment for bed games. The senior girls go back to tell the younger ones, who are not yet allowed to visit, how the gifts are being used and appreciated, building up anticipation for being allowed to serve when old enough.

Volunteers in Health and Welfare

In health and welfare services, volunteers of all ages and descriptions are finding new ways to contribute to recovery.

"What professional workers cannot do in reporting health infomation, some volunteers can." That's an assertion by Mrs. Betty Peeples, Director of Volunteers for Baptist Hospital, Pensacola, Florida. She adds, "If the local health department or representatives of health

> agencies are looked upon as a den of frozen-faced officials bound together with miles of red tape, the public will not be inclined to read leaflets, look at posters, or listen to lectures. An interested and sympathetic volunteer, on the other hand, can often break down the prejudices held by some persons and, by establishing good relations, can direct them toward professional medical care."[9]

Aides handle transportation to clinics, day-care and baby-sitting services, friendly visits to shut-ins and the chronically ill. In campaigns to educate the public about prevention of disease, volunteer dissemination can blanket an area with information on what immunization is needed and where to get it. Person-to-person communication has been proved to be the most persuasive method in selling immunization services.

Since housing problems create *de facto* segregation and many social as well as physical ills, community action may emphasize involvement of residents in self-improvement and legal action to force negligent landlords to meet fire and safety requirements. The New York City Department of Welfare has volunteers called "Rehousing Aides" who help families to locate suitable vacancies, to get moved—arranging for transfer of utilities, moving van, etc. To relief families on emergency arrangements in hotels, panicked and unable to search for and evaluate new quarters or make the arrangements, this is an invaluable service. Aides gather and share leads and simplify the process considerably.[64]

Another program which started with the concern about housing and involves volunteers in new ways is the East Harlem Neighborhood Conservation Project. Here the natural leaders are identified and supported in organizing group projects to improve living conditions. Groups sometimes become allied with ongoing programs, as PTA leadership is developed on an individual basis with project staff support.

In the field of mental health, many challenging and highly demanding tasks are being assigned to trained volunteers. It has been discovered that the nonprofessional volunteer, serving out of interest and concern, offers a non-threatening and reliable relationship for the recovering patient within the treatment institution and is a special help to the patient reentering community life. The psychiatric services are so short of trained professionals that special experimentation born of necessity has proved how effectively volunteers can serve.

One significant volunteer movement, called Recovery, Inc., was started by a doctor at a state hospital to enable patients to support and encourage one another as they neared discharge. The movement quickly spread to groups in communities, at first among ex-patients, but is now undertaking preventive work as well, referring acute cases to medical care. Controversial as this kind of amateur self-help activity may be, until all who need reassurance and support can get it from fully educated professionals, volunteers will seek to meet some of the need. Members emphasize that they are skilled at recognizing the limitations of their mutual service. Because of their own experience, they urge the ill to seek medical care.

Public welfare agencies are using skilled volunteers to assist patients to find a place in community life after long periods of hospitalization. Transportation patterns, job finding and recreation are real hurdles for persons who have been accustomed to institution routine. Volunteers serve in waiting rooms at clinics and welfare centers, furnish transportation, and escort children and the infirm on appointments to outpatient clinics and dentists. They provide special educational and cultural experiences through trips to museums and concerts.

For specific guidelines on placement and help to volunteers in public agencies, a long experienced interpreter of volunteer work recommends the published standards statement of HEW.

> . . . reflecting current widespread interest in the whole question of volunteering, the Welfare Administration of the Department of Health, Education and Welfare has recently published a Standards Statement on the use of volunteers in public welfare.[33]

It seems ironic that we need help to "use" volunteers in "the Establishment" which was founded and developed by volunteers. The importance of their potential contribution makes it imperative that appropriate assignments be found within the varied services of the older public and private service agencies.

3

Trends in Administrative Volunteering

Many Federal programs are planned to involve the private agencies in projects or on subcontract. Quasi-public services and program opportunities impel changes in the composition and activities of administrative committees and boards in the voluntary organizations. The increasing involvement of persons formerly considered as clients in policy determination and program planning means it is imperative to find effective ways to give administrative volunteers the perspective and understanding required for sound decision-making. Sympathy or sentiment for a program activity is no longer qualification enough to determine its new direction even for the middle-class volunteer, if voluntary agencies are to meet the demands today.

> The United States has not closed its eyes to the imbalance between the needs of the poor and the resources at their disposal. This century has witnessed a series of government efforts to provide resources for the poor they would not have been able to obtain on their own. This might be characterized as a movement from charity to justice . . . public housing . . . Social Security . . . unemployment insurance and state employment service . . . Kerr-Mills bill, school lunch programs, as well as EOA of 1964.[42]

Dean Fred Delliquadri of Columbia School of Social Work, one of the most influential leaders in the social work profession today, sees the revolutionary new program development as a gauntlet thrown to challenge "the Establishment," the traditional public and private services, and believes that the voluntary agencies must take the lead again in demonstrating responsiveness to new conditions:

> Unless voluntary agencies decide against business-as-usual and give us the daring and imaginative leadership we need, we are in trouble. Why is professional social work being largely by-passed today in designing community anti-poverty programs? Why are public attacks increasing on the inclusion of "professionals" as if that were a dirty word? Everybody has become an expert on poverty—politicians, economists, educators, reporters—but not social workers. Where is the leadership we gave in the 1930's in the development of social security legislation?
>
> We need voluntary agencies to stop dealing with pieces of problems which are organically connected to much larger social issues . . . the focus of the voluntary leadership and of their projected staffs must be shifted from the individual organization back to the community, where it belongs. . . . Total and effective social planning must come on the local, state and national levels.
>
> . . . What we are asking of the voluntary agencies is that they exhibit a sense of adventure—of derring-do, if you will . . . to build truly strong volunteer leadership which will be anticipatory, planful, forceful, which will see its primary responsibility as being to the community rather than to the agency.[15]

Volunteers As Interpreters

One tremendously important form of service is the stimulation of influential citizens to discuss and take stands on public issues. This activity has evolved into wide use since it combined some of the methods of adult education with group work, and it influences public policy in many ways. Dean Delliquadri mentions: ". . . the growing practice of involving board members in study groups to consider broad social problems and their causes . . . lead(s) to taking strong public positions on these community issues . . . (and) will have the effect of bringing agency boards and staffs closer to the problems and their causes . . ."[15]

In the author's survey, a respondent in touch with government programs involving volunteers at the national level said that there is now less volunteer activity at the national level and more in local communities:

> The decline in the current influence and involvement of volunteers at the national level is because of their past successes. To name a

> few: juvenile delinquency, poverty, mental retardation, mental health, family planning, diseases (heart, cancer, strokes, polio, etc.), education, foreign student fellowships, civil rights, older citizens, immigrants, refugees and agricultural migrants. Recent federal legislation has been enacted to mount intensive programs in all these areas. Such legislation is largely a direct consequence of years of persistent and dedicated work by volunteers. The community upsurge is to a large extent related to the implementation of such programs.[46]

Administrative jobs for volunteers in public welfare range from citizens' advisory committees, research, and drafting legislation, to establishing adoptive home recruiting programs, planning and coordinating holiday observances in institutions, instigating and evaluating program. Probably the most essential fringe benefit to communities is interpretation to the general public from firsthand observation and accurate knowledge of public welfare programs, facilities and policies. In many public welfare departments a coordinator of volunteers is provided, and the volunteers themselves originate forms of service which become a regular part of the program. For example, one imaginative service developed by volunteers takes pictures of the foster home children to give them so they will know what they looked like when they were little.

The operational volunteer also makes an excellent interpreter of welfare programs. The study *The Use of Volunteers of Public Welfare* of New York City concludes with the statement that administrators and volunteer supervisors shared great awareness of the contribution of the volunteers themselves to public understanding:

> . . . Many of the important decisions in public welfare are made by the people themselves through legislative bodies. They are likely to reflect the knowledge and understanding of the public at large . . . there seemed to be agreement that a wise use of volunteers within the program can greatly enhance the possibility of intelligent decisions being reached on vital questions of public welfare policy.[47]

In many parts of the country volunteers are developing educational program with groups of AFDC mothers in which volunteer leaders are teaching nutrition, budgeting, homemaking skills, grooming and self-improvement. Volunteers raise funds for extras like permanent waves, gifts, and opportunities such as summer camp. They develop clothing exchanges and provide layettes through systematic group service projects. Clerical services and routine visiting for hospitals and nursing homes are often done by volunteers. Retired professionals donate their time to developing counselling services and vocational or remedial education for welfare clients, and perform services which could cost large sums if they were salaried.

Enlarging Fields

The increased pressures due to staff shortages and the universal clamor these days for community action, some of it from the enabling legislation for anti-poverty programs, are pushing out the limits of responsibilities considered appropriate for a volunteer. The methods of involving "the poor" in shaping their own destiny are reminiscent of the earliest forms of voluntarism we had in this country, as observed by de Tocqueville or recorded of the town meetings. We are used to the ideas that community chores should be apportioned among citizens and rules made for self-government.

The pattern of people getting together to solve mutual problems was refined during the Lyceum movement in the early eighteen hundreds. Generally considered to be the forerunner of our present adult education programs, this movement supported the principle of public elementary education until it became universally available. The methods used to get museums started and to promote public education are the same ones which are now being apologetically "borrowed" from community development patterns in underdeveloped countries abroad for use in American communities, with citizen-initiated expressions of needs and solutions for problems. The parallel between the needs in an Indian village hit by drought and disease and an urban slum area isolated by superhighways is uncomfortably close, and the methods of motivating people to improve their lot through collaborative effort are similar in both settings.

Instead of quibbling about the relative values of community organizations and community development methods, we would do well to use the strengths of both. Clarence King, Professor Emeritus, Columbia School of Social Work, who has served the United Nations as consultant on community development, in his *Working* *with People in Community Action* finds a neat compromise for this terminology argument:

> I have seen many precious hours wasted in wrangling over the precise words to describe "community development" or "community organization," or the exact line between these two processes . . . I have endeavored to avoid this battle of semantics by choosing "community action" as a term to embrace both these embattled phrases . . . when you are on a job engaged in community action, striving to the best of your ability, you will not need an academic definition.[34]

Certainly it is essential to coordinate and focus the services which already exist. We are uncomfortably aware of how many services which formerly existed have now been pulled out of the most critically needful areas in the "inner city," leaving a vacuum for delinquency, disease, and building resentment in the rejected.

When community action and mass action are used as interchangeable terms, protest seems to become an end in itself rather than a means. This effect can be seen in some programs spearheaded by activist leadership. The block leader can give an essential sense of dignity and worth to the people he is exhorting to action. But unless this means helping them to assume the responsibilities as well as the privileges of active citizenship, mass action can create anarchy and chaos, without correcting the basic problem whose symptoms provoked the original concern. If the agencies with knowledge in helping people to help themselves do not deploy this skill where it is most needed, those who organize less constructive activities will take over. The moderate leadership will be forced to abdicate to more radical agitators who are less convinced that finding common goals and consensus are progress. Often an action program moves very quickly, so that a leadership role plummets someone into social policy-making administrative responsibilities, willy-nilly.

Perhaps this new pace of volunteer development will ultimately break down the traditional distinction between administrative volunteers and operational, service and program volunteers. Certainly we frequently see volunteers moving quickly into very influential leadership roles in community action, personifying a duality of front-line soldiering and generalship.

At the Policy-Making Level

One of the emerging problems is coming clear: As an operational volunteer, a person can afford to take a rather personalized parochial stance, and may be more effective if he does, because it convinces people he is identified with them. But as he takes on social-policy and administrative leadership, he is actually making policy decisions of wide significance without sufficient criteria and with little perspective or opportunity to test alternatives. A personal parochial style can approach demagoguery. We shall need to devise much more effective ways to educate this new type of volunteer, who is emotionally and culturally identified with the neediest citizens, so that early in his experience he is able to look wider, to forecast outcomes, and anticipate what the effect of trends will be. We cannot count on his learning from long hard experience—he hasn't time. The costs of participation loom larger to this volunteer, and his stake in being enabled to serve is proportionately greater, too.

Melvin B. Mogolof, in describing OEO experiences in California, points out that while not all persons want to be involved in policy-making, it is essential to clarify and confer the right to sanction as well as to give advice. Local groups "ought to be involved differentially depending on the issue," and "if the poor are really wanted on project boards, it will be necessary to deal with financial barriers to their participation."

> The history of delinquency and anti-poverty programs indicates that permanent patterns for involving the poor in public policy decisions and services are gradually being established. However, the use of public funds to support neighborhood groups in achieving competence so that they may be a force in decisions affecting their life has not been adequately tested. The experience of Mobilization for Youth suggests that public agencies have difficulty supporting "risky" programs of social change. At this point, a public social policy and a professional practice have not been evolved that get to the heart of the problem. Until these are evolved, the movement of the poor will be on our [*sic*, professional social work, middle class] terms and not on theirs. That may not be enough to build a great society![42]

The picture is clouded with many issues when we look at the merging patterns of volunteer participation at the program and service operational level and administrative roles in anti-poverty programs. It is clear, though, that a new kind of volunteer is becoming influential in our communities and that he needs new ways to be educated to carry the responsibilities as well as the privileges involved. Educative needs exist not only for those "poor" themselves who are newly aware of their power and newly articulate in protest, but for the professional persons working in the areas being organized in community action. Services of these professional persons are being questioned because old perspectives and methods are obsolescent. The phrase "paid volunteer" is coming into use to describe persons donating their services but being given a minimal stipend for living expenses, such as VISTA volunteers.

The YWCA has a long history of reaching out to the less advantaged and embracing into full membership and policy-making positions persons of widely differing backgrounds. The professional skills used in the Industrial Girls' Program of the twenties and Depression years are now being recalled and applied in anti-poverty programs. Staff with volunteers recognize a renewed imperative in recruitment, training, supervision and development of staff for work in critical areas with the new volunteers. Mary-Alice Thomas, Associate Director of National Board YWCA Personnel and Training, recently said to a National Social Welfare Assembly meeting about the professional qualifications required today:

> To make the contribution in social planning which is worthy of our experience and know-how also calls on highly developed skills in teaching and communicating. To make any impact, our Boards and memberships must be involved. Operation "Be Aware" needs to take on a public information function. This informed public can start at home in our own agencies. Once an influential corps of volunteers is sufficiently stimulated and aroused, with facts and understanding well in hand, they can take on the continuing education job, but in the beginning, the executive must carry primary leadership. Of course, since change is constant, there is always a beginning, always a role for the initiator. In some instances individual agencies probably will have to "go it alone" on this type of exploration and understanding of community needs, forces and planning . . .

To illustrate the important characteristics for staff, she quotes

Virginia Tanner, HEW Staff Development Specialist in *Selected Social Work Concepts for Public Welfare Workers in 1965.*

> The person who is not repelled by "the poor"; who can walk in the shoes of the other fellow—empathic; who has more knowledge and understanding of the interaction between the environment and the personality than heretofore may mave been available . . . who can identify with a wide range of individuals—men, women, parents, and children from all ethnic and cultural groups.[59]

Just as there are new depths of perception, sensitivity and courage required of staff in voluntary organizations, so, too the "style" in volunteering is shifting. In program and service the much wider spectrum of abilities and understanding requires careful placement of volunteers who come into agencies now at all levels and all parts of program. They must be oriented and trained in a wide variety of ways to supplement the strengths they bring. The responses in this study indicate a widespread awareness that more education and training are needed. It is also recognized that persons with less formal education in their background are becoming available for volunteering, and at earlier ages:

> It is estimated that the population as a whole will grow by about 35% over the next two decades—but the increase in the number of adults under 35 will be close to 70% . . .
>
> The paradox is that the segment of the population which may realize the greatest increment of free time in an age of automation is, on the one hand, the least well-prepared to handle it, and, on the other, the least likely to turn to continuing education to develop and expand its spare-time interests.[32]

Training the "New" Volunteer

All of the forecasts agree that fewer hours of work in a cybernated society will be needed, and that the semiskilled, skilled worker, and the white-collar clerical groups will be those automated into shorter and shorter hours. In contrast, at a higher educated stratum, the professions have personnel shortages which seem to mean that active practitioners will be working increasingly longer hours, and thus have less and less leisure time which might be given to volunteering during their practice years. Thus it seems it will be *technically* educated, not *liberally* and *professionally* educated, manpower which can be tapped for volunteer jobs. The perspective and concern of the new volunteer will be different from that of the traditional "leisure class," and training needs will be broader while awareness of such need will be rather more limited.

Training can no longer be offered cafeteria style, but will need to be actively promoted as essential, if not required, for some jobs. It will need to be planned carefully to foster growth of wider interests and concerns. Volunteering can become a liberalizing force in itself. Recruitment must appeal more to personal interests and concerns. Training must be planned on a different set of assumptions from the traditional ones which depended on a liberal education to create a predisposition for service in volunteer capacities, as well as for continuing education. Those to be released from long work hours are much more task-oriented and anxious to be given very specific helps for their jobs. This procedure parallels their technical training which did not involve consideration of theory.

Obviously, the newer brand of volunteers in programs and services will need help to take a broader view and have higher aspirations, given in language which is direct and clear. There is interest in policy initially only as it affects the assigned work. First comes mastery of routine and after that an ability to recognize situations which require finer judgments.

Already, as some volunteers have become involved in action programs, they are acutely self-conscious of their own educational limitations beyond the particular training the jobs require. They seize opportunities to study for and take high school equivalency tests. More than forty "older women" received their diplomas in the *Youth in Action* program in Brooklyn in the 1966 spring program. In a training program it is selling people short to offer only the information needed at the moment and not also to open remedial and supplementary education opportunities.

Chances to absorb and meet middle-class standards are grasped *when they are understood* and *welcome is assured*. In the Job Corps and Neighborhood Youth Corps, it is clear that clothing and grooming are not neglected from choice. They are quickly corrected when an opportunity to do so presents itself. Food tastes change with exposure to better nutrition and more attractive menus. Cultural arts programs are swamped with people who lack verbal skills but are able to express their feelings and originality through dance, drama, sculpture and painting. The safety-valve function alone would justify the existence of these programs, not to mention their potential aesthetic contribution to our culture. But reaction to "far out" artists is curtailing the fine and performing arts programs in the anti-poverty efforts.

For special efforts being made in inner cities, the Boy Scouts are using existing institutional resources and helping local residents adapt the Scout program for each neighborhood situation. They start with accurate information about population and local conditions. They report "a good experience not only in recruiting indigenous leadership but also for administrative needs." Then they mobilize the local institutional resources "to accept responsibility with local council help for recruiting and training their own leadership."[9]

Although the Boy Scout approach is quite different from the *Youth in Action* approach in the nature of the program activity as well as the organization structure and program development process, both program efforts have reached people who were severely handicapped educationally and socially as well as economically, and both have been able to give persons a sense of importance, with faith in their own efforts and goals, and hope for the future. The paralyzing sense of powerlessness which characterizes poverty can be overcome when programs are centered on people rather than activities.

There are changes in the kinds of responsibilities volunteers carry and in the training patterns for programs planned with "the poor" in leadership of groups. Some youth-serving agencies are experimenting by initiating program with imported leadership (both staff and volunteers) which recruits and trains local leaders through taking them on as assistants and gradually handing over the reins. Advisers are used to supervise the programs and to serve as consultants for special needs. They teach graphically by example and encouragement, both in the Camp Fire *Critical Areas Projects* and the Girl Scout special rural and inner-city projects.[2] As these programs increase, there are local supportive services developed to supplement those from the parent organization, so that local help can be provided where and when it is needed.

Community action groups, too, have a variety of leadership and service needs, many of which are carried by volunteers. Cultural and educational programs are set up as participants express interest. In the past when a parent organization began to serve a new area, the process pattern called for establishing a miniature board and committee setup before the program was activated. Often, if such an administrative structure could not get off the ground, the parent agency decided there was no interest and gave up the attempt. New methods of organizing take an opposite tack. When a goal is identified, the tasks involved are delegated as needed. It is the demonstrable need for supportive services for ongoing program which attracts interest and becomes the basis for recruitment of administrative volunteers. Committees are then set up on an *ad hoc* task-oriented basis, and dissolved when the need is reduced.[34]

This fluid dynamic approach is now also being applied to some of the parent organizations, but there is a great deal of resistance, possibly stemming from vested interests as well as normal reaction to change. The relationships developed within a board offer strong incentives to maintain the *status quo,* which is perceived to mean keeping the standing committee structure intact. When this situation exists, program continues in obsolescing patterns. The agency is not likely to attract dynamic new blood, and a descending spiral is likely to ensue. Blocks to progress are rooted in the fear and avoidance of conflict. The established agencies have much to contribute as participants—not in advocacy and defense of established patterns of service, but as common seekers for new solutions, contributing from a wealth of experience and faith in the potential creative uses of conflict.

Administrative work for volunteers is thus changing, too. The respondents in this study represent a polarization of attitudes: Some are quite pessimistic about the tendency for professional staff to "take over," while others are hoping that the highly educated and competent people who are employed to give leadership "will forge ahead with program experimentation like the pioneer Jane Addamses and Dorothea Dixes of the past, with volunteers running to keep up."

In the report of the National Social Welfare Assembly annual meeting entitled, "New Trends in Citizen Involvement and Participation," published in January, 1966, we find both points of view represented. Dr. Roland L. Warren, Professor of Community Theory at the Florence Heller School for Advanced Studies in Social Welfare, Brandeis University, says that, "like love, citizen involvement is a many splendored thing, and like love . . . [it] calls forth certain tender feelings as well as certain gnawing implications that the relationship . . . 'never runs smooth'." [69]

He cites several forms of involvement: board member level, fund-raising, direct program service, organizing protest. He points out that for each, as different segments of the population are involved, the objectives and the relationships to the agency vary with the form of involvement. He makes a very important distinction between involving persons as an attempt to gain acquiescence to changes which are going to take place anyway, and involving them earlier to have them actually plan for change. An individual may first see slum clearance as destroying his life patterns, not as a community advantage. He gains a broader perspective from being involved in a "bottom-upward type of goal definition and planning for execution." Running through Warren's cogent analysis of means to effect community change seems to be an accepting assumption that skilled professional leadership is spearheading the change effort and that volunteers are given learning opportunities to keep up. He says, "much will depend on the willingness of board members to take a flexible approach to community needs . . . yes, even on their insistence of the agency's doing so." He respects the rational values of planning as a social process, as well as practice theory about motivation and participation which is based in a process value, and says the social "planner can assume neither omniscience nor omnipotence, but *has to be in there* pitching . . ." [69]

Another speaker at the same forum was C. Virgil Martin, President of Carson Pirie Scott in Chicago, and as a volunteer, chairman of a project to improve techniques of communicating welfare problems to the public. He is concerned with what he calls *"the failure* of many social workers and directors of both public and private welfare agencies *to do an all-out job of seeking volunteer support and cooperation."*

> Executives of private agencies, since the advent of the United Fund, find that they no longer need to depend upon board members and auxiliary lay groups for support—so the board becomes sometimes a group of names on a letterhead, or a group which meets only three or four times a year and then just to rubber-stamp the executive's policy decisions.[40]

He deplores a parallel situation in public welfare and says that the social worker is "the one person who can solve this problem of recruiting and educating lay *leadership.*" Until something like a Newburgh or an Illinois anti-welfare ground swell strikes, he feels, too many agencies only give lip service to the need for lay leadership. This state of affairs is ominous for the future of voluntarism.

The Challenge of Shifting Patterns

The pendulum swings back and forth and styles change. Boards were originally "doers" who also contributed heavily. Then they became financial supporters without program responsibilities. During the Depression the swing was back to "working" boards of administrative volunteers. Then with affluence again the heavy contributor and "big name" is sought. Funding patterns shift because of the tremendous government input of funds and program prescription. An inactive board is a serious drag on an agency faced with the complexity of community problems today. Regardless of fashions in board composition and behavior, there is always need for continuously learning volunteers to carry broad agency responsibilities, to see communities whole as well as to be alert to implications for the individuals actually being served by the agency. Patterns of volunteer participation may shift with emphases in service, but the alert community leader with a broad viewpoint and dedicated concern is always needed.

> Some changes go on in organizations whether they are planned or not. Change can occur by drift as well as by design. Unplanned changes are usually minor variations in methods of work or in relationships among workers. But, as leaders observe such minor modifications of practice, they also recognize that organizations tend to remain relatively stable, even static. Accustomed ways of doing things tend to become solidified. Unless an organization is suddenly faced by a crisis, its stability can result eventually in obsolescence.[31]

We all see visions of a new kind of community built by professional staff and volunteers together, working in both voluntary and governmental programs. With new patterns of funding and contracting for services, the sharp line delineating public and private is disappearing. This trend seems to be characteristic of current social legislation concepts. New coalitions can attack problems in concerted efforts, with each agency concentrating on its special area of competence.

Administrative volunteers are needed for all the major functions, just as they always have been, and they need to understand their jobs. Experts in financial management as well as fund-raising are crucial for the financial health of our agencies. Personnel practices and policies must be developed to attract and retain the highest calibre of professional staff as well as volunteers, to plan for their growth and keep them *au courant* with changes in our communities today through regular outside contacts, attendance at conferences, and continuous training on local and national levels.

Harold Weiner, executive director of the National Public Relations Council of Health and Welfare Services, Inc., points up a trend to stimulate board members to take more active roles in policy-making, fund-raising and public relations. Responding to the author's questionnaire, he said, "More than before, there seems to be a push for 'working' boards rather than 'name' boards. Board participation in goal-setting, program evaluation and so forth seems to grow." He noted the development of firsthand observation opportunities for board members, site and field visits, more board manuals and workshops. He forecast:

> I think that the volunteer force will grow in health and welfare, including more involvement in government activities. The shortages of trained help will also spur greater involvement of volunteers in program activities.

Program development requires some people who have had direct experience at the service operational level and others with expert knowledge of particular fields—both to have imagination and flexibility so that program has valid objectives and standards. The publicity concept of public relations is out. More and more, both staff and volunteers work to prove that the term *community relations* means truly *related to the community,* and that the most significant leaders gain their influence from knowledge and demonstrated competence gained in active participation at inter-agency and community-wide levels.

Each voluntary organization has an obligation to select its particular area of service on the basis of its purpose, experience, interests and competencies, and then to invent program practices of the most effective, ethical, imaginative and meaningful sort. These goals require a top level of ability, awareness and dedication from administrative volunteers who will develop policies and plans to cope with our increasingly complex communities. They call for a continuous supply of volunteers willing and able to assume the responsibilities of leadership. Cynthia Wedel, from a church woman's viewpoint, sees this positively:

> With the enormous increase in the need for volunteers, all agencies must reach out for all kinds of volunteers. This calls for more supervisory personnel . . . with the poverty program the Federal government has opened up channels and resources for us [the voluntary agencies] to begin to do things we have not been able to do. It provides an opportunity for many kinds of volunteers, too. Perhaps in 15 to 25 years, people will know each other as never before, the racial problem will be solved, with rich and poor, lower and upper classes beginning to discover one another as people.[70]

Agencies can no longer afford the luxury of being possessive about their administrative volunteers. Volunteers with varied affiliations and kinds of experience enrich the agencies in which they work. Each agency needs the perspective of well-qualified, widely-experienced board and committee members who are broadly representative and have connections throughout the community. Keeping them requires that they be placed where they can be most effective, that they be nurtured and given the helps they need to carry out their jobs, and that they be appreciated for the priceless contribution they make to the democratic way of life. The helps to be offered must be tailored to the person, the job, and the climate of the times.

A wise and experienced volunteer, Mrs. Philip C. Niles, Vice-President of the Westchester Council of Social Agencies, told the New York State Welfare Conference in New York in November, 1964:

. . . We have gained a new dimension to volunteering in recognizing the informed participant as the most articulate ambassador in the community-at-large. We are beginning to dip into the reservoir of educated minds and hearts to seek understanding for our social work programs, as the main artery of communication with the public . . . The climate for enlightened volunteering has never been as ideal as it is becoming. The fertility of thought and imagination on the part of agencies is going to be revolutionary. I hope the maturity of the volunteer in our society will match this dynamic attitude of the formerly reluctant profession. [44]

4

Volunteer-Staff Work Patterns

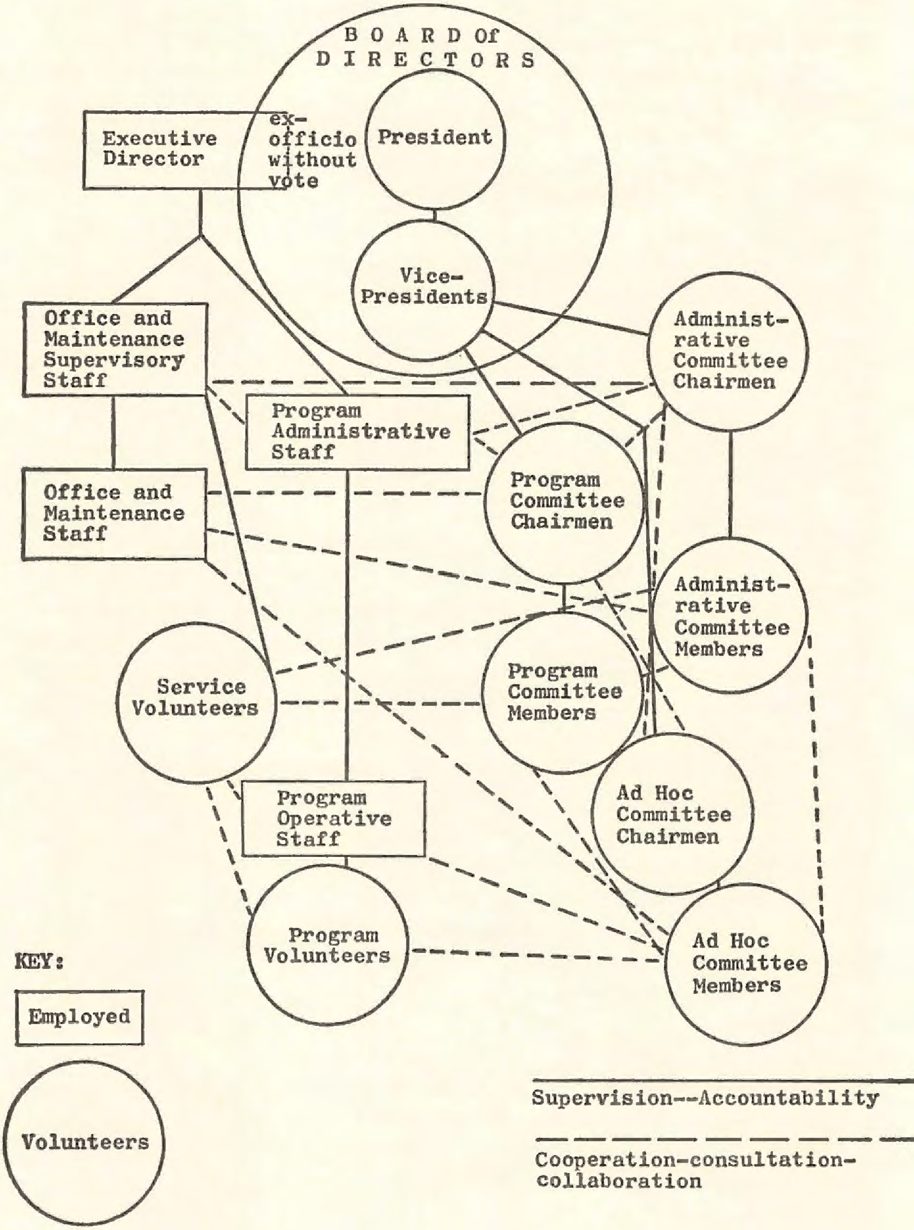
The keystone of voluntary activities is the concept of sharing work: of volunteer-staff teams carrying joint responsibility for tasks, projects or continuing functions. Professional staff is responsible for giving expert and innovative leadership, for carrying on the parts of the work specifically delegated to staff and, equally important, for giving advice and arranging the supportive services required by the volunteer counterpart. For administrative volunteers, this is a cooperative, not a supervisory, relationship. Supervision, in the sense of administrative accountability, is furnished by staff for staff and for volunteers by volunteers, unless specifically designated otherwise (See Figure 1, Supervision and Cooperation). For too long, leaders in voluntary organizations have shied away from the idea of supervision, relying upon a mystical combination of good intentions and good luck to see them through. There is a mutual uneasiness about being, or submitting to, a "boss." Partly due to an unclear division of responsibilities between paid staff and volunteers and among volunteers, the lack of established lines of accountability and authority has caused more tension and confusion than it has avoided.

Lines of Authority

An oversimplification of the relationships involved was briefly popular. This was an assumption that there could be a clear dichotomous arrangement of volunteers making plans and policies on one hand and professional staff waiting to execute them on the other.

Figure 1.

SUPERVISION AND COOPERATION


BOARD Of DIRECTORS
Executive Director
ex-officio without vote
President
Vice-Presidents
Administrative Committee Chairmen
Office and Maintenance Supervisory Staff
Program Administrative Staff
Program Committee Chairmen
Office and Maintenance Staff
Administrative Committee Members
Service Volunteers
Program Committee Members
Ad Hoc Committee Chairmen
Program Operative Staff
Program Volunteers
Ad Hoc Committee Members
KEY:
Employed
Volunteers
Supervision--Accountability
Cooperation-consultation-collaboration

This plan troubled professional staff, because it seemed to deny professional competence for real leadership, and it troubled volunteers because it assumed an availability and continuity of knowledge and skill which they were often unwilling or unable to provide. Under this misconception, weak professionals could complain, without realizing their own responsibility, about their volunteers not being venturesome or giving leadership. Weak volunteers could assume that all enforcement of policy was up to the professionals. What neither seemed to realize was that unless given the benefit of professional vision, sound advice, accurate reports and knowledgeable forecasts, a group of volunteers could be planning in a vacuum. And without volunteer enthusiasm and commitment to goals and policy, staff could be helpless at the program supervisory level, lacking the essential "consent of the governed."

For any collaborative relationship to be productive, clarity of common goals and values must be achieved. And then there must be an acceptance of the realities of locus of authority: the constitutional provisions and the way they work out in actuality should be consistent and consistently perceived by the volunteer and staff alike. *Probing Volunteer-Staff Relations* was developed by the Council of National Organizations for the urgent purpose of helping each to understand the perceptions of the other, and hopefully to arrive at a viable working relationship through mutual insights.[47]

In some organizations, the locus of authority has been highly centralized in an executive committee or the Board of Directors, like the corporate form described by David Sills in his study of the National Foundation.[55] In others the membership at large, or assembled delegates, assumes the duty of making decisions which are binding upon the whole organization. Constance Smith, the Director of the Radcliffe Institute for Advanced Study, remarked, only half in jest, that she had decided from her research about voluntary organizations that perhaps their most valuable contribution to society is the "teaching of patience for the democratic process."[56]

Certainly it is imperative, if a membership organization is to be truly voluntary, that the decision-making and policy-formulation process be widespread, that all who will be affected by a decision have a voice in making it. When power is confused with authority, organizations are in trouble. When position becomes more important than person, or *the* person becomes more important than *the* position, we need to take stock of our formal and informal organization relationships and our arrangements to handle power. It is possible to confuse job with position, person with authority, and power with job. A realistic self-appraisal can be most enlightening.

The creative potential of both staff and volunteers depends upon comfortable working relationships. When the staff is hamstrung by restrictive policies, program becomes static. Certainly staff work with volunteer boards to determine policies provides ample opportunity for influence on the process of policy development. There is opportunity during committee and staff research and consultation to get professional judgment on the issues involved. When a professional person uses behind-the-scenes manipulative techniques, such action is resented—even though it frequently happens because the volunteers have become preoccupied with their prerogatives rather than their responsibilities and are insisting on the farce of an "enabling" executive instead of a leader. A well chosen and well trained Board confidently expects stimulating leadership from qualified professionals. From give-and-take during informal discussion, both develop trust in the ultimate decisions. Able professionals are encouraged to experiment with pioneer programs when they know that their Boards will be secure enough to be interested in learning from failure as well as hearing about success. Each "enables" the other at the administrative level.

Mrs. Niles has eloquently expressed her hope for revitalizing voluntary leadership:

> This is not to remind you to have a Board, obviously, but to share with you the more aggressive attitude of Board and staff harmony and joint accomplishment. We are no longer content to perpetuate Boards of prestige or legacy. Instead, we practice selectivity on the basis of talents, influence, energy or interest. There is competition for the best qualified Board members in the community and with it, a new standard of performance demanded. Agencies are not staff-controlled today because that is a sterile, limited promotion of the power of the few. Rather the concept of shared activity of Board and Staff broadens the base of the program, increases the stature of the executive and provides far greater service in the long-range planning of the Agency. This is an era of Committee planning in

> our economy. Industry respects the decision arrived at through the efforts of the team, not the blanket approval of recommendations by the top man. The analogy here may not be altogether appropriate but I am drawing to your attention that there is a role for Board members beyond listening and approving but they must be selected because they are capable of the new role. Redesign your Boards through excellent Nominating Committees, if you suffer from stagnation. Don't settle for professional domination: It's dangerous and much less interesting. Reject your fears of staff evaluation by the layman; there is more security through energetic *use* of Board members. Let the infusion of new ideas and new pressures from new Board members revitalize and perpetuate the vigor of the organization.[44]

Two Views of Social Work Practice

History reveals an interesting split in volunteer perceptions of professional social work practice, perhaps partly due to the contrasts between methods used by caseworkers and those of group workers and community organizers. The latter two have tended to draw together, away from the casework viewpoint, on the issue of effective use of volunteers in program and service operational jobs. As the caseworker became increasingly preoccupied with psychotherapy, practice began to take on an aura of mystery, confidentiality loomed terribly important, and practice was less and less open to volunteer scrutiny and even less to participation.

The volunteer was excluded from active program operations which had become highly confidential due to the delicate and intimate nature of the subject areas with which they dealt. The client must not be subjected to the intrusion of the nonprofessional, so the volunteer retreated to fund raising or board membership. He held a high regard for the importance of casework practice, but had very little idea of what it was about. To some volunteers the caseworker began to seem lost in a psychoanalytic mystique and much more interested in therapy as a process than in people as persons.

For the same reasons, to the extent that therapy characterized the practice of social work in groups, the volunteer was excluded from observation and understanding of group practice as well. For nearly thirty years, wave after wave of various psychiatric emphases has swept the post-Freud era, and caseworkers often rode the crests and troughs without much volunteer concern or awareness. Volunteers in casework agencies were relegated to fund-raising, service interpretation and occasional inter-agency conferences or social planning councils which tended to be more closely related to fund-raising than to program development. Little attention was paid to the perspective of these volunteers as they carried their jobs unless they were articulate in questioning agency practice. It was assumed that the volunteer and the client must be kept very much apart.

The group work agencies, on the other hand, had a visible clientele, which might often include the very volunteers who carried administrative responsibilities. There were also volunteers who were leading groups, and increasingly the social-work-educated group worker was quickly placed in a supervisory position where his skills were exercised with a committee, or vicariously through the volunteers who faced the groups. Thus, there was much less feeling of a practice clouded in mystery among group work volunteers who were actively carrying operational responsibilities in the program.

For the third group of social work method practitioners, the community organization workers, the practice of their skills necessarily involved volunteers at many levels. The dynamics of status patterns in communities being what they are, the professional staff member stayed in the background while a volunteer whom he had "enabled" got the power and the glory. The powerful community figures who really called the shots were the administrative volunteers who carried multiple community organization responsibilities. Thus the practice of community organization became quite consciously power-structure oriented, and agency programs tended more and more to cater to the middle-class groups, not on the basis of need but, rather, of convenience and accessibility.

As the gap between haves and have-nots has widened since World War II, it has become increasingly hard to communicate with those for whom many community services were originally intended. The line of least resistance seems to have developed a rationale for serving those who come, rather than those whose needs are greatest, because in coming they demonstrate treatability. Naturally, there is more chance for successful treatment with people who are able to come and express their needs. To complete the rationale, it is easy to say that people are served who "could make use of the service." This seems to give the client the responsibility of intake selection. As a consequence, the hard core, extremely dependent group tends to fall to public relief agencies whose intake is defined by law. Unfortunately, a high proportion of public agency staff at the practitioner level often lacks the educational qualifications for practicing either case or group social work, and determining legal eligibility becomes the chief function of relief services.

At the same time, practice of group work was becoming more involved with the therapeutic potential in group experience, and casework, with its concentration on therapy, began to use groups as treatment devices too. The vacuum left by the social workers in group work practice with healthy "normal" individuals has been drawing other disciplines into the study and use of group dynamics, particularly from one segment of the variegated adult education profession.

Current experimentation with group dynamics techniques is sometimes perceived, by some group work practitioners, as a potential cause of individual pathology through collapse under group pressures, with no adequate counterbalance of healing. Especially this strikes those who considered a positive group experience a normal sociological and psychological opportunity for learning and for growth in individuals. Group dynamics laboratories may be handled by unqualified leaders and may be perceived as a kind of panacea for persons with relationship problems. Accelerated versions are being used in industry for management development. Many staff and volunteers perceive such short-term events as valuable learning opportunities in the area of human relations, and others are apprehensive about them.

The fact that many of the special grants for work in inner cities, and the Federal anti-poverty legislation, seem to bypass the voluntary establishment may well be related to the distance from actual program at which administration volunteers work when social work practice is therapy-centered. We are observing an attempt at counterbalancing this now, with the volunteer case aide being exposed to real persons and real programs in order to make him an authentic and eloquent interpreter of the agency service to the general public.

The Impulse of Idealism

August Heckscher has described the "politics of conscience" as contrasted with and necessarily coping with the realities of the "politics of power." He dates the impulse of idealism which created voluntary organizations from the earliest beginnings by reformers who "could not bear the sight of suffering or injustices which others were blind to, or took for granted." He is concerned about the danger in long established agencies of "doing by rote" and losing the original impulse, confusing means and ends by making survival of the organization an end rather than a means.[26]

To preserve the impulse of idealism is to appeal to these young who have responded so wholeheartedly to the Peace Corps and the VISTA programs, demonstrating a widespread need to give of one's self. This responding chord is one which voluntary organizations should hear, and find places for such idealists and humanitarians. Some cannot give up a year or two to live apart from family and work, but they could serve many hours a month if challenged and inspired by home-town programs. Volunteer work in one's own home town can seem just as valuable to society as more glamorous outposts if jobs are designed to be challenging and interesting. At home, unlike in the underdeveloped countries, there is the likelihood of having trained professional staff as partners and supervisors to provide stimulation and sound direction. The question is, do volunteers perceive staff as a benefit or a restriction?

Katherine Mills, a leading national Red Cross volunteer, described the concept of career planning for volunteers in the *Journal* of the American Association of University Women. Citing the importance of volunteering to democracy, she suggests that people would do well to approach volunteering just as seriously as a paid job, investigating the range of opportunities, testing for the best fit for interests and skills, and undergoing training and apprenticeship to develop understanding. She recommends finding out the beliefs and ways of work of the "employer," especially attitudes toward volunteers and toward fresh ideas.[41]

How many voluntary organizations and their professional staff could stand this scrutiny? How many have good induction procedures and a system of promotion and leadership succession with each leader's work judged by the quality of work the successors he prepared can do? Do volunteers have a chance to experience a variety of kinds of service? Do they get an administrative perspective of the whole from the program and service jobs as well as when they get to the top? Do the professionals value delegating to and supervision of volunteers in their repertoire of skills? All too often, no.

Rather, is there a desperate note in the recruiter's voice, so that a recruit wonders whether any person would do? Are the real challenges in the jobs played down so that jobs sound pretty simple and unimportant? Does it sound as though the training is all sugarcoating? Is there reason to suspect that if the job doesn't get done it won't make much difference? If so, it is no wonder we have recruitment and retention problems.

Dr. Ethel Adams' idea, explained in the next chapter, of a systematic study of practices affecting volunteers is certainly a good one. Let's find out what is good and what can be improved in the way we are recruiting, placing, training and using the talents of the volunteers we have, and how it seems to them. One great weakness in our practices about volunteers is the way we tend to let them finish off an assignment. All too often the job ends in a great sigh of relief. We seldom sit down with the person leaving and listen to what he could tell us about the job, what it was like, how the supervision and training helped, what recommendations he would have for his successor. If an overlap is not possible, we ought to get these impressions recorded for use in inducting the next person or in redesigning the job to make it more manageable and attractive.

A survey in a local unit of one national youth organization queried administrative volunteers about what they enjoyed in their work and what suggestions they had for attracting and holding others. Many answered that enjoyment lay in the sense of participation in challenging vital service, in the working relationships with other volunteers and with "creative, cooperative and delightful" staff. These people indicated distress if left without an opportunity to be creative or responsible. A feeling of growth, with incentive to continue in one's endeavor, comes out of the realization of a job well done and appreciated. Volunteers want meaningful jobs which use their skills and experience. They expect "honest" recruitment which describes the amount of responsibility, the help available and the time involved. Some suggested more regular hours for volunteer jobs and clearer understanding of their function as contrasted with the professional staff responsibility.

"Fewer, shorter, better meetings" is a plea cited in several interviews as well as in this survey. There seems to be a pattern of a heavy agenda and a great deal of talk, and yet some volunteers can and do leave meetings with the feeling that their presence made very little difference to the outcome. In another unit of the same organization cited above the question of meaningful recognition was discussed with local leaders. There was reported "a strong feeling that there should be more overt recognition in the form of service pins or certificates, 'volunteer-of-the-month' awards—*not* sending people to conferences as a reward for past service but rather as preparation for future responsibilities."

Importance of Recognition

In this author's survey it seemed to be quite generally indicated from the questionnaire responses to the sixth question, that a good deal of recognition takes the form of promotion to greater responsibility and status, although there is considerable tangible recognition in service awards, citations and testimonial ceremonies. Fortunately, the overall comments suggest that there will be more, not less, recognition of *all* kinds, as several respondents indicate this "should receive greater emphasis," and "needs more attention."

Winifred Brown, Director of Personnel and Training for Camp Fire Girls, sees that a trend toward "decentralization [of administrative structure to serve the megapolis in configurations of services] has opened more opportunities for upward mobility. The number of tangible awards has increased, probably a result of a larger membership. People are less well known to the total group and seem to find it harder to find opportunities for another type of 'thank you' for a job well done."

Margaret Eberle of the U. S. Committee for UNICEF says, "Most of the recognition comes through satisfaction of tangible accomplishments." Allan Ellsworth of the YMCA feels the same way: They "tend to stress satisfactions in work done."

Mrs. Leonard H. Wiener, of the National Council of Jewish

Women, cites tangible awards, but says "they are of lesser importance than skill development and enlargement of responsibility." Joseph Phelan of Children's Village points out that Board members and community leaders emerge from successful volunteer experience, and he forecasts "increasing professionalization of volunteer roles and services with greater contributions being made by both trained and untrained (MSW) personnel."

Thus there seem to be two kinds of persons who now appear more frequently in administrative volunteer ranks. Their characteristics and needs are quite different from the traditional committee member. The first is supposed to be a representative of "the poor," a person without channels of accountability to those he represents, but earnest in his concern to articulate the point of view which has not been officially recognized in policy-level decision-making before. He has been legislated into responsibilities for which he has had little opportunity to become prepared to handle. He must be helped directly and quickly.

The second is the professionally educated, highly sophisticated person who may be retired, or he may have been tapped for special knowledge and perspective while still in practice. It is possible that he accepted appointment or election to enhance a professional reputation, or to develop helpful contacts, just as much as to seize an opportunity to *give* of his professional talents and insight at their highest level. Certainly the latter volunteer has higher expectations of the training and of the professional staff counterparts with whom he is expecting to carry shared tasks.

The days of a leisurely breaking-in period, during which people test and explore and feel one another out, have gone by. The newest member may be the one to do the most talking and have the most influence, so it is imperative that he get accurate information about the agency and his place within it as quickly as possible. We must devise ways to give people comprehension and perspective, so that they can participate at their highest potential.

5

Volunteer Motivation for the Work to Be Done

The feeling of being in tune with the whole is of prime importance to a volunteer on the job. All of the relationships which he sought in taking the job—to himself in his self-concept, to his friends, to the organization in taking on its identity, and to mankind as a whole—all of these rest on knowing his own part and playing it harmoniously with staff and other volunteers. Recognizing the feelings of the volunteer is essential to developing relationships and work patterns. Since getting and keeping volunteers is essential to maintain services, we are forced to make some educated guesses about what attracts the good ones and what makes them stay with a job.

J. Donald Philips, President of Hillsdale College, Hillsdale, Michigan, lends some insight to the motivation of the volunteer with the following summary:

VOLUNTEER VIEWPOINT

If you want my loyalty, interests and best efforts, remember that . . .

1. I need a SENSE OF BELONGING, a feeling that I am honestly needed for my total self, not just for my hands, nor because I take orders well.
2. I need to have a sense of sharing in planning our objectives. My need will be satisfied only when I feel that *my* ideas have had a fair hearing.
3. I need to feel that the goals and objectives arrived at are *within reach* and that they make sense to *me*.

4. I need to feel that what I'm doing has *real purpose* or contributes to human welfare—that its value extends even beyond my personal gain, or hours.
5. I need to share in *making the rules* by which, together, we shall live and work toward our goals.
6. I need to know in some clear detail just what is expected of me —not only my detailed task but where I have opportunity to make personal and final decisions.
7. I need to have some *responsibilities that challenge,* that are within range of my abilities and interest, and that contribute toward reaching my assigned goal, and that cover all goals.
8. I need to *see* that *progress* is being made toward the goals we have set.
9. I need to be kept informed. What I'm not *up* on, I may be *down* on. (Keeping me informed is one way to give me status as an individual.)
10. I need to have confidence in my superiors—confidence based upon assurance of consistent fair treatment, or recognition when it is due, and trust that loyalty will bring increased security.

In brief, it really doesn't matter how much sense *my part* in this organization makes to *you*—I must feel that the whole deal makes sense to me![33]

Initial Motivation May Change

The reasons for and feelings about being a volunteer at the beginning may bear very little resemblance to those which keep a busy person active in volunteer work later on. The reasons for and the feelings about volunteering are really imponderable at *any* given time, but there are factors in motivation which we can identify as producing goal-directed behavior. When these goals could be agency goals, the motivating factors become very important to the survival of voluntary agencies.

Several studies of volunteer motivation were summarized for the Association of Volunteer Bureaus of America last year by Dr. Ethel Adams of Temple University. She mentions the void left by the dissolution of older patterns of group interaction: family, neighborhood, work-group and church. Volunteering may be perceived as a means of "gaining recognized fixity in the struggle for social place and lessening personal isolation . . . an emotionally significant purpose." She quotes Arthur Dunham's sweeping summary, "Motivation is as varied as the services: religious concern, philanthropy, moralistic reform, fear and repression, economic gain, self-expression, self-glorification, scientific investigation, humanitarianism, and democratic motives of joint responsibility." Dr. Adams' own study leads her to conclude that we need:

> —a new concept of volunteer work, a new approach to the recruitment of volunteers, development of new objectives and planning for volunteer work to provide those objectives. We are challenged to recognize that a knowledge of motivation is more important than mere use of assumptions in planning a diversified program of activities which will meet the needs of the workers, and by so doing benefit the agency employing volunteers. A systematic study of the employment of volunteers seems expedient, rather than the opportunistic approach which has been characteristic of the past![1]

We know that initial motivation is changed by experience. We know that gratification must be linked to satisfaction from the accomplishment of objectives which are important to the individual, as well as from the human relationships involved. For example, the wife of a new doctor in town may accept leadership of a Great Books discussion group at the library because of the opportunity it gives her to be visible, and, hopefully, to attract patients to his beginning practice. But she is quite likely to become so engrossed in the learning experience of her group that teaching objectives supplant her original motivation.

We can't predict either satisfaction or motivation for volunteers very accurately on the basis of job objectives, although reaching those goals certainly helps morale. What we can do is make sure the conditions which are under our control are the best possible and see that they remain good conditions for volunteer work. There are many things we can do to give volunteers a sense of well being, to keep them feeling adequate to the requirements of their assignments, to increase enjoyment and a feeling of being essential to the cause—so they will *like* volunteering.

Satisfaction is a nebulous emotion which is dependent upon many factors neither rational nor pure, but nevertheless of tremendous importance to the person. Sometimes we are content when we reach goals we've had for a long time. But more often by the time we reach them, we have already set our sights far beyond, and are far from satisfied.

Personnel specialists have made the startling discovery that removing causes of dissatisfaction about a paid job does not guarantee future satisfaction. Satisfaction is much more than the absence of irritation. There can be annoying conditions about which a worker may complain, but removing them is no guarantee of his increased productivity even though he could not be productive with them present. An added incentive seems to be found not in the working conditions, as the *context* of the job—but in the *content* of the job, in the nature and objectives of the work itself and the way the person feels about doing it.

Job Satisfaction Has Many Facets

Does it seem appropriate for him as he sees himself? Is it frighteningly complex or belittlingly simple? Do other people think it is important? Is it essential, or busy work? Is it fun? Is there a chance to use his imagination? Or is it so bound by tradition (or the memory of the former incumbent) that he feels constricted? Is the vacancy filled just because it's there, or because the job still has important objectives and meets a real need? Is there a reasonable chance of success? Will he have a chance to meet new people and learn new things in carrying out his duties?

Does he work with friends or, at least, with people who accept him warmly as a person? Can he try new ways to do things? Does he know where to turn for help and advice? Does he feel his supervision is helpful, not "snoopy"? Is he doing something he enjoys doing? Is it something he knows how to do? Does it take a little stretching for growth? Does what other people expect of him in this job call forth the best in him? Does it use his education and experience—or could *anybody* do it? Does he feel appreciated for taking the job? And later, when he does something well or special, does he get an appropriate reaction?

All these questions and more point to the factors which contribute to job satisfaction and need to be considered in the process of placing a volunteer in the right job for him. Of course, we match qualifications to the requirements of the job, just as we do for salaried staff. But these intangible factors are extremely important to people, much more so than duties and responsibilities or tangible rewards. If both professional staff and volunteers are placed with careful consideration for their feelings about their jobs, a lot of tension between them can be averted and their energies released for accomplishing the job objectives.

Some people like to work with children. Others equally concerned for children prefer to give their services as volunteers in activities with adults, or to apply technical or special skills as a contribution toward the cause. People tire of one kind of assignment and want a change. We must be ready with attractive and appropriate alternatives. If we work at it, no matter what kind of an assignment a volunteer has, we can make sure he is having a positive experience and that he can count on our understanding and support when the going gets rough. The kind of recognition given must reinforce his feelings of worth to himself and to the organization, and his conviction that what he is doing is significant and worthwhile. He needs to see himself as growing in understanding and in stature, and to see that adjustments are made in our expectations of him as he increases his competence.

Volunteers want to be considered as knowledgeable persons holding up their end of a shared responsibility and carrying their role in a way mutually satisfying to themselves and the others with whom they work. No one wants to have someone else's goals superimposed on him, nor, on the other hand, to have valid goals curtailed on his behalf. We need to help in setting realistic, attainable objectives and to set intermediate checkpoints to judge progress and confirm direction. We must be ready to make adjustments in job loads when new demands throw them off balance, to keep a welcoming atmosphere for fresh ideas from outside, and to allow freedom for growth.

The feelings of professional staff about volunteers are very influential on the quality as well as the quantity of their participation. The woman professional who chose career instead of marriage has to take responsibility for her feelings toward the volunteer mother who seems to have her cake and be eating it, too. Joseph Phelan, Director of the Children's Village, has more than four hundred fifty volunteers working at every level of operation and policy-making.

When asked how he could account for their wonderfully low figure of 7-per-cent volunteer turnover, he said they believe in volunteers and what they can do! There is a morale factor—an enthusiasm throughout the program which you can feel with the young children as well as staff and volunteers. Children's Village would be very severely limited without volunteers, and the volunteers know it. This feeling keeps them coming over the years.

Four Levels of Relationships

In his provocative book, *Why People Work,* Dr. Aaron Levenstein analyzes motivations for work in our affluent society. His conclusions seem even more germane to volunteer service. He says that because man is a social being, interdependent with other men, he works to develop relationships with people at each of four levels of his existence.[37] Freely translating these to the volunteer picture, we can see how to use this insight in working with volunteers.

The first level of relationships is to the self: I must live with and be comfortable with my self-image. The work I do, volunteer or not, must be right for somebody like me, appropriate to a person of my education and experience, consistent with my ideals and objectives, my likes and my prejudices, my loyalties and taboos. It must not conflict with other obligations which I feel toward my family, profession, community, church, country, and the other organizations to which I already belong. If my volunteer job places me in jeopardy with any of these, I will not allow myself to become deeply involved. But if my work makes me feel a better citizen, more able as a person, more respected or esteemed, then I will invest myself in it with a whole heart.

The second level is relationships on a one-to-one basis with another person. This is probably the strongest single force moving a person toward involvement in a particular organization and into a place within it. I seek another person who cares about me as a person, whose affection and esteem are very important to me. (Sometimes the search is before the fact, and volunteers, particularly newcomers to a community, are looking for friendships.) More often, a friendship is already there and in order to strengthen and not jeopardize it, I choose to work with that friend on a task we both feel is important and valuable. With close work relationships, I develop strong associations with individuals, whether they are my peers, the persons I am responsible to, or those for whom I carry responsibility. Often the strengths of these relationships keep me on a job even when it has other aspects I do not like.

The third level concerns relationship to the organization itself. I have a larger identity when I take on membership and responsibilities in an organization. I feel more effective within an organization whose ideals and purpose are consistent with my own values, and I like to be associated with it. What I could never achieve on my own can come about because of the combined strengths within my organization. The wider identification which is thus being created for me gives me a feeling of contributing to all mankind—and this is the fourth level of relationships which Dr. Levenstein identifies. With maturity, I come to realize my obligations to all men, and I seek to feel a part of and contribute to the brotherhood which is my ideal. Any organization which fortifies each of these levels of existence for its volunteers will minimize recruitment and retention problems.

Motivation is Not An Absolute

It is unrealistic to make absolute assumptions about motivation, to say that personal objectives are entirely altruistic or entirely selfish, or that motives are readily apparent or even consciously defined. There is a cultural pattern of tradition about volunteering which makes it accepted practice in some social circles. Certainly many people have a feeling that since our democratic heritage implies service to others in urban settings as well as in rural and small towns, volunteering is a logical way to offer help to one's neighbor in the anonymity of large cities.

Many of us feel guilty unless we are engaged in an activity which can be justified as worthwhile. A volunteer job eases some of the pressure which builds up when we have a lot of leisure on our hands, or when our means of livelihood is not clearly contributing to the general welfare. Indeed, in its extreme form there is a real danger that volunteers who serve chiefly out of a sense of duty can become quite rigid and dogged. Their service would be more effective if they enjoyed it more!

The pleasure-pain principle is an alerting signal. When the element of enjoyment is lost, we should make every effort to find it again and insure that it remains throughout the volunteer's experience. We can see the ominous signs of too-dutiful service and try to inject pleasure and relaxation into the work. The youth program alumna who is now a group leader, or the parent of an afflicted child working in an agency to combat the affliction, are likely to be compulsive in their services. They need to be reassured and supported enough to relax and enjoy the volunteer experience, especially their accomplishments toward objectives so deeply important to them.

Some volunteers are seeking power in one form or another through their volunteer service, a power which is denied them in their other human relationships. The danger here is in the rare instance when a volunteer has an emotional need which is pathological. But more often this power-seeking takes a positive form, simply giving a person access to choices and opportunity for mobility not otherwise available without risk to position or livelihood. A professional person may volunteer in a field of activity which is new to him, for example, or pursue interests experimentally which are not feasible in his regular practice.

Some of our most creative contributions come from persons freed of other obligations to pursue an inspiration as a volunteer. The commercial artist may try out a new style on an annual brochure assignment, the nurse may learn recreational skills, or the teacher may gain insights to enrich group work with adolescents. Many volunteers gather rich and significant experience in community organizations which qualifies them to speak with authority in community planning councils. Volunteers work hard to reach positions at levels where important issues are decided, assuming increasing responsibility and authority and enjoying the powers which go with them.

New frontiers of knowledge and opportunity open with new affiliations which can prove valuable to a volunteer vocationally as well as stimulating intellectually. New thresholds open socially which would not ordinarily be accessible in our stratified society, but a welcome is found when volunteers share a cause. Volunteering has been called the best way to get acquainted in a new town. It is a therapeutic activity for the person who needs a change of interests

—a new cause, a new objective in life. And, for some, volunteering is just for fun, sharing a hobby or maintaining a skill for sheer enjoyment. Whatever the reason, the zest of discovery and growth vitalizes our organizations with the enthusiasm of volunteers. Without them they could not survive. These volunteers need professional staff to guide and support their work. Together they lead the organizations.

Hopefully, as we mature in our concepts of leadership and expand our limits of concern to include all persons, not just "target groups" or "the disadvantaged," we will be involving and responding to everybody in the community as persons, less concerned with differences than similarities. We will be identified ourselves as volunteers in some settings, and as paid staff members in others. If man is to develop to his true potential, he must be offered the opportunity to give his services as well as the chance to earn a living. Depriving him of either is truncating his fullest development and his potential as a person. Thus we can think not of planning for, not even of planning with, but of planning *together as persons,* to share the tasks involved in improving the quality of life for everyone. A creative individual acquires a variety of motives, a repertoire of goals and aims. He maximizes his opportunities for satisfaction.[5]

Voluntary service should open new doors for a person, experience give him new perception of his own potential contribution, and participation grant him new sources of gratification and growth.

Mrs. Leonard H. Weiner, Vice-President of the National Council of Jewish Women, in discussing volunteer turnover says, "Disuse of potential ability is the prime reason for turnover. If the volunteer doesn't find challenge and satisfaction, she is open for other things . . . The qualified trained volunteer who enjoys her jobs and finds them challenging will still be with us. Neglected, untrained or 'unused' volunteers won't wait around."

The executive of another large and influential women's organization, the Unitarian Universalist Women's Federation, believes the future for voluntary organizations can be an exciting one. Constance H. Burgess makes this forecast for five years from now:

> Many volunteers will be siphoned off by paid employment for the

great society. Those available in order to be attracted to an organization will be offered more training and will be required to make policy decisions. Greater recognition will be given them, and greater opportunities for free, unique and creative experience to attract them to democratic voluntary organizations. The executive director will become even more important as an administrator.

6

Clues for Volunteer Assignments

No plan for volunteer leadership development can be effective unless it is grounded in realistic recognition of the particular motives which bring volunteers into an organization and the satisfactions which keep them going. In no area are we more apt to be misled by false assumptions and superficial impressions. The complex interplay between tangible and intangible factors is part of a balance of altruism and self-interest. A warm welcome to the person, nonjudgmental about his motivation, is the soundest approach. The expressed reasons for volunteering have a way of changing with experience and widened horizons. We have a dual obligation. To the persons offering themselves we owe an opportunity for self-development, enjoyment and actualization of ideals and aspirations. To the organization we are responsible for continuity and vitality of the program and progress toward stated goals. Neither of these is an end in itself, but rather a means to accomplishing the purpose and ideals of the organization. All three gains can be achieved together.

Vestigial Attitudes Persist

We have progressed far from the days of Lady Bountiful, but we still must cope with some vestigial attitudes about volunteers which have their roots in the days before social work became a profession and when most service organizations were run entirely by volunteers. The feeling of awe of volunteers has one root in a nagging doubt—is it possible they could do just as well as professionals if they too gave full time? Another, more serious, is related to status. The early volunteers were people of leisure, affluence and social position. There was a feeling of "doing for" rather than "doing with," rooted in the *noblesse oblige* tradition. Certain families and social groups had favorite charities, and their patterns of volunteering meant a fairly constant and predictable supply of new volunteers. The status of these people led others less firmly established to seek social recognition by charitable activities, and it frequently paid off as they hoped it would. We will always have strivings of this sort, and some organizations frankly use a snob appeal in recruiting volunteers.

As women began to take advantage of higher education opportunities in greater numbers, an intellectual elite emerged. The feminist movement attracted and influenced many women, in addition to those actively pursuing professional careers, who gave their time and talents as volunteers in community organizations. Dean Virginia Gildersleeve urged the "trained brains" of Barnard College into community service and set a high standard by her own example.

Men have always been favored for the financial jobs of fund-raising and business management in the volunteer spectrum, and appeals to men have been realistically based upon vocational or career interests. Men's and boys' organizations have had different kinds of volunteer involvement from the women's and girls' organizations and much greater success in financing their programs. Their boards are less concerned with program operation, and the decision-making process tends to be more centralized. The health and case work agencies have found good combinations for men and women volunteers in administrative jobs, with women carrying the detailed service jobs. Increasingly, for the past several years, the governing volunteers on boards of organizations have carried active administrative responsibilities.

Now that community organizations tend to turn for support to federated financing, to the corporate citizen, foundation giving and to governmental subsidies, the large individual donor is a disappearing species. The few around are most likely to serve in an honorary, not an active, capacity. Boards are composed of members who represent geographic sections, who have connections with particular segments of the community, or long program experience, or have special administrative abilities. There is the trend, too, toward tapping very special abilities for *ad hoc,* spot jobs. The trend is away from a "name" to serve with no assigned responsibilities.

Significance to Careers

Because special abilities are highlighted, volunteering has more significance to careers and is sometimes undertaken to gain experience and recognition by someone who is also a practicing professional person in the community. The respondents to this survey reported overall educational level to be higher, and this means that expectations about the quality of the experience and the training for it are also higher. Less time goes into social amenities, and meetings tend to be more purposive and businesslike. The major reference book is more likely to be the census tract than Emily Post. Training is expected to be practical and intellectually stimulating.

At this point in time, leadership is made up of a combination of traditional volunteers who have earned their status by years of apprenticeship and experience in program, and many technical experts recruited for their very special abilities and their relationships with other community agencies, government and the academic world. Faced with the necessity of determining a pattern for recruiting and training their successors and grooming them for leadership responsibilities, it is not surprising that current leadership seems divided and confused about the values and essentials of the developmental process for volunteers. The most likely area of agreement is in technical requirements for particular tasks which can be clearly delegated to experts of known qualifications, and an increasing dependence on short-term, intensive *ad hoc* assignments.

One of the most likely *ad hoc* volunteer jobs is fund-raising, particularly for capital funds. An example from actual experience illustrates the neat balance which is possible between the self-interest motivating a volunteer and the objectives of an agency which needs him. A county youth organization was struggling with a faltering capital funds drive when a young lawyer practicing in the county seat quite spontaneously volunteered to lead the drive. A refreshing mutual frankness about objectives resulted in a working design for the finance campaign which reached into all corners of the county. The vigorous solicitation was exactly what the campaign needed to reach its goal, and it also served to introduce the drive chairman, associated with a good cause, to enough voters to carry a primary election a few months later. The zeal born of doubled incentives produced achievement of both objectives. Not all dual motivation can be so congruent, nor is it always so frankly acknowledged. But the experience of success in that special job left that volunteer with a continuing interest in the organization, and enough concern to accept responsibility as a board member later on. To some of his fellow board members, who consider themselves thoroughly steeped in the program, this man seems out of place. It has required considerable diplomacy and individual consultation by the president and the executive to supplement his strengths as a community leader with knowledge of the organization so that the board could function effectively. Their skill has resulted in a temporary assignment becoming a term one. The original motivation seems to be forgotten, because it no longer is relevant.

Self-Interest a Positive Motive

Most initial motivation for volunteering has some element of enlightened self-interest which, as the politician illustrates, can be a positive incentive for the organization program as well. Particularly in the health agencies, mental health groups and special service agencies, programs develop because individuals and families are confronted with problems they cannot solve on their own. As de Tocqueville noticed a century ago, Americans have a way of getting together to work out solutions. One of the most dedicated March of Dimes workers in a suburban town grinned as she confessed, "I'm not superstitious, but working on this drive is my insurance that, if we need it, the National Foundation will be there for my four children. I'd frankly be afraid not to!" Many services have started as cooperatives of parent groups, and grown to serve whole communities.

To old hands at volunteering, there is nothing more gratifying than watching concern expand in a working volunteer. A mother who takes a Brownie troop only to make sure her daughter can belong begins to care about other little girls whose mothers are working or are tied down with small children. As a Brownie leader she begins to see that the children of "uncooperative" parents are the ones who most need the program experience. One morning she wakes up to the fact that her own child has flown up to an older troop, but *she* wants to continue with her Brownies. She has begun to know the fun and satisfaction of meeting real needs, and the original self-centered reason she started is no longer important.

Even though we hope all volunteers will grow beyond their original motivation, it is important for us to recognize what it is in order to communicate acceptance and understanding of the person at the beginning, even though the motivation seems self-centered. Understanding each individual's own perspective and interests is essential to attract volunteers in the first place, and to start where they are in training them. Concern for primary obligations, such as one's children, the preferences of a husband, or vocational interests, is a universal human trait. The *Blue-Collar World* studies emphasize this essential for joining community associations.[64] Ignoring primary interests is to risk losing recruits altogether. A volunteer will stay when it is possible to serve primary interests and obligations comfortably while giving service to others, like the Brownie leader. A good way to engage young mothers is through provision of nursery service during a training course, for example. For its men on committees, one agency records for individuals the hours of volunteer service given by employees, informs the personnel department of their company, and gives individual citations for personnel records. Another opens its facilities for family camping to families of volunteers, loaning equipment and teaching how to use it.

Even more important than such institutional provisions is the attitude of the individuals already in the organization to the obligations of the new volunteer. Many a beginning volunteer has been turned off by inconsiderate "dedicated" fellow workers. A few late dinners, caused by someone who always has one more thing to discuss than there is time for, can cut off a volunteer career.

In making a plan for getting new volunteers, the volunteer himself is the most important person to be considered! His self-awareness is central to the process of thinking through his interest in the organization as a whole. Individuals see their own goals and a new identity reflected in that whole. A new sense of dedication and reinforced ideals clarify purpose and release human energy. These factors fulfill the selfhood of the person while moving the agency toward its goals. They open a wider potential for both, and can lift the level of the whole community.

> What we require of volunteers is not a complaint dealing with things as they are, but a positive and spirited adventure into what might be. If it be true, as Galileo said, that you cannot teach a man anything but only help him to find it within himself, then voluntary work for social ends can be the greatest good a person can do himself.
>
> The volunteer is one who is not content merely to change as the world around him changes. He wishes to be in the vanguard of a movement for improvement. He is determined to achieve his highest humanity through leading the way toward constructive relationships with others.[65]
>
> "With full realization of the needs which volunteer activities can meet in our changing world, voluntarism assumes a new importance," says Dr. Ethel Adams. "We are challenged to recognize that a knowledge of motivation is more important than mere use of assumption in planning a diversified program of activities which will meet the needs of the workers, and by so doing, benefit the agency employing volunteers . . . Recruitment based on the knowledge of why people volunteer will have less emphasis on volunteer program to give 'service' to others, and more on benefiting the volunteer and the society of which he is a part . . . the new concept of volunteer work should provide for this part with greater thoughtfulness and awareness."[1]

Work Analysis Is Essential

It takes careful and practical planning to make sure there are good experiences for volunteers. A realistic analysis of the work to be done divides responsibilities into manageable, interesting and attractive combinations of tasks to be assigned to volunteer jobs. The jobs in turn are related to one another by being organized into a viable structure which provides for coordination, control and effective communication. The combined effort can thus be focused toward a common goal. Each job should be an attractive package of related tasks, challenging but encompassable, and clearly essential to the whole.

Such an analysis of work to be done and design of a structure needed to accomplish it will highlight for each organization the essential differences which make it unique. Characteristics are determined by the corporate purpose, the relationships involved in the structure, the traditions and the current value system of the organization. Many characteristics have been taken for granted too long, and it would be healthy to take an objective look to see if some basic assumptions are still true, or just shrouded with sentiment. At the risk of iconoclasm, we must face squarely some of our beliefs about ourselves and our reasons for customary ways of work which may no longer serve a vital need. We acknowledge and honor the contributions of many creative and influential persons, but we may no longer need to perpetuate their positions and their precedents unless they are still valid. We are the people responsible for the future, the ones to meet the challenges that lie ahead. We cannot afford to perpetuate jobs or ways of work unless they are proved still to be the best.

Sometimes progress requires a new kind of division of responsibility between volunteers and professional staff, and we must not be hobbled by old habits and prejudices. Discovering realistic, manageable units of work which can be carried comfortably will take the best thinking of all parts of the organization—staff groups as well as committees and boards. Staff consultants should be available to all membership units and service task forces. Everyone should look at habitual meeting patterns and ritual chores to see which are still necessary and productive. Sometimes we are amazed at what we find if we can sift out nonessentials and waste motions. Demonstrated necessary, jobs are designed not in terms of the abilities of a past incumbent, but of the work to be done and the qualifications which should make it an easy, challenging and rewarding opportunity for the person best fitted to carry it. The groupings of jobs develop teamwork toward common goals. Plans for collaborative effort don't waste manpower. Committees are built with size varying according to the job to be done. "Enough people to do the job and a few for future dreaming, since at any given time some members will be inactive because of personal or family situations" —this is sage advice the YWCA gives to local units.[36]

The committee which brought out *Probing Volunteer-Staff Relationships* for the Council of National Organizations drew from the experience of more than twenty leading voluntary organizations at their national and local levels.[47] It was found that except for certain specific legal responsibilities assigned to the board of directors (who must be volunteers) by corporation laws, there were few duties or responsibilities which were not carried by staff in some organizations and by volunteers in others. We cannot presume, then, to define those tasks which are universally appropriate for volunteers to do. The kind of work which can be contributed instead of purchased is determined by each organization for itself. We do wish that some of the professions which supply our trained staff would help by defining the particular skills which we have a right to expect that kind of professional person to contribute from the special training and expertise of that profession. In the practice of case work there is perhaps less role confusion. But in group work, community organization, religious fellowship and adult education, the edges between the kinds of tasks carried by professional staff and by volunteers are very fuzzy indeed.

Two Sample Job Descriptions

With realistic job descriptions for volunteers we can concentrate on the work to be done, not on the way the job has been carried in the past or the peculiar twist given it by a colorful personality. Candidates can be identified in terms of the qualifications described, and matched to the requirements the work demands. We ought to specify the objectives for the job, the time it will take, the limits of responsibility and the lines of accountability just as we do for employees. Specification includes relationships with others, both staff and volunteers. The areas of concern which overlap and the discrete elements in each must be clearly understood.

Such a job description becomes a valuable tool for recruiting, for selection and placement, for planning the training and help to be offered on the job. It should be possible for an individual volunteer to check himself against the description and see for himself what he needs to learn to supplement the qualifications he already has. He measures his own progress as he goes along, against the job objectives. The very act of preparing job descriptions has a salutary effect on use of manpower by an organization. For the individual on the job, the way he is expected to use his abilities determines his own plans and aspirations. (Figures 2 and 3 suggest format for job descriptions of volunteers.)

FIGURE 2. (Sample Job Description for an Administrative Volunteer)

Position: Secretary to Public Relations Committee *Date:*

Staff Adviser: Associate Executive Director *Term:* 1 year, Sept. to Sept.

Purpose: Record Committee Activity

Major responsibilities: Take minutes of all regular and special meetings of the committee, draft to staff advisor within 72 hours; assist chairman in preparation of agenda and meeting call, draft to staff advisor 10 days before meeting; handle correspondence and records of committee; be ready to summarize committee activities on call and at end of term for annual report; participate in general meetings of association prepared with record of committee plans and activities; supervise the committee member who keeps the publicity scrapbook.

Responsible to: Chairman of Public Relations Committee

Responsible to Supervise: Committee member who keeps the publicity scrapbook.

Time required: Ten meetings a year, Sept. to June first Monday: Preparation, minutes, agenda, conference with staff and chairman, correspondence—seven hours each meeting; supervision of scrapbook work— one hour each month; two days per year for training. Annual report preparation, three days between June and August to be arranged with office. Allow two hours per month cushion for conferences, special report requests.

Qualifications: Ability to summarize and record discussion. Knowledge of the organization, plans, program goals and community needs, ways organization participates in community services and planning. Interest in community relations, program interpretation. Willingness to take training. Writing experience helpful, shorthand a liability!

Training suggested: Orientation Sept. 25, 10–3:30
Workshop for Committee Secretaries Oct. 17, 7:30–9:30 p.m.
International Dinner Feb. 19, 6–8:30 p.m.

FIGURE 3. (Sample Job Description for a Program Volunteer)

Position: Junior High Age Group Leader *Date:*

Staff Advisor: Youth Program Director *Term:* continuing

Purpose: Develop self-governing group to learn traditional homemaker skills.

Major responsibilities: Adult leadership of group of 20-25 girls in an educational and recreational program in housing project. Coordinate services of consultants for program skills, inter-group meetings and parent advisor groups.

Responsible to: Youth Program Director.

Responsible to supervise: Assistant leader (senior high girl), program consultant.

Time required: Two full days per week for each Saturday afternoon meeting.
Training course of 20 hours; one two-hour meeting each month with other group leaders in the project.

Qualifications: Interest and enjoyment of this age group, home economics or housekeeping experience including child care, nutrition, home nursing. Automobile and telephone essential. Willingness to take training course. Primary: ability to communicate with children from disadvantaged homes. Orientation.

Training suggested: Group leadership course, Tuesdays 10–3:30
Sept. 15
Four weeks
Red Cross courses as desired
International Dinner

7

Recruiting and Placing the Volunteer

Once it is quite clear in job description what has to be done, why, and what it takes to be able to do it, the next step is to find the person who could do it, and *get* him! In order to enlist him, we must convince him that he is needed and very important to us. Somehow we have to stimulate him to picture himself on the job, enjoying work with us toward goals and objectives which can mean a lot to him, too. Sometimes it seems we rob Peter to pay Paul by luring volunteers from one organization to another.

There are other sources for volunteers which should be tapped. Population mobility means there are many newcomers to most communities who make themselves known to churches, schools, banks, "Welcome Wagons," and employers. More people are retiring early under compulsory plans. Work takes fewer hours. The major crop of war babies is now setting up households and putting down roots in our communities. Schools and colleges are encouraging volunteering. There are more people who are potential volunteers than ever before. The Philadelphia experience has significance for us all:

> In the years ahead I believe we shall find more and more college students entering the ranks of volunteers. The college population is increasing by leaps and bounds. Jobs, both summer and after-hours varieties, are in short supply relative to demand. There is a tremendous increase in interest in the problems of our society on the part of college students and a desire to do something about them . . . excellent work is now being done by college volunteers . . . it will call

> for appropriate and imaginative supervision . . . much of what I have said is applicable to high school students. The success of our Student Volunteer Program in Philadelphia convinces me that there is much that can be done.[29]

How can we appeal to all these different people? Many organizations have helpful hints on where to look and techniques of recruiting, and a variety of patterns have proved effective, ranging from newspaper broadsides to a system of trained interviewers carefully arranging referrals to appropriate jobs. Each method has its use and its partisans, but our concern here is with recognizing some realities today which have not had enough attention in the recruiting and placing process.

Untapped Sources of Volunteers

In *The Blue-Collar World,* Shostok suggests that we need a different approach to persons which would show by clear demonstration the direct benefits, practical values and tangible goals which belonging and giving service could mean, both to the man worker and his wife or the woman worker.[54] This is clearly the largest untapped source of volunteer manpower in our population today. Moonlighting without a paycheck could have genuine appeal if we can break the cultural block to joining which tends to make the blue-collar families assume volunteer work is not for them. As an educating opportunity the value will have to be discovered from experience. But an important and worthwhile function can be made attractive as fun. The volunteer shortage forces us to devise ways to make sure the new free time could go into volunteering.

For the middle-class woman, it is different:

> For the many women who, at any stage in their lives, choose to devote their energies to volunteer activities rather than employment, the issues revolve around the status of volunteer work, the opportunity which it offers to the individual to contribute at the highest level of her ability and skill, the responsibility and discipline associated with volunteer service, and the possibilities for moving from volunteer activity to employment in the same field, and vice versa.
>
> As automation replaces manpower in routine processes, and makes not only basic necessities, but a rising level of living available with fewer man-hours of labor, more and more time and energy are be-

> coming available for the enrichment of living through community services, intellectual pursuits, cultural and recreational activities and the arts.[68]

Another major pool of untapped ability is the Negro woman whom the rest of the community should be given the opportunity to know and enjoy as co-worker. The President's Commission on the Status of Women points up the duality of benefits possible:

> Although she may feel she lacks experience for service on voluntary or community planning boards, the Negro woman's knowledge derived from experience can be advantageous to civic bodies. It is particularly important for the Negro to serve on decision-making bodies in behalf of the community and its needs where many members of the community are Negroes or where the needs of a large minority have been overlooked. If the Negro woman serves on boards, she should indeed be qualified to do so, but she should also have opportunities to obtain training and experience. Some organizations provide their members and officers with leadership training. Because many white children have seen Negroes only as domestic workers and because few white adults have been in a peer relationship with Negroes, a false image of Negroes is prevalent and needs to be overcome.[49]

We would hope that as agencies and communities mature, the people tapped for volunteers jobs will be from every level of community life. Fortunately the caste lines are tilting quickly these days so that socioeconomic differences no longer follow racial or occupational lines. People of good will from all parts of communities should be able to find and know, enjoy and learn from one another.

Recruitment Practices

The need to individualize persons applies to men as well. Men have special identification and interests and vocational motivations which are important for recruiters to recognize. In a doctoral study of recruitment practices in youth agencies, Ruth Ward proved that the one-to-one individualized approach is the most effective recruitment device.[67] This discovery is most significant to us as we seek to interest the uneasy or self-conscious person unaccustomed to meetings or procedures in voluntary patterns. To appeal realistically, our recruitment efforts, if they are to be effective, will take careful preparation. Recruiters must be selected for their qualifications and enthusiasm, and a selection process should be planned to give *optimum placement to—not to sift out*—the persons we approach.

For too long, we have coasted along saying recruitment is everybody's job—so of course it actually became nobody's. To fill all volunteer jobs well requires a plan for continuous effort on the part of carefully designated people who are given the best tools to work with. For the very survival of our organizations, we can no longer rely on hit-or-miss progadanda and whimsical contacts to produce the sort of people we need. Our most able people, both staff and volunteer, especially those who have some acquaintance or common interests, can approach the partciular people we seek on an individual basis, armed with offers of appropriate and attractive volunteer jobs. These recruiters need help in understanding what the hopes and aspirations of the prospects are so that volunteering will be related immediately to the prospect's own important objectives. Recruiters help prospects to imagine themselves enjoying the work, growing and learning. Good recruiters make sure prospects understand how important their unique abilities would be for the organization and for their community.

Not everyone is a good recruiter! Let's relieve the guilty feelings of those who do not feel comfortable when asked to recruit, and not ask them. Rather, concentrate on the good recruiters who enjoy it. They'll need up-to-date and accurate job descriptions, brochures about the program, prompt follow-up by the organization, attractive and convenient training opportunities to offer. Recognition of good effort and encouragement in time of need are important to recruiters, too! Most of all, they need to realize how crucial what they do is to the whole organization. It is not a spare-time, spare-energy job—but one of top priority.

Faint heart never won fair lady, and enthusiasm is just as important to win volunteers. If the shortage were really understood, our most able and experienced people would probably come forward in greater numbers and be glad to serve as recruiters. Full of firsthand testimony and with a stake of their own in seeing the work continue, active volunteers who are enjoying their jobs are the best possible energizers for new ones. Retired workers, or people who have only a peripheral concern with the program, doing recruiting as a sideline have limited success unless they retain their enthusiasm and interest, and are kept fully informed of new developments.

Minimizing the importance of the work involved in a volunteer job is a sure way to disillusion volunteers who face many demands, or to get halfhearted effort later on the job if they agree to serve. The recruit quickly realizes that small value is being put on his effort, and he has little incentive. The committee member who is assured that all it takes is attending one meeting a month for a couple of hours feels justified in giving just that—two hours, with no thought beforehand, no follow-up, and strictly top-of-the-head reactions to the issues under discussion. It won't be long before the realization dawns that attendance isn't very important either, and another volunteer drops out.

Round Pegs for Round Holes

On the other hand, if we have an important job to offer—and we should have no others!—we can easily show a potential recruit why a person of exactly his background and abilities is needed for a particular committee or group, and what special contribution we expect him to make. In this way he will understand how important his attendance and thoughtful participation can be, and he is much more likely to put forth his best effort and to enjoy the experience.

We should be able to offer a wide range of opportunities, including the less demanding as well as the most challenging. Some volunteers would like to make a contribution of time and effort to a cause they believe in, but prefer service without pressures, especially if there is an element of stress in their lives from which a routine volunteer job offers an acceptable escape. Some rather routine jobs are very important and can be gratifying when their significance is understood. We plead then for no unimportant jobs, just a choice ranging from some which are less demanding to some highly skilled levels. As the women in the 1964 Seven College Workshop pointed out, "many voluntary agencies, though keening about the volunteer dropout, have been slow to develop professional volunteer openings." [14] There should be a job for anyone who might want one, with careful placement to match the person to that spot.

When voluntary organizations accept volunteer help in the form of service, they have an obligation to use that time and effort in the best possible way. It is essential to consider the needs of the person who offers himself to serve just as much as the needs of the organization at the moment. When snickers greet the word "volunteer" at a meeting, an organization is in trouble. For if the element of choice cannot be freely exercised, morale sags and attrition sets in. A common complaint among burned-out volunteers is the feeling they were being "used." We may not be able to place each volunteer in the job he wants at the moment, but we can always be sure we have not put him in one he does not want.

The use of a job description with qualifications spelled out objectively helps us to identify the round holes for the round pegs. Some organizations have worked out devices like trial placements and planned observation tours for candidates who do not know what they want until they find out about all the possibilities. "Seeing program in action often tips the decision," according to one respondent in this survey. Public information efforts should always take into consideration the potential volunteers in the audience. The process of choosing a person for a job and having the person choose from a range of job possibilities requires diagnostic skills and confidence in people, as well as patience. Too many volunteer jobs are filled with halfhearted incumbents who cannot possibly do the best kind of job, nor get the kind of gratification it takes to try. Sometimes a poor selection is made and the selectee sent to training to correct the deficiencies. Even if he makes the very best use of the training opportunity, which is not very likely, he still carries the job under the handicap of being poorly matched to it. The wrong person trained is *still the wrong person* for the job.

It is safer in the long run to carry a vacancy until it can be well filled than to fill it poorly, for the minute it is no longer a vacancy the incentive for a search for candidates is gone. The job may actually not be covered—vacant in truth if not in fact—but efforts to get the work done will be frustrated by an inadequate or uninterested incumbent. Too often we tend to fear the appearance of vacancies, when it would be far healthier than having them poorly filled. If the vacancy is visible, temporary arrangements can be made to carry the work without threat to anyone. If it is not visible, we get into all kinds of trouble trying to get the work done in spite of the incumbent. The right person is worth the search and the waiting.

Helps to Effective Placement

The most frequent mistake we make at the outset with a new volunteer is underplacement: asking very capable people to carry trivial responsibilities, assuming that we cannot expect very much of them, or asking too many people to do a job which really requires only a few. Most women have had the experience of arriving to set tables for a pot-luck supper only to find ten other people tripping over one another—the result of good intentions to give everyone something to do, without thought about what help is actually needed. A woman who is beginning to be interested in volunteering and is paying a baby-sitter in order to serve, is unhappy waiting to see what she is expected to do, not sure that she is needed at all.

A volunteer does *not* need to start at the bottom but should be placed appropriately from the beginning, making immediate use of the education and experience he brings to the job. A good volunteer placement meets some general criteria: it matches prospect to job qualifications; it is easy in terms of time demand but slightly challenging in terms of content, so his reach must slightly exceed his grasp. Great satisfaction comes from accomplishing something we didn't know we could do until we tried.

Good placement practice requires a system of record keeping for active volunteers, and a prospect file of potential ones. Such files need not be burdened with highly confidential information, but they may record interest, experience, qualifications and identifying facts in a central location so that the right person can be located quickly when needed. Such records vary in complexity depending on the numbers involved, but all give an opportunity to spot quickly those persons who have abilities and special interests and give an accurate survey of the talent available. Recruitment efforts then can be beamed to fill the gaps and special needs which a review of the records reveals. Periodic checks on placements keep people from being forgotten in jobs when they ought to be having other opportunities. Nominating committees and recruiters use the records most and carry the most responsibility for keeping the information up to date. A tickler system helps remember the fellow who promised "next year" (See Figure 4, *Sample Volunteer Registration Form*).

FIGURE 4. Sample Volunteer Registration Form (both sides of 5x8 card)

last first spouse's
Mr.
NAME Mrs. TEL.
Miss

ADDRESS DATE

FAMILY COMPOSITION AT HOME

EDUCATION EMPLOYED HISTORY
title dates

SPECIAL QUALIFICATIONS (as R.N., Life Saver)

MEMBERSHIPS (mention offices held)

VOLUNTEER EXPERIENCE (mention training taken)

INTERESTS AND HOBBIES

TIME AVAILABLE, PREFERRED

VOLUNTEER INTERESTS AGE GROUP PREFERRED
preschool, elem., jr.hi.,
sr.hi., adult, aged

group work
committee work
hostessing
office/clerical
camping
home nursing
friendly visiting
song leading
fund raising
ticket sales
publicity
program planning
cooking
fine arts
registration
other

(Over)

Name

Training Record Volunteer Assignments
event, dates, hours (date, comments)

The recruitment interview is a very important learning experience for the volunteer. The Girl Scout guide, *Recruiting, Selecting and Placing Volunteers,* has some very practical advice about the process, calling it "a conversation with a purpose." The authors assume that an actual assignment must come later, and the interview is thus kept open-ended, with neither the organization nor the recruit making a commitment, but both getting impressions and facts about the other.[48]

Some organizations are finding references useful in placement and for planning supervision and leadership development opportunities, and these take time to collect. The recruit is left with descriptive brochures and the feeling of being wanted for important work. It is essential to follow up soon to maintain the first glow of interest and enthusiasm. Referral to the next person should be made immediately on the basis of the recruiter's assessment of the possibilities.

The process of placement is one which requires care and skill. Freedom of choice implies a range of opportunities for the volunteer and for the agency. Most agencies have procedures which facilitate the movement from exploration with a recruitment interviewer to an assignment in order to keep this time interval just as short as possible. Most important are the feelings involved. The volunteer must feel positive about the organization and taking a job. Just as essential, the person making the assignment must be feeling equally positive about the volunteer. No candidate meets all the requirements set forth as ideal in a job description. A matching procedure individualizes the person in the situation, highlights his particular strengths, and indicates the areas in which he will need help.

Supervision and training opportunities are planned to supplement those strengths the candidate brings and to orient him to the setting in which he will work and to the organization as a whole. He needs immediate guidance, for his first steps on the job are the hardest to attempt and carry out. The process of induction supplies the warmth and support needed through this crucial period. Committee chairmen who lead productive committees make sure that new members feel welcomed and specially selected for the committee. They know what it takes to get started in the new role and communicate this understanding to the new person with the background information he will need to begin to function.

Placement is the transfer of a person from the hands of the recruiter into the hands of the supervisor or chairman. There is no surefire procedure. The Red Cross from years of experience in *Placing Volunteers* says:

> Placement is, after all, a straightforward process of determining what work needs to be done, evaluating available workers, and relating the workers to the work as satisfactorily as possible.
>
> Success in matching volunteers to jobs depends largely upon good person-to-person relationships. Techniques and practices by themselves will not make a good placement plan; with them must be combined the understanding, the warm responsiveness, and the thoughtfulness that are vital to good human relations.[46]

Placing Volunteers is especially helpful about ways of maintaining interest during the waiting-for-assignment period and realistic suggestions for adjusting job loads in consideration of the other obligations and concerns of volunteers.

Essential as the process of selection and placement is, for the individual volunteers and for the organization, each kind of program must develop a comfortable "intake" procedure for volunteers. The traditional patterns are more leisurely than we can afford today, but the principles of an individual approach, a choice of opportunities for creative service, and continuous help available to carry the job must be built into any recruitment plan, however it is accelerated.

8

Starting and Supervising the Volunteer

Now that new segments of the population are becoming involved with volunteering, some of the sugarcoating on tasks for volunteers is wearing thin. Time moves quickly. Volunteers will not stay with us if they feel gauche and inadequate. Yet they want to feel that what they are doing is worthwhile and important. We have to find ways to give them interesting and important assignments they can really get a hold on. We must provide a lot of help, phased to their changing needs: the right handbook and tools to tackle each job, training in stages at the right times, a person to call with their questions, and a way to know they're on the right track. The kind of experience volunteers have in the first few contacts determines the attitude they take toward their jobs, their training, and the value system of the whole organization. They "get with it," or they go, very quickly.

Industry is experimenting in many creative ways with patterns of induction, supervision and developing job motivation by increasing job competence while the worker is carrying the job. Voluntarism could productively adapt many of these methods. The major difference, if we accept the concept that program service is the "product" of voluntary organizations, is the amount of administrative support being given management development and industrial training programs. On-the-job help is considered training even when it is teaching tutorially on a one-to-one basis like the Margaret Williamson concept of educative supervision.

According to *Management Information* in August, 1965:

> The cost for training done by companies today will hit four and one-half billion in 1965—half of what it costs to run the nation's colleges and universities. Informal on-the-job training accounts for most of this, although formal orientation courses and refresher courses are also offered.[39]

Since many volunteers start out with program or service jobs at the operational level, at first usually they are accountable on the job to an experienced paid staff member in a clearly supervisory relationship. Volunteers may be selected, appointed, or elected to any job for which they seem to be generally qualified, however. When they are not accountable to a staff member, but rather to a volunteer such as the president or a chairman, the staff member with whom they work assumes an advisory role (See Figure 1).

Part of the teaching element of supervision is thus separated from the administrative responsibility which follows lines of accountability. In other words, the administrative accountability carries with it authority because of structural relationships and seems to work out best in one-to-one relationships. A man cannot serve two masters. But he can *learn* from many persons, and this puts an obligation on everyone who comes in contact with a new volunteer. Learning is taking place, because of the anxiety of the new person to find out what is going on, and what is expected of him. So it is imperative that what he is learning is what he needs to know, that it will develop his interest and his self-image in his new role in a positive way, and that he will not be repelled, discouraged or swamped.

The Induction Process

The recruiter begins the process of inducting a person by the things that are said about the job, based on the job description. The objectives of the job and how these implement the overall objectives of the whole organization are discussed in the exploratory interview and stressed as criteria for judging accomplishments all through the incumbency.

Whoever confirms the placement conveys the feeling tone of the total organization. A letter of welcome from the president or a committee chairman provides a glow of being wanted and needed, as it confirms the terms of the appointment and conveys appreciation for the qualifications the new person brings to the work to be done.

The induction process is then picked up by the supervisor, and the new worker is introduced to the setting where the work is to be carried on—the meeting, the desk, or the gym, as the case may be. Actually to have seen his own work setting is very helpful as the program or service is described. A short period of watching the activities carried on by someone else is good, if it is possible, unless the situation is so complex as to seem overwhelming. The dimensions of the work can be pointed out as they are related to the skills of the new person during the observation. A person has to see how *what he knows he can do* will be useful in his new role. He needs a chance to ask questions about the details in the job description, as he observes, and about the materials he was given to read by the recruiter. Now he wants to relate them to his own assignment. Arrangements should be made for conferences with co-workers or group members, visits to meeting and program activities. Take advantage of an annual meeting or program events which give informal opportunities to observe leaders and staff in their roles. After getting the feeling tone of the organization, a volunteer is more ready to take on the duties and tasks of the new job.

Delegation

The process of delegation is called an art in the business world —and so it is. Giving responsibilities and authority to a person as he assumes a position, clarifying his relationships and letting him go under his own power, takes great understanding and skill. We have been timid about delegation with volunteers and have not faced squarely what is involved when we ask someone to give his services. We tend to play down the demands of the job and minimize the learning which is needed to fill it—and we really should not be surprised that people don't perform as well as we would like.

The delegation must first of all be real, no empty titles. The job description gives a general picture of the duties to be performed. Responsibilities carry with them the right and authority to act. The framework of policy within which the actions should stay must be clear and mutually agreed upon, and the person accepting responsibility has a right to know the limits of his freedom of action by learning who carries the supplementary authority adjacent to but beyond his own area. He needs to be clear about accountability—to whom he reports and who reports to him. The major emphasis at first is on getting to understand what is expected of him, and these expectations must be realistic in terms of his abilities, his experience and the time he can give to the job. If we expect too much, he will always feel pushed and burdened with a sense of frustration and failure. If we expect too little, he will feel somehow underestimated, which is also frustrating, and he will perform below his ability level.

Delegation is a gradual process during which an individual assumes greater responsibility as his readiness develops. The sequence can be arranged on a priority basis. The person is taught to carry the most essential tasks first and other dimensions are added as time goes on. Or, with very complex jobs, the simple tasks first, moving toward the more difficult, always protecting the person from feeling overwhelmed on one hand, or underestimated on the other. He needs to know where help is available if he gets in over his head. Which staff persons are competent and accessible? Who are the experienced volunteers? He'll want to know what "tools" there are for him to use and the ground rules for using them in his work. Learning ground rules before use will prevent crisis. For example, a volunteer who brings in material for immediate mimeographing, without prior arrangement, can throw an office into chaos.

We sometimes fail to let a volunteer know when he is doing a good job or just how much work is expected of him. As part of the delegation process, it is very important to talk over what can be reasonably expected as a result of his efforts. In a salaried employment situation we would call this process "developing work expectations with the worker," but it is a step too often neglected even with the paid worker. This may be due to fear of overwhelming him or a reluctance to "quantify" the work to be done, due to the feeling that somehow this tends to jeopardize the quality. Quite the contrary, where we have *really* determined what quality of work we have a right to expect, we often express it in terms of quantity. For example, we often decide someone makes a good chairman because his meetings begin and end promptly, proceed without wasted talk and getting off the subject, and are well attended. Every one of those *qualities* has a *quantitative* value. And so, when we delegate a job, we come to an agreement with the person holding it about how much we are both expecting him to do, and for how long.

Since the capacity to work in a collaborative way is essential for volunteers, the process of delegation must prepare them carefully through introductions to persons whose job responsibilities overlap or supplement, and help with establishment of coalition patterns. A person given a job to do and expected to work with another, may have a vague idea about what this cooperation entails. He may not know when to take the initiative and when to wait.

Periodic review of the job description, the work accomplished, and the way the volunteers feels about it is essential. Job load adjustments and new assignments can be made. This is another point at which real recognition for the value of service rendered can be demonstrated, and an ideal opportunity to discuss next steps in training or next jobs. A review conference is usually held with the person to whom the volunteer is responsible, but sometimes a staff adviser helps in the analysis without having the responsibility to supervise.

The process of delegation can begin with the earliest contact a volunteer has with an agency and, therefore, it is essential that there be an overall plan for volunteer development to provide well-rounded, sound experience. A consistent approach insures a good placement, good working conditions and a satisfying experience for every volunteer. The responses in this survey show an increasing acceptance of the concept of supervision of program and service volunteers in their operational activities. There seems to be a wide variation among agency practices about supervision of volunteers by other volunteers, and apparently not very much of it. However, some comments indicate that a really troublesome issue is "too many bosses" for staff, when volunteers are too prone to suggest new assignments or deflect staff work directly. One neighborhood program center is having serious staff turnover due to a zealous committee who frequently commandeer and evaluate staff work without realizing the effect of unplanned and gratuitous supervision on creativity and accomplishment. A clear understanding of the supervisory relationship and the structure of accountability is mutually helpful to staff and volunteers.

Good supervisory practice is important for volunteers.

> The new volunteer whose natural beginning point is membership on a committee needs a very definite assignment of responsibility and assistance in carrying it. This assistance should be given by the chairman of the committee in consultation with the [staff member]. Wise assignment of responsibility depends upon the insight of the chairman into the new volunteer's aptitudes and readiness to take the initiative. The mistake of giving a volunteer too little to do is made more often than that of giving too much. People will measure up to the demands of a real job, provided they have clear jurisdiction. Chairmen and [staff members] sometimes make the mistake of "hovering" over a new volunteer. Nothing is more paralyzing.
>
> The companionship of experienced people in carrying out a project is, however, a great help to the new volunteer, not only from the angle of the success of the project, but also from the point of view of what the new volunteer learns . . . [27]

The attitude of experienced volunteers toward newcomers is an important factor in determining how newcomers feel about learning their jobs. Sometimes the verbal greeting is contradicted in many subtle or nonverbal messages which say, "Anybody ought to know that . . ." or "We who have been around for a long time, know, of course . . ."—which leaves the new person feeling utterly flat. Some organizations which have enjoyed a long history take years really to accept newcomers. Others have another sort of danger, of ignoring persons and their needs in concentration on task accomplishment. In the effort to demonstrate the importance and effectiveness of their accomplishments, they become so preoccupied with the tasks that they are insensitive to the feelings of the persons needed to perform them.

There must be an ethical consistency between the stated ideals of the organization and the actions of its members as seen from the perspective of the new volunteer. Otherwise, the impression will be justified that the ideals are only theoretical and meaningless in practice. Most youth serving agencies stress character building for citizenship. Yet if group leaders are heard complaining about the irresponsibility of youth members or of other volunteers to an outsider or newcomer, they are saying the program is not fulfilling its purpose.

New volunteers should be meeting optimistic people who are enjoying their work, believe in the purpose of the organization and that it is attainable, and believe in volunteers, their importance and worth. Certainly this faith is essential in a supervisor, along with the faith that the supervisee can carry the job and bring new ideas and strength to the organization. Without feeling such faith and trust, one cannot enjoy a job. If a volunteer job is not enjoyable, something is basically wrong. Sometimes it can be corrected by better supervisory arrangements.

Supervisory Relationships

Ideally, authority for all employed staff supervision is delegated to the employed chief executive by the president on behalf of the board of directors. No volunteer assumes authority over any staff member, or vice versa, as an individual, unless this supervisory responsibility is spelled out in both job descriptions. In general, lines of authority and responsibility flow from the president through the chairmen into all parts of the volunteer structure, and accountability is traced back up the volunteer line to the president. In parallel fashion, the lines run from the executive through supervisory staff to each employed person, and accountability back up the staff line (See Figure 1, Supervisory Relationships).

In any human organization, authority is sometimes confused with power, a phenomenon which deserves more attention from administrators. In our culture, we accord people of long experience or high prestige a respect which gives them great influence regardless of their place on a structure chart. We also are coming to recognize that the real power rests in the "consent of the governed," or the prerogatives of followership, rather than in the constituted leaders. Our own feelings about authority sometimes blind us to situations. An objective statement of lines of accountability and responsibility clears our vision and eases potential friction points. If we see the parallel lines of accountability, and accept the idea that the real power rests with the supervisee in a voluntary relationship, we are free to develop the best kind of collaborative working patterns in the volunteer-staff teams. People accept a supervisory relationship with an administrator when it is required by the task and objectives at hand and they can see it is the *work* being supervised, not themselves as persons.

In the team relationships, a new young staff member may have as volunteer counterpart an extremely formidable experienced volunteer, or a young volunteer recruit may work with a staff member who is much older and more experienced. The fact that neither is supervising the other removes some of the threat and facilitates their work together. They find realistic ways to divide the work to be done and work together toward their common objectives. The staff member turns for supervision to her staff supervisor. The volunteer goes to the volunteer to whom she is responsible, probably a chairman, a vice-president or the president. The supervisors in turn have their team relationships, in which they coordinate the help to be given the people for whom they are responsible. Training events are often planned for such teams to attend together, each member helping the other to understand the other's perspective. Having learning experience together serves to strengthen the relationship, since neither person is better or earlier informed than the other. Both learn the same things at the same time, testing them in the safety of the training situation as they go along. Joint meetings serve in a similar way to keep the members of the teams mutually well informed and building their work together.

Throughout an organization, the established volunteer-staff teams serve as models for the new pairs of counterparts as they are formed. The quality of the relationship is quickly perceived, and new volunteers gather that this is the kind of relationship which is expected. They will pattern their own behavior with a staff counterpart on what they observe so that the model becomes self-perpetuating. A foundation of mutual respect, faith and trust encourages growth and creativity in the individuals and in the organization as a whole.

Without this positive foundation, the coalitions are weakened by competition and suspicion and the teams cease to be productive. Melvin Glasser has pointed out the tensions due to insecure staff who are threatened by competence in volunteers,[24] and the converse is equally true. The ideals of voluntary organizations demand a degree of maturity and security in each individual, staff or volunteer, which gives each person satisfaction from the accomplishments of the other. An organization which employs competent staff expects a high quality of total accomplishment. Skilled staff members are like professional soloists in a choir—swelling and enriching the tone of the whole, but blending into it so well that the hearer has to listen very carefully to identify the solo voices.

At a recent conference about horizons for women, the implications of moving from volunteer to paid positions were discussed by a group of highly competent and experienced women who had held both kinds of positions. They agreed that it was less the paycheck which attracted them to professional work than the opportunity for personal growth and development which they had observed in their staff counterparts. "Having a supervisor who helps you get the training and resources you need to do the job" was mentioned as an advantage of being a staff member over administrative volunteer work.

This distinction need not be true. The opportunity for self-analysis and direction-finding with a more experienced co-worker need not be limited to employed staff. Provisions of a similar work pattern with relationships between volunteer workers would help retain the most dynamic and effective persons in their volunteer jobs.

Providing optimum growing conditions for volunteers involves a broad concept of supervision, not the common one of a superior officer giving directions. A process undertaken by two people carrying joint responsibility for work to be done, with one accountable to the other, requires tolerance, empathy, cooperation and mutual assistance. As the relationship matures, it moves toward an interdependence of peers, collaboration between equals. During the early induction period, on the job, the supervisee is necessarily rather dependent while the job is being delegated gradually, but a good supervisory relationship will enable the supervisor to become less active in directing as time goes on. Throughout the relationship there is mutual responsibility for appraisal of the work accomplished and that remaining to be done, and for shared decisions about further action and resources to be tapped.

Both people contribute to keeping the climate of the relationship warm and accepting, listening and contributing because threat is not present and concern for the work to be done obliterates personal reservations. The supervisor carries primary responsibility for making sure that the supervisee gets the training and the resources needed to do the work and for making recommendations about attendance at training events, conferences, meetings and other educational opportunities. The supervisor makes sure that appreciative and appropriate recognition is given for work well done and that assignments are changed as needed. The supervisee keeps an open, learning attitude, develops competence and readiness for more and different responsibilities.

A schedule of regular consultations set within the work calendar of the organization (before group meetings, or board meetings, for example), according to the peak work periods, keep supervisor and supervisee up to date on the work situation. Regular and sufficiently frequent talks serve as reliable communication devices and build good working relationships because they can be anticipated. Schedules prevent extra, interruptive emergency contacts which are a poor use of time since no one is prepared to participate at his best. These advantages should be available to volunteers on the job just as they are for professional staff members.

The supervisor of the administrative volunteer may not bear that title, but rather, that of committee chairman, or a vice-president working with members of the board. When a volunteer is serving in a program operation, such as leader of a group, or is giving service, such as covering a reception desk for assigned hours, the supervisor may necessarily be a program staff member. If there is office work handled by volunteers, the office manager may be the logical supervisor. In each case, the "supervisor" is the person to whom the volunteer is responsible for that area of work. The supervisor designated must be competent to introduce the volunteer to the work requirements, delegating the work gradually as the volunteer demonstrates ability to carry increased responsibility.

Anne Grahn, Executive Director of the Nassau County Girl Scouts, a wise professional worker who has brought up many volunteers, used to say that she let us fall into little holes, but tried to keep us out of the big ones, as we learned our jobs. In other words, as the volunteer and supervisor are expected together to produce certain results, the supervisor carries the ultimate responsibility, delegating carefully until the supervisee can work on a collaborative and less dependent basis, whether the supervisor happens to be employed staff or another volunteer.

Underplacement and Overplacement

Earlier, we spoke of the loss of volunteers due to underplacement: not offering enough challenge and growth opportunity within an assignment. Consideration of this factor is important to the supervisory relationship. An experienced volunteer reported in this survey, "When I feel I am being protected from work, or from some reality of the job, or that I am being given tender loving care, but no credit for having a brain in my head, I resign." Able volunteers are frustrated by not being taken seriously as responsible persons. The tendency is to do what one thinks is expected of him, a subjective perception until it is explicitly defined.

A sense of responsibility is just as essential in a volunteer as it is in a professional person. Most people want to be considered responsible persons. When behavior seems to indicate otherwise, help of some sort is obviously needed. The role of a supervisor is best built into the volunteer's understanding of the work patterns from the beginning, not introduced at the time of stress. Few people are truly irresponsible when they know the people whom their behavior affects, or when they truly understand what is expected of them. The function of a supervisor is to help the individual feel his connections with the whole organization, his responsibility for a specific part, and especially, appreciation for his having assumed that responsibility.

Just as destructive as underplacement, overplacement is a poor experience for volunteers. A new recruit swamped with an overwhelming load gets out from under it as quickly as possible, disillusioned with volunteering. Jobs need to be divided into bite-size tasks and parceled out judiciously. In the beginning everything seems harder and takes longer than it will with practice and experience. Small units of work provide benchmarks at which a volunteer can say, "Well, that went pretty well. It was easier than I expected! What's next?" He is eager for the rest of the job. Greater responsibilities can be taken on because the accomplishment has become a personal objective.

The taste of success and the joy of a job completed need to be experienced quickly, for they furnish the kind of gratification which keeps people interested and growing in their abilities. If we set unreasonable expectations, the necessary enjoyment factor is cancelled by fears and feelings of failure, and the volunteer leaves us, feeling guilty and negative toward the whole idea of volunteering and particularly hostile toward the organization in which such discomfort was felt. Likely to seek sympathy, our lost volunteers influence other potential volunteers as well, as inevitably the blame for the feelings about the experience is placed on the organization.

The degree of responsibility which can be assumed by an individual is difficult to estimate, and it is inadvisable to attempt such a guess alone as supervisor, or as supervisee. The process of such estimation should involve both supervisor and supervisee, and recur often during the term of the assignment. Many people are burned out quickly as volunteers by having work dumped on them, too much too soon, and being left to struggle alone so that they never feel adequate. There is some learning from our failures, but what volunteers learn from *that* kind of failure is to avoid being trapped again. The supervisor and supervisee together anticipate and gauge the depth of the pitfalls ahead. They arrange for the job-holder to get training and the tools needed to avoid the pitfalls.

The supervisor gives enough authority so that the supervisee knows he has to live with the effects of his decisions and is stimulated to find ways to solve the small problems on his own. The "little holes" are wonderful teachers and mistakes are not usually repeated. The overly solicitous chairman who never really lets go of a job she delegates to a committee member is preventing that member from being able to do it. The staff member who covers up for a volunteer by doing the undone to protect the counterpart may be doing a disservice to the work as a whole.

Value of Review

The volunteer who finds himself doing the same job in the same way year after year, may rightly suspect that he is being exploited. Everyone knows he can do it well and they don't need to worry with him there. Attention naturally goes to the wheels that squeak louder. However, if a pattern of supervisory relationships is established, there is a routine checking process which uncovers potential problems early. A person is provided who is bound to pay attention to whether the job-holder is getting bored with an assignment, or whether it is time for another person to be given the experience. The practice of reviewing job assignments at regular intervals and considering other assignment possibilities keeps volunteers interested and positively self-conscious in their service.

Horizontal job mobility is just as valuable as vertical, and develops wider understanding of the organization as a whole. A promising administrative volunteer should have a chance to work within each administrative function. A president is not ready for the overall responsibilities when all his volunteer values were formed and experiences have been in the program operation area, and he is at a total loss when finance or public relations need leadership. Equally limited is a treasurer brought onto a board for his accounting skills. He who has little program conviction can hamstring a program activity. The well-rounded administrative volunteer is interested in every aspect of program development and respects all the services essential for its support, not the least of which is the process of cultivation by supervision of volunteer work by volunteers and by professional staff where appropriate.

Laura Gardner, who directed the pilot Vistas for Women Project for the National Board of the YWCA in five cities across the United States, emerged from the experience with some strong convictions about volunteers and what happens to them. She forecasts:

> I think agencies will literally be forced into developing apprenticeship programs and also into looking for volunteer staff to carry specific and program responsibilities. This will inevitably mean an employment process of interviewing, screening, placement and supervision [for volunteers to fill the requirements].

The beginning steps of a volunteer are crucial. Help is carefully planned to make the most of ability and growth potential. The process through which a new incumbent perceives new responsibilities carries the potential for tremendous extension of services and program if it is a positive experience for the individual volunteer. Volunteers react responsibly to an organization which obviously values what they can do enough to give them a good start, and to provide carefully planned help along the way.

9

Adult Volunteers As Learners

To reinforce and extend the learning from the one-to-one supervisory relationships, volunteers should have group training opportunities with others of similar interests. Because everyone has been a student at some time or other, many people feel that they know how to teach. But teaching adults who come voluntarily to learn how to use their ability and to participate effectively in programs of service to others, on their own initiative, is quite different from most of the other teaching-learning situations in common experience. Volunteers may come to training for a variety of their own reasons, but primarily they want to learn how to carry the assignments which they have assumed as volunteers.

Characteristics of Adult Education

This adds a deeper dimension to the voluntary choice usual in an adult education situation, and is very different from formal childhood education conditions. Professional teachers with education for teaching at the primary and elementary school age level find it particularly difficult to work with adults. Independence is different from the attitudes of children. Early childhood educators understand principles of education, but they have some important unlearning to do in their self-concepts as teachers and their habitual use of skills.

The wide range of interests, of kinds of experience and educational backgrounds and the intensity of masked emotions, are so great in adults that methods which work with children in relatively homogeneous age groupings are utterly futile with adults. Young children accept the authority of the teacher about a subject; adults may not. At any point in time or subject, there is likely to be an adult in the group with more knowledge and experience in a particular phase than the trainer has. The trainer is a learner too. A great deal of recent research has given helpful insight into adult psychology and learning. Trainers, backed by the administrators responsible, need to keep up with developments in the field of adult education, recognizing the additional degree of freedom felt by a volunteer in a training situation.

Training events teach volunteers in many ways, not all of them planned or even anticipated. Each event has a stated message, but it also carries a model function of much wider implication than is usually recognized. The attitudes and atmosphere in the training leadership, even the people carrying on the mechanics of registration, quickly convey the value which the leadership of the organization puts upon volunteers and upon the training process. The manner of a trainer's approach to a group—informality, warmth, yet dignity, other-centeredness—will be imitated to the last gesture by some of the group members the next time they face a group of their own.

Unfortunately, negatives are also perpetuated in the same way. Careful planning and preparation which is unharassed by time pressure or resource shortages help leaders at a training event to keep relaxed, confident and outgoing so that negatives are prevented or kept to a minimum. Understanding and acceptance of the objectives of the training help individuals to present themselves with realistic expectations and relevant learning objectives of their own. Both teacher and learner need time and thought for preparation before training events.

Adults who volunteer their services to an organization have much less resistance to training, as they begin, than is usually assumed. True, some may have been treated like children or bored in some earlier training experience. But most adults want to learn. They come feeling optimistic (and comfortably virtuous!) about the prospect of taking training. They want to do a good job and are willing to meet the organization's standards for training as necessary. The most important point for adults is eagerness to see the connection between what the training is about and what they understand they need to learn. If an organization has a reputation for good training with outstanding leadership and good facilities, attendance is no problem.

Adults are sensitive about their dignity and wary of risk. They bring to the training situation all the feelings they have accumulated about their own formal education experience, some negative and some positive. They have an intense, highly focused feeling of purpose in coming and will brook no nonsense. They are not sure that they are not too old to learn, in spite of all the research proving how little difference age makes. The glibness of some students arouses uneasiness and hostility in others, who take refuge in cynicism or silence until we can make them comfortable. The first charge to trainers, then, is to reduce threat and self-consciousness, to help participants to know and enjoy one another and to bring out their common interests and goals as early as possible.

Beginning Stages

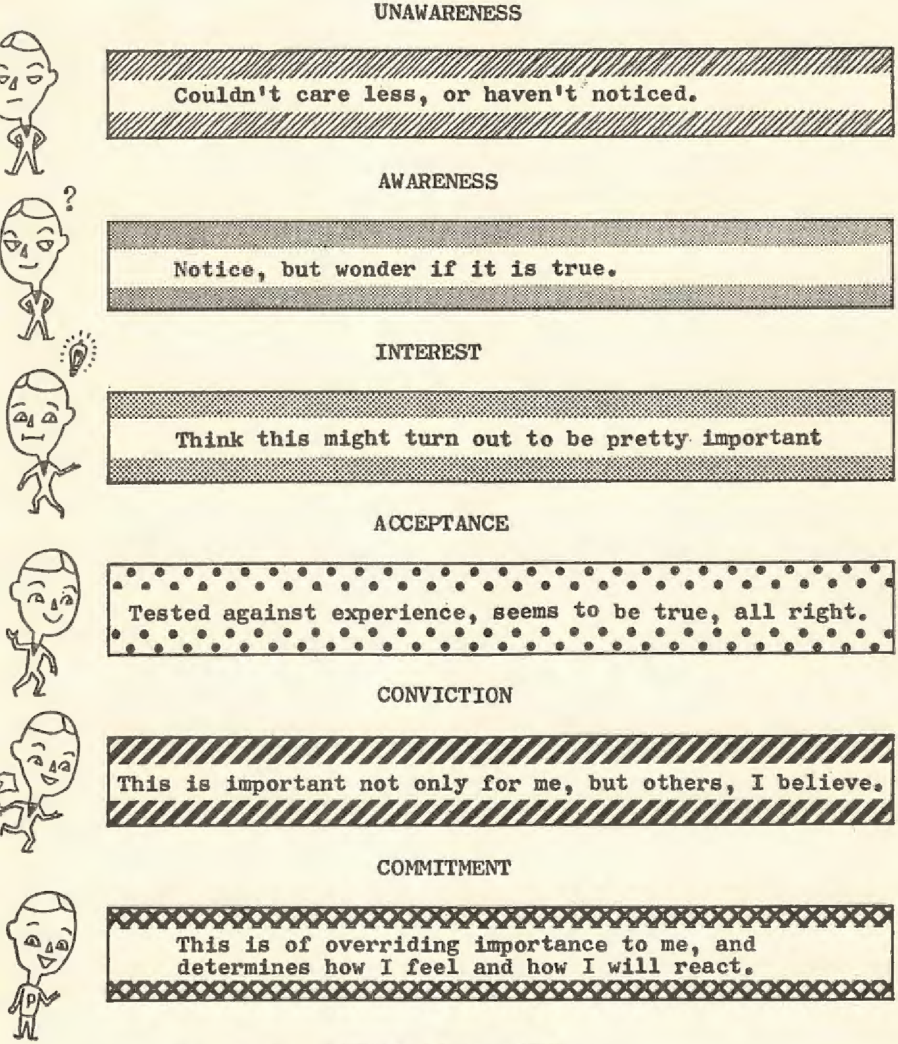
As we introduce or revise training patterns in voluntary organizations, we have to remember that many people, in addition to the learners, will be asked to invest time and effort in the training events, and they will be keenly alert to see if it is worth it. Supervisors must believe in the efficacy of training and be motivated to prepare participants well. Budget planners must accept the importance and value of the opportunities so that they understand the need for adequate provisions. The students must be willing to use the opportunity to its maximum, recognizing that in these voluntary adult groups they have a responsibility to seek and to share information and opinion, to encourage wide participation and differing points of view, not just to sit and absorb information by passive osmosis.

Initial shyness and hesitancy has its roots in memories of traditional patterns of education, with a teacher-authority center. Experience in the rigidity of compulsory education with autocratic teaching patterns leaves people uneasy about questioning or disagreeing in an educational setting. Experience in a climate of free participation and encouragement will overcome reticence gradually. Each participant should understand before arrival that events are planned to supplement his past experience and meet the special needs of his attending. Therefore, each individual influences the training design by continuously evaluating his learning, testing and reinforcing it through free discussion, and contributing to the body of knowledge of the group from his own unique wealth of experience. There are individuals with special knowledge excelling the rest in every group, and the trainer conducts discussion to tap these lodes without allowing domination by any individual.

Quite naturally, in undertaking training, all adults are cautious at first and some use skepticism as a defensive device. We protect ourselves from threat or unwanted ideas very carefully. There is such a barrage of information from all sides that most of us have perfected a very efficient screening system. We filter into real learning only the most important things we hear or read—important to our objectives at the moment, to our interests and our needs as we understand them. We protect ourselves with hard-shell layers of disinterest or disbelief or deafness, and lay aside these defenses only for good evidence that it is safe and worthwhile to try to learn.

As adults, we take a little more time to learn, but we learn more thoroughly than children. Once we do decide to learn, we really concentrate hard because we plan to use the knowledge in the foreseeable future. Learning which will change our ways, our habits and point of view, must touch us deeply. We don't learn from simply being told, nor from being coaxed or exhorted or being sold new ideas. We pick and choose what we will learn according to our own code of values, and we change our behavior reluctantly. We all know people who accept the theory of democratic administration intellectually but go right on being arbitrary. They fail to involve others in decisions without realizing that their behavior is inconsistent with their stated beliefs.

The most intensive learning is likely to come near the midpoint of a training event, after the strangeness wears off. During a week in residence, for example, about the third day morale may sag, partly because initial best behavior wears off and frankness and honesty about learning needs produces some discomfort. The curve will swing up again if the newest and most significant ideas are presented in a challenging way just then. Preoccupation with self subsides and the joy of intellectual discovery displaces the dismay



UNAWARENESS

Couldn't care less, or haven't noticed.

AWARENESS

Notice, but wonder if it is true.

INTEREST

Think this might turn out to be pretty important

ACCEPTANCE

Tested against experience, seems to be true, all right.

CONVICTION

This is important not only for me, but others, I believe.

COMMITMENT

This is of overriding importance to me, and determines how I feel and how I will react.

Figure 5. LAYERS OF LEARNING

about the realities recently revealed. To a lesser degree, this same dip and rise can be observed in individual sessions and over longer periods of time. Expecting these variations reassures trainers and sharpens their sensitivity to group moods and individual concerns.

Layers of Learning

In Figure 5, the layers of learning are pictured. Each level serves a useful purpose for us, from the most superficial kind of awareness to the deepest kind of rebirth from new insight and understanding which we usually associate with an esthetic or religious experience. Training for different purposes involves many of these levels, although not often the very deepest one. Unless training does reach the level of learning which will make a difference in behavior and influence decision-making, the effect of teaching effort will be quite transitory.

To illustrate the effect of learning about issues at progressively deeper levels, let us use the perception of poverty and deprivation in our affluent society in which there are individuals who have learned about the "hidden America" at each level, and whose behavior is determined by the depth of their learning and involvement.

There are probably relatively fewer people today who "couldn't care less" about the poor. Not very long ago, it was commonplace, with our stratified housing patterns and the homogeneity of suburban communities, for some individuals never to see as people those who were living below the poverty level, never to be reminded except by a tax bill of the "hard core reliefers" who seemed an amorphous mass in a ghetto which they seldom penetrated. Then public attention was aroused by Michael Harrington's and John K. Galbraith's popular books and by the increasing self-consciousness of Americans with international concerns about being a "have" country in a "have-not" world. The census figures showing income levels began to take on new meaning as those who had been expressing the point of view of the disadvantaged were heard. But simple *awareness* didn't change people or attitudes very much.

The *interest* level was reached when slum conditions and school problems were seen to affect other individual situations as pointed up in press and PTA meetings. Health and welfare authorities were given much more attention than before and were expected to "do something about it." The mass media took up the issues and some never-to-be-forgotten television shows, such as Edward R. Murrow's "Harvest of Shame," woke up a lot of people to the realization that there were intolerable conditions for people trapped by poverty, ignored by the affluent and utterly paralyzed by hopelessness.

Study groups in such organizations as churches and civic associations concerned with fair housing and human rights began to prove the reality of the situation to their members, whose *acceptance* from their own contacts with actual victims and experience with the few newly articulate members of deprived segments of the population convinced them of the truth of the charges. These aroused consciences produced petition signers, but little real interaction as persons.

As the direct action configurations formed and people began to feel convinced of the injustice of social and economic conditions, their conviction was developed and they determined to take part in protest and demonstrations in order to change the situation. These co-workers in causes to benefit the deprived became the "marchers" and sympathizers. It has become of overriding importance to these people that merely having enabling legislation is not enough. They personally take up the causes with a true *commitment* into which they are throwing their whole effort, heart and soul. They have new friends and imperatives. These people have learned at the deepest and most meaningful level (See Figure 5).

Since learning is a highly personal, internal, individual process —it is something which happens *within* a person, not something that happens *to* him—the way he feels is just as important to his learning as the information to be taught. Adult experience has left deeply ingrained habits and attitudes conditioned by everything which has ever happened. The process of learning for adults goes hand-in-hand with the process of un-learning. They often must give up favorite assumptions and prejudices, and this can be a very uncomfortable process. Similarly, facing gaps or defects in one's self-image is sometimes so painful that we retreat from learning to correct them, finding it hard to separate *what* we know or think from *who* we think we are.

In the training situation then, volunteers must find acceptance of themselves as persons, if not for all their pet ideas. They need support and reassurance as they seek new ways of looking at themselves and their world and adjust their self-concepts. But they need the chance to do this objectively and to find enough discomfort in the old ways before they will be moved to find new ones. This uncomfortable stage of learning is a tense one for learner and trainer alike. It is tragic when something happens to truncate or deflect the learning, without carrying through to the exhilaration of discovery and new confidence. Because it is a real struggle, it is a temptation to let the learner persist in old ways rather than help him to weather the process of change. But the most meaningful training requires courage on the part of the learner and teacher alike—and faith in the value of the learning to be gained.

This means, too, careful consideration for the learner's physical, social and emotional needs throughout the training experience. There must be firm conviction, based on reality, that what we have to teach is so important that our students will be glad they learned it even though the learning involved giving up old props, seeing associates in a new light, and exposing pet ideas to scrutiny and possible rejection.

Faced with the inevitable heterogeneity of adult groups, with their deep-rooted attitudes and wide differences, how do we provide meaningful learning experience for each participant? Some volunteers may be quite articulate in their resistance, and others not quite able to express what is bothering them or interfering with their self-acceptance or blocking them from the chance to learn. Every volunteer group has some habitual apple-polishers who seem to accept everything unquestioningly, but without much thought or mental digestion either, out of compelling anxiety to assure themselves of acceptance by the teacher. The passive conformers come out of a sense of duty to put in the time because it is expected of them, but not for their own learning purposes. Inevitably there is some group attention-seeking which may take the form of clowning, of personalizing every question, or of other overly intense reactions.

Each person will learn only as much as we help him to want to learn by providing the best conditions and using a highly individualized approach. Our stakes are high. If the learning does not take place or is not helpful, we stand to lose not only a student from the training event, but a volunteer from the organization. This we cannot afford.

Training should be fun. While the volunteer is being "acculturated" and "socialized" within the organization and stimulated to enrich it with his special insights and abilities, he should develop strong ties with his fellow members. He will develop, too, a sharper sense of purpose in that all share a common enterprise, freely undertaken and particularly satisfying. Secure in his competence, enjoying his new relationships, he looks forward to gratification from significant and real accomplishment.

10

Training—What It Is, What It Takes

Before a volunteer has been in the job very long, but at best after enough experience to have discovered what he does not already know and needs to learn, his group training should begin. Training is different from other learning experiences in having the subject matter organized to be learned in a logical and psychologically sound sequence, with the emerging needs of the learner determinant. It is not simply the current situation as things happen, the way learning is ordered in induction.

The word *training* was not defined in the survey questionnaire nor even used, but the first and fifth questions were designed to elicit information about the kinds of developmental opportunities being provided for volunteers. Responses seem to indicate an increase in the number of training opportunities as well as the greater depth of understanding expected of volunteers today from a few years ago. Volunteers are being expected to participate in planning their training. Examples cited were graduate and extension programs, institutes and conferences, as well as increased use of adult education methods for teaching within agencies themselves, "much greater recognition of need for formalized training," "more materials and consultation for local orientation programs." Here "the thrust of the anti-poverty programs not only should increase the supply beyond the group of traditional volunteers, but should also increase the opportunities for direction by volunteers of the learning opportunities provided for volunteers."

The HEW report to the United Nations on agency activities for

1964 indicates in the section on voluntary agency services, "With increased emphasis on the value of volunteer services in social welfare activities and increased emphasis on citizen participation in self-help, various kinds of training courses have been offered." [16] Illustrations include: the annual general training course offered by United Hospital Fund of New York City for volunteers in hospital services, special services in recreation and patients' library; Annual Board Members Institute, Federation of Protestant Welfare Agencies; Welfare Planning Council, Los Angeles, demonstration training course for developing community leadership among university groups and the culturally deprived, supported by a foundation grant; the Senior Service Corps of the National Council of Jewish Women; Meetings of Presidents held by Girl Scouts in twelve regions of the United States.

William Biddle states in his recent book on community development:

> Most educators for community development note that two varieties of training are necessary: orientation to a philosophy that interprets people and how they can be expected to grow; and on-the-job training, which puts the orientation into practice.[7]

Sometimes there is an individual learning plan taught on a tutorial basis by the supervisor on the job, as the National YWCA is offering for staff. Sometimes there are correspondence courses, such as those in religion and sociology being used by the National YMCA. Programmed study for administrative volunteers is available in the adaptation of Roy Sorenson's *How to be a Better Board Member*.[57] However, most organizations whose program is carried out in group activities use their competence with groups for training as well.

Regardless of the method, the training for adult volunteers must be planned to consider and use their life experience, which is so varied. The distraction of other obligations may tend to limit the time and attention they can give, but their wide experience also enriches the learning for everyone. Most of all, there can be no "talking down" to students in a volunteer training group. When people turn out for training as volunteers, they are ready to learn because they already have some questions. These will lead to others. Unless this individual agenda is taken up early, little significant learning can take place, for attention is focused on listening for specific answers.

Orientation

The first group learning experience for volunteers is usually a planned orientation to the organization and its relationships, focused on the aspects significant to the work of the volunteers. The truism that adult education must be problem-centered applies here to the need of a new volunteer to understand what kind of an organization he has got himself into, and what is appropriate for him to do within it. The supervisor should prepare him for orientation. As an adult who is self-directing, he wants to be treated as a person with the capacity to do the job, if given the necessary information. The teamwork demonstrated among the staff and volunteers who are teaching is a model for the way the new volunteers will expect to behave and be treated in their own relationships with staff. New people will estimate the value an organization puts on training by the status of the trainers, and will be strongly influenced by the attitudes displayed, in developing their own value system as volunteers.

Whatever the kind of agency, a group orientation has the objective of helping volunteers to perceive its culture and traditions, to know the leadership, to understand the philosophy and purpose of its program and to develop a self-concept as a part of it. Orientation groups develop a strong affect among themselves because of their common starting point and common needs at the time.

The teaching in a volunteer orientation group is best shared between experienced and recognized volunteers, who have or have had high elective or appointive positions, and skilled professional staff. This is a good spot for an ex-president or an honorary board member, since these usually are persons of wide and significant experience who are not otherwise heavily occupied at the moment, but retain deep interest and enthusiasm for the organization. We know that change is more easily induced by people of recognized status. Like recruiters, trainers need above all an optimistic attitude toward new volunteers and the organization and respect for the potential importance of both. Old hands communicate this feeling in orientation better than newer people. They are not so strong in job training, however, because their personal experience puts a stamp on their recommendations which may no longer be relevant. "I was there" is invaluable but "this is the way I did it" may not be.

A current program participant is an excellent interpreter and gives reality to theoretical discussions of program philosophy. Since this element of the content to be taught gives the volunteer the *raison d'etre* for everything else, the means of presentation should involve the orientee as actively as possible. A guided tour or a set of colored slides are possible substitutes for informal conversation with a real person. Like the person, they can be interrupted, questioned and commented upon by the orientees, and they show program in action. Some affluent organizations have motion pictures which create excitement about program possibilities because of their heightened emotional impact. Perception of the breadth and scope of the program is important, and so is a chance for the give-and-take response of individual reactions to the publications and resources of the organization. Orientees will be watching for places where their own experience, skills and education are going to be useful and where their own job can be seen as fitting into the whole. Educational television could be much more widely used; public information programs become orientation for new recruits; leader training has many possible applications.

Orientation is usually most effective in large groups of twenty to forty, which can be broken down into smaller groups for problem-solving and discussions. A cross section of jobs from widespread geographic areas is reassuring to a new volunteer; it provides cross-fertilization and bolsters the feeling that the orientation training is important for everyone.

Job Training

The next logical step after the orientation experience is job training. Here the groups are better *not* heterogeneous from all levels of the organization, as in orientation, but homogeneous, to practice skills in smaller groups of people carrying similar responsibilities. Focus is on the duties and tasks involved and the understanding and the skills required to achieve job goals.

Job training courses can be offered in intensive residential arrangements, or spread over a period of time for volunteers who can fit only one session a week into busy schedules. There are advantages in both ways. The intensive concentrated experience has little distraction and can build up an uninterrupted progression from the simple to the more complex. Both provide opportunities for true groups to form strong affective relationships which certainly reinforce the learning. The commuting student, on the other hand, has more time to digest each session, to read and prepare for the next, to test new knowledge as it comes, and consider his own particular questions.

Two essential parts of job training are a chance really to practice the skills which will be needed and a chance to talk face-to-face with experienced people on the same job who like it and find it stimulating, interesting and gratifying. Such consultants brought in by the trainer must be able to convey enthusiasm for the kind of assignment the orientees have and the feeling that it is an essential part of the organization work force.

Advanced Training

After the basic concepts and skills have been mastered in job training, a variety of methods and designs can be used for advanced training. The content then can be highly specialized, more concentrated, and use learning resources outside as well as within the organization. Training can be attached to conferences and meetings in small units, or it can be workshops or round tables on common problems or institutes on specialized subjects. The point is that volunteers, just as much as professional staff members, must keep up with current developments and emerging needs. An organization ought to provide appropriate learning opportunities for volunteers at every stage of their development, just as it does for staff, and encourage use of outside opportunities as well. It seems likely that university extension and adult education programs will offer many courses valuable to volunteers with the emphasis in the Economic Opportunity Act and the Higher Education Act on strengthening community life. Schools of social work offer short term programs, too.

Volunteer training has suffered from all the educational fads and vicissitudes which strike curriculum development and adult education. Periodically, someone changes the name. Currently a concept of leadership development which includes many kinds of experience is being promoted, due to the stigma which is attached to the word "training." However, the word sticks and perhaps it is better to make it respectable by raising our educational standards and providing valid and exciting educational experiences.

Training as a form of volunteer leadership development goes on continuously in a variety of settings, groupings and subjects. Gone are the days when one standard orientation course qualified a volunteer as "trained" for ever and ever. Change is a continuous process, and training must keep abreast all along the way. If high educational standards are not maintained, the organization suffers just as much as the individuals involved.

Training used to be focused primarily on teaching the skills required for a particular job, and educators scorned this view as narrow, too organization-oriented, lacking provision for individual learning needs. As the limits of this approach were proved, the content was expanded to include the relationships involved, through "human relations" training, which was a popular fad for some time. During its height, teaching the nuances of process became so all-engrossing that there was seldom mention of the content to be taught, or the learning objectives for the students as to organization requirements. The ethics of manipulation were questioned.

As so often happens with fads, the very extremes to which devotees of the process cult carried their point of view caused an equally extreme reaction. Now there are some organizations which have regressed to the early skill-training patterns, limiting content to the immediate demands of the organization. In others, sugar-coating on training has almost negated the small kernel of content knowledge to be taught. Still a third reaction has produced stringent policies about required attendance, with little attention to the tradition of voluntary participation. Each of these objections had validity—in each approach, organizational attention was turned away from the individual participant's learning to other things.

From the strengths in various experimental approaches, one can derive a concept of training which acknowledges the practical advantages of skill training, recognizes that skill is of little use unless applied in an atmosphere of constructive relationships, but adds another essential dimension in the development of an individual with an internalized value system. Consistent with the ideals of the organization itself, the objective of the training process becomes discovery of the congruency of individual and organization goals. Unless a student is involved deeply enough in the learning experience to develop objectives which are connected with organization needs and purpose, the process of training is very superficial. Training is an estimable educational process when participants gain pertinent insights and significant reliable knowledge, competence for their work assignment, and deepen the meaning of their participation through increased awareness of the significance of their relationships with others.

Professional education for social work has been defined as acculturation to the profession of social work. In a consistent vein, then training would be acculturation to an organization, to a field of practice, and to a particular function within it. Thus a person with professional education in any discipline would also require training in order to be able to practice in a given setting. This kind of orientation and self-mastery is just as important for the volunteer as for the professional staff member in a voluntary organization. Both acculturation processes are effective as preparation for service and require that high educational standards be maintained. Formal education enables individuals to grow in understanding of a profession. In training, focus is on understanding of the job in a particular organization. Equally important to students in both is the accent on self-understanding for the new situation.

A voluntary organization has an imperative obligation to insure that the whole learning experience offered is truly worthwhile and needed by each individual invited to attend—for his job requirements and for his own growth needs, if the job objectives are to be achieved in accordance with the ideal for the organization. A truncated understanding of the importance of either objective tends to limit the potential benefits from the training for the individual and ultimately for the organization itself. A poor training experience is a double loss for volunteer service—loss of the potential volunteers, or at least decreased effectiveness, and a negative image about training to be overcome before it prevents others from attending.

Benefits for the Whole Organization

In addition to the values for the individual volunteer, from an overall administrative point of view, training is a very effective tool for focusing the efforts and coordinating various parts of the whole. Training offers an objective, off-the-job way to communicate with the more distant and the newer parts of the organization, as well as a means of renewing and updating old hands. In order to maintain continuity for the organization and to revitalize it with well informed and able recruits, training needs to present the latest and most forward thinking of the influential leadership in the organization. New developments in program and financial practices, new kinds of community relationships, recently enacted legislation and new publications give impetus and urgency to training. Training events are key opportunities for leaders, both volunteer and staff, to influence and inspire the membership, to give members a sense of purpose and a feeling for the importance of the assignments they are undertaking. Well informed and enthusiastic new recruits stimulate more experienced associates to take advantage of their own refresher and advanced training opportunities, leavening the whole organization.

Out of advanced training frequently come new insights on administrative problems, and new devices or procedures are developed in training exercises which have a very practical application. These events usually attract the progressive, open-minded, objective and creative persons. Free from daily demands to concentrate on the meaning underlying their work, on theory and on generalization from particulars, they can produce significant concepts and contributions toward solution of knotty problems they all face.

The provision of such advance training opportunities is concrete evidence of administrative concern about individuals on the job and recognition of their difficulties. Expression of concern often goes a long way toward solution of problems. "Having a chance to discuss my headaches and finding others with similar ones makes mine seem solvable" is a frequent comment, and morale goes up accordingly. Training is in itself a sort of sifting process for leadership potential—promising people can be spotted, encouraged and developed through their learning experiences.

The reputation an organization enjoys for its training and the value the administrative leadership places on training, evident through its reward system, have a tremendous influence on the recruitment and tenure of volunteers. Members seek the opportunities and willingly share in the expense when they have faith that the training will be enjoyable and worthwhile. Usually the cost is also shared between the unit of the organization which sends them to the training (endorsed by the supervisor) and the unit sponsoring the event itself. The cost of training is a legitimate administrative expense which usually must include a subsidy if quality is to be maintained. Expecting training events to be self-supporting is a penny-wise-pound-foolish policy, since it puts an unrealistic ceiling on the resources which can be tapped. The use of poor facilities and makeshift equipment tell participants more than any apologies can overcome.

Good volunteer personnel administration requires detailed advance planning and skilled execution of the training function, involving the various groups to be trained and the administrative units with a stake in having volunteers develop the particular competencies. Conviction about the values in training for volunteer leadership development will involve the whole organization in the process of curriculum development. Careful selection of trainers and coordination of their work with the ongoing plans of the organization require the active support of the board of directors and the staff leadership. When training is a fringe activity, it has little value to the whole. As the chart of accountability shows, the way to insure collaborative relationships among administrators, trainers and supervisors is through the efforts of top leadership.

Results to Be Expected

Common frustrations to the leadership of voluntary organizations are poor performance by volunteers, undisciplined and unproductive activity among untrained new ones, and the persistence of archaic habits and viewpoints among older ones. There is a danger that training may be regarded as a panacea for these problems, or expected to transform behavior with one infusion, which is highly unrealistic. Over a period of time, spread widely among the membership, training can make a great difference in the performance of the volunteers, but it can never bear the burden of therapy for pathology with complex causes. Sometimes the hope arises that if volunteers can just be assembled so that the leadership can *tell* them what is needed to be done, the work patterns will fall into productive lines overnight. Only if learning objectives are defined and the experience carefully designed to affect individual ideals and goals will there be significant change.

It is true that training can change attitudes and develop competence, if it is well planned and implemented and the participants subscribe to the process with consistent individual learning objectives and open mind. It can require as much *unlearning* as learning, and this process is often resisted. There is some evidence of correlation of resistance with insecurity, but this is another story. Suffice it to say that there are always some persons who believe learning is good for everyone else but who find it very difficult to face a disciplined analysis of their own learning needs.

If training is to fulfill its potential—actually to improve the ways of work and effectiveness of an organization—there must be much more general understanding of the teaching-learning process, of the relationship of members to the organization as a whole, and particularly of the planned and organized learning opportunities which are provided for volunteers on the part of the administrative leadership. To stimulate wide participation in the curriculum development process, attendance, and careful evaluation of the entire training program, the top leadership must demonstrate interest and concern. The heads of committees and departments can be persuaded that training is a good way to get their message out into the field of operations, and therefore deserves their attention to the provision of teaching content and materials. Specialists who are giving leadership to particular aspects of program development or support can be confronted with a basic question: "What would be ideal for these volunteers (of a particular training group) to understand and be able to do?" Then the training administrators can pick up these special objectives and determine what and how the volunteers should be taught in order to enable them to meet the desired standard.

It would be relatively simple if each expert in an organization could state his objectives of training in behavioral terms, indicating exactly what must be learned in order to improve performance. Unfortunately, the tendency is to state what *content is to be covered,* and it is up to the trainer to translate this pronouncement into what it is supposed to mean to the trainee. In terms of what the organization expects him to know and be able to do with the knowledge, the teaching plans are focused on the person to be taught. This translation is not easy. It frequently means boiling down vast quantities of materials into a manageable teaching unit and defining learning objectives for students in very generic terms. Leaders of the organization who have a message which they want to have carried into training must either define teaching objectives, or trust the trainer to do so. The level of involvement and depth of learning to be sought need to be understood by the content expert as well as the trainer.

References and resources should be suggested by the content experts, but their use within training should be determined by the trainer facing the group, with the capacity and interests of the particular individual group members entering the determination process. Consultation between the content expert and the trainer whenever possible will facilitate the selection of priorities and points for particular emphasis.

Since training must be reflecting the realities on the job, not only the advisory specialists who serve a "staff" function in an organization should be involved. Also the "line," the supervisors and the generalists who are responsible for the total operation of program activities and who represent a "consumer viewpoint," should have an influential voice in curriculum development. This latter group has a special contribution to make in the development of teaching and learning objectives, representing the viewpoint of the organization as a whole and its requirements. It can spell out what is expected from particular categories of jobs which are represented in the training groups. A measure of training effectiveness is the observation of job performance before and after, and this analysis often helps to improve and sharpen the focus of training plans.

Obviously, enlisting such widespread interest and participation in training plans and the events themselves is not easily achieved, particularly in large organizations. It is all too easy to isolate the training function and pontificate about what ought to be accomplished without taking any responsibility. Only active leadership by top administrators stimulates the kind of participation which is needed and demonstrates the collaboration which can produce excellent learning. When top leadership demonstrates concern about the quality of training and the provision of adequate resources, other leaders and specialized interests will find ways to support and strengthen the process and to use it as an instrument to increase administrative effectiveness.

Organizations can develop training in cooperation with similar agencies in the community, can open their training to outsiders and take advantage of regional, national and international opportunities for their members by sharing in the costs. Many adult education centers and university extension programs being developed under Higher Education Act Title I include offerings aimed at strengthening communities which would be very pertinent and valuable for volunteer leadership development. No agency needs to carry the burden of providing all the learning opportunities for its volunteers alone, without tapping other resources. And no agency can assume that it meets learning needs without special recruitment and selection of people to train volunteers, and widespread support for training programs from the total organization.

We can know that training is successful, not from the testimonials rendered at the time, although these have a special significance of their own, but from the person's performance on the job later on. The student who accepts the challenge to think for himself, who indicates intention to go on learning, who accepts his interdependent relationships to his fellow workers without threat or need to dominate, who doesn't want to be given the answers in the back of the book—such a student makes the life of a trainer exciting and exhilarating. Persons being sent for training should be prepared for a challenging experience which will be personally rewarding in direct proportion to the depth they are willing to go into the learning process. Passivity means disengagement, and we know that adults learn best by being deeply involved in the process, actively participating.

A training group usually goes far beyond the original concept of the event into new areas of discovery and concern determined by the particular characteristics of its members. No course is exactly like any other one, and each new experience enriches the possibilities for those which follow. The evaluation process should involve the participants, their supervisors, and ultimately the administrative leadership of the organization. Experience with training should be recorded for use as a guide to future planning. Occasionally we need an overall review of a training program, testing the long-range results as well as the early reaction to a particular event. We need to know to what extent training affects how long a volunteer stays with an organization. We believe this correlation is important, but in most organizations we do not have proof; nor do we know with certainty what forms are most effective, from statistical evidence.

What Training Is Not

Understanding what training can be and do means also understanding what it is *not*. Obviously many experiences are educational, but training is specifically planned to reach learning objectives for particular groups. Attendance at meetings and conferences is not training. Unfortunately, in many voluntary organizations, expenses for such events are budgeted within or near the training provision. Decisions about attendance frequently are based upon the erroneous assumption that the two kinds of participation can be equated.

Large meetings have a unique value for a new member of an organization, giving a sense of the scope and significance of the whole, and inspiring motivation for the job. Training translates such feelings into concrete knowledge about how to take action, how to carry out individual responsibility to implement broad plans. Each kind of participation tends to reinforce the learning from the other, but one is no substitute for the other. To have both would be ideal, but this is seldom practicable. Some national organizations are experimenting with attaching training events to the ends of conference. The advantage of lessened travel costs is often more than offset by fatigue and other distraction factors which are hard to control.

Large meetings and conferences held at state or national level have another implication for training which is sometimes overlooked: because the business on the agenda is so important to the life of the organization, what is planned beforehand and what action was taken afterward should be immediately related to the objectives and content of training to be offered and the resource materials to be used. The appearance of a new agency publication is a mandate for teaching that subject area and possibly a clue to a good consultant to be tapped for study of the subject. Organizational changes, which mean new job configurations, new committees, new program emphases—all should be incorporated into training plans immediately. Each innovator should be asked, "WHO needs to know about this? What must they understand? What do we expect them to do about it?"

Training could carry a significant part of the dissemination of new ideas, facilitate translation into action and concrete result. The initiative for getting what is new into training should rest with the administrative leaders who create resources and procedures. They will discover training is an effective way to help bring their ideas into fruition if those who train are kept informed of trends.

To assemble volunteers for training is to face a formidable array of talent and manpower, with a tremendous potential of valuable service for the organization. To put such a group through routine paces to exploit the training as a soap-box chance to convert participants to a special viewpoint, or to talk down to them as if they were children, is unjustifiable from any standpoint. But to ensure that each student is free to pursue truth which is important and valuable to him and which will make the agency service more effective as well, we need to bring the best resources for teaching and learning to each training event. We must use the best ways we can discover to nurture the desire to learn. When our standards are high, we have a right to expect each participant to bring his best effort to the learning process.

The organization training calendar should include many kinds of initial and advanced training opportunities for volunteers in all types of jobs. Special institutes on current emphases, round tables for free discussion of common problems and issues, workshops for special kinds of tasks and skills are designed in terms of the group for whom they are intended in such a way that any individual volunteer should have appropriate training opportunities as he is ready and able to use them. The organization has a continuing medium

FIGURE 6 MAKING A TRAINING PLAN

Examples:

Who is to be trained	*Major emphasis*	*Who knows most about the job*	*Major resources, publications*	*Form of training*	*Timing*	*Methods*	*Equipment and service needed*
New volunteers	Orientation to organization being volunteer	Old-timers Top leadership	Annual reports, publicity, films, published interpretive materials	One-day institute	Each month	Informal lecture, films, small discussion groups, individual reading	Publications, projectors, operators, materials for give-away
Board members	*Total viewpoint* Community situation, support and budget, program & emphasis, personnel, membership development	President Executive Community leaders	Manual and guides	Institutes Workshops Introduction to meetings Individual conferences	After election, before induction	Individual conferences, reading, group discussion, workshops, informal lecture	Library materials, job descriptions, discussion leadership, workshop directions
Fund raisers	Reasons for need Program and services, interviewing skills, reporting	Campaign leadership Finance leadership Program leadership	Campaign materials, program reports, publicity	Tour of program, instruction session	*Before* campaign opens! Summer?	Tour, role play, interview, lecture, practice on forms and interviewing	Campaign materials Tape recorder for interviewing
Committee chairmen and Secretaries	Meeting management, special function, modified parliamentary procedures	Former incumbents President and Executive, Administrative staff	Examples: Agenda, minutes, sociograms, agency calendar	Institute Round table Workshop	After election, before first meeting	Practice sessions, observation assignments, discussion leadership exercises	Check sheets for meeting evaluation, guides for functions, calendars, plans of work
Group leaders	Characteristics of groups, needs at age levels, program ideas, shared leadership techniques	Professional group workers Program specialists for subject areas Program staff	Guides and manuals for groups Idea books	Course with practice opportunities between sessions	Just before beginning, continuing early weeks on the job	Active group members involving: skill, practice developing and analyzing relationships	Related equipment to activities and skills being taught

of communication to the volunteer workers about what their work entails and the hopes that are resting on their service.

Developing a full training pattern takes time, effort, broad participation and skilled leadership. It requires collaboration between the people who develop ideas for the organization and the trainers who communicate them, between the supervisors of volunteers in their jobs and the teachers who train them. Out of each training event should come ideas for improving the next one, and for each student referred for training should come suggestions about his particular learning needs and preferences. Only the best will merit the attendance and effort of all the volunteers we need (See Figure 6).

11

Developing Learning Opportunity

The training design for a particular individual should provide a sequential progression of opportunities to learn in a group (See Figure 7, Training Sequence for Volunteers). New knowledge is introduced as it is needed, step by step, along with a chance to question, to discuss, to experiment and to test new discovery off the job before actually using new learning in volunteer service. Using realistic simulation of job situations during training in case studies or work group assignments demands that the training concepts must be grounded in the actualities of the job situation and experience. The student must find that what he discovers in conferences with his chairman or supervisor on the job is borne out in his training experience and, vice versa.

FIGURE 7 EXAMPLES OF TRAINING SEQUENCE FOR VOLUNTEERS

An Administrative Volunteer	*Time*	*A Program Volunteer*
Member, Public Relations Committee		Leader, Community Action Group
Interview with recruiter given annual report, clippings, brochure	Spring into Summer	Interview with recruiter given picture brochure, tour to Headstart program, map of area showing services

Conference with chairman, letter of appointment, member committee job description, public relations manual	early September	Conference with staff advisor, given guide for chairmen, job description written together, directory of municipal services and calendar of meetings
Orientation of new volunteers Welcome by president Role of staff by executive Tour of offices and centers Organizational relationships	late September	Same orientation event, meets in small group with other action chairmen to decide help needed
Committee and board training Role of committees, functions Calendaring and phasing Long-range planning New developments in community New developments in program Basic job skills productive committee membership research committee field effective reporting using community resources etc.	October November December	Community Action Training Interviewing, social diagnosis Group leadership, building participation Evaluating community services Communicating needs Use of specialists in research Action procedures etc.
Continuing briefings by chairman		Continuing consultation with staff
Budget Building Workshop for committees, defining goals estimating costs anticipating income seeking support	January	Regular weekly conferences with staff supervisor, continuous supply of advice and services for meetings
	February	Round table for chairmen

FIGURE 7 EXAMPLES OF TRAINING SEQUENCE FOR VOLUNTEERS (*continued*)

An Administrative Volunteer	*Time*	*A Program Volunteer*
On-the-job advice	March	on-the-job advice
Publicity workshop bv local newspapers	April	Stepped up preparations for Voter Registration Campaign Training for CAP workers
Work appraisal, recommendation for advanced training to enroll in *Seminar on Communications* next fall, (as, Radcliffe College Appointment Bureau)	May and June	Work Appraisal, recommendation for Advanced training at University Extension Program, *Urban Issues* next Fall (as, Rutgers University Bureau of Community Services)
Preparation to chair hostesses for orientation of new volunteers, next September		Preparation to participate in training of new group chairmen in fall

The supervisor of the volunteer in training needs to be kept up to date by training of his own, so that there is consistency in the total organization experience. Just as guides and manuals for a function must be kept current with organization plans and emphasis in priorities and goals, the most up-to-date versions must be used for training texts. In other words, each form of learning opportunity—supervision, reading, training, job induction and experience, and observation of practice—provides learning which becomes a part of the volunteer's equipment for the job and should strengthen his work. Each learning opportunity which takes the form of training should build upon all kinds of past experiences, open new possibilities of service and growth for the individual, and fill in the gaps he has in his competence for the job. These may be disclosed during the self-analysis which goes on regularly with the supervisor when all work is reviewed.

Role of Administrative Structure

The administrative structure of the organization must provide, use and support adequate channels of communication between supervisor and trainer. It must furnish ways for the trainer to keep abreast of new developments in the work to be done and of resources which are proving useful. It will point up trends on the social scene which affect the work. Learning on the job and in training sessions, should be equally realistic, consistent and mutually reinforcing.

The supervisor who recommends a candidate for training (as a chairman might do for a new member of the committee) can help the trainer understand the person with this kind of information: the situation facing that committee and the individual member's tasks, the peculiarities of the setting, the special abilities of the candidate for training which will benefit the whole group, and the deficiencies or gaps in experience which the training should be designed to fill. In turn, after a training event, the trainer can assess the candidate's reaction to and use of the learning experience and give the supervisor clues to additional kinds of help which might be useful on the job.

Neither supervisor nor trainer is judging the person in an evaluative way, but both seek to understand the individual's strengths and weaknesses for the job in order that learning opportunities can supplement the basic qualifications the person brings to the job. In addition, the trainer is alert to special abilities and talents which could contribute to others' learning in the group for whom the training is planned. In any group there are rich experiences and skills which can be translated for application in the new setting through sharing them during training. Trainers need access to background information about their candidates, gathered at registration or from records, and in turn, can contribute to the person's volunteer record a teacher's comments about outstanding performance at training events. At very least, the fact of attendance should be recorded for each student.

In addition to the furnishing of individual background information for the trainer's use, it is essential that the supervisor and other persons interested in having the volunteer trained understand the nature of the training event to which the volunteer is being sent. A climate of expectancy and pleasure can be created in preparing volunteers for training experience, from the moment a recruiter mentions the possibility. Training can be thought of as a privilege or a chore—and learning will vary accordingly. Building appropriate training involves the trainer and trainee in study of the jobs which the volunteer is expected to carry, to define what he needs to know in order to do them. There should be special provision for the person dependent upon volunteer job performance, such as chairmen or board officers, to contribute to the plans for training the people who are to carry the delegated responsibility. If this develops specific expectations about improved competencies, the training can prepare the candidate to meet them.

We find that there are some elements which are common to most instances within a category of volunteer jobs. There are some others which are relevant only in a particular setting, and there are always some very individual particular learning needs. The most widely held needs take precedence during group training events. Occasionally groups include enough individuals from similar settings to take up the special implications for them (such as persons working in metropolitan urban centers, with a concern about ghetto conditions). Usually the candidate who is the only participant with a special interest must be helped with individual consultation. Often this means referring him back to the supervisor who understands the whole situation, instead of having the training group confused with atypical factors.

Having factored out people with similar and related learning needs, the training events can be planned to teach them in the most convenient and efficient way. Geography and timing in relation to peak periods in the work load are important factors for consideration. We need to identify those subjects which can best be taught in groups, such as the philosophy of an organization, or rationale for policies, for example. After a group takes hold of basic concepts, individuals contribute insights from their own unique perspectives which deepen understanding while clarifying and illuminating essentials for all. Individuals emerge with their new knowledge as standard operating equipment for the real job, having experimented and tested it in the training. The training must offer experiences which close the gap between theory and practice by bringing practice right into the training event. The trainers, using their own personalities as tools, vary the style of leadership and their own forms of participation as the group responds. Expectancies must include flexibility about group adjustments for individuals, and individual adjustments to group needs.

Curriculum Development

The development of curriculum—the discovery of what needs to be taught to whom—is an administrative responsibility of the whole organization, but it usually must be sparked and coordinated by the training administrators. The provision of resources, definition of content objectives and learning objectives for specific functions, require the collaboration of specialists and administrative leaders. Training administrators then must recommend a variety of means to teach each subject to each particular kind of group, the optimum use of resources, combinations or groupings, references and consultants to use.

This second half of the curriculum development process, essential if confusion is to be avoided, is best carried out before the planning by trainers even begins for a particular group. It is unrealistic to assume that the trainer will have time and be well informed enough to translate the recommendations of content specialists and experts in particular fields directly to the students, even if it were possible to collect them. Unity and progression may happen, but help should be given to make sure.

When we use volunteer trainers on a spot assignment, or other skilled people who do not serve continuously, it is especially important to support their work with resource research and planning which they can use. A guide for teaching to bridge the gap between the content expert and the trainer shows the content to be taught, the breakdown into teachable parts, suggests overall and specific goals, good resources and methods to be used, cites the best available teaching aids—such as movies, tapes or filmstrips—and furnishes case studies and work group assignments to show how they might be used. It might even suggest a schedule of sessions. Methods and techniques can also be suggested.

The trainer must then bring into consideration the characteristics of the actual participants and the particular training setting and arrangements in making specific plans, timing and delegating teaching responsibilities. Sometimes a large group must get a lot of information as graphically and concisely as possible. Other groups may have time to carry out individual research-and-report assignments, covering the same material. Figure 8 gives some clues about what seems to be effective under given circumstances. Discretion about how to teach rests with the trainers who face the group, using a syllabus plan by applying the resources and aids suggested in the most appropriate combinations.

FIGURE 8 SUGGESTIONS FOR DETERMINING TEACHING METHODS AND USING AIDS

Techniques are tools: no one method or aid serves all purposes. Like clothing, they must fit if they are to be comfortable when used, and they must be adjusted and combined in new ways for each occasion. Those chosen should fit the purpose of the training, strengthen feelings of fellowship and the motivation to master knowledge and skills, and allay anxious feelings of dread or confusion. Know your students and their learning needs and objectives, the time and resources available. Plan ways to emphasize the essentials, to change the pace, to contrast personalities, voices and points of view, and to involve the participants individually and actively in the process of teaching-learning. Help them stretch, to reach beyond their grasp.

When Your Objective Is To:	*Try:*
Attract attention, stimulate interest	Exhibit or display with take-away bibliography or "where to write." Interest-catcher visuals, as arrows, footprints, etc.
	Observation opportunity trip or tour, *with guides,* to see the *real* thing.
	Research assignments to be reported. Mention "coming attractions" at end of session, or on agenda of related meetings.

Give a lot of information quickly	Lecture with audio/visual aids—motion picture; panel; symposium; forum, etc. Written fact sheet, distributed and discussed. Use of specialists as consultants.
Develop a common knowledge, widen horizons and the information base for individual perception	Reading assignments, ahead and between sessions; planned observation; lecture with take-home fact sheet; discussion for sharing experience. Circular response: same question answered by each participant without discussion.
Deepen concern, relate individual concerns to objectives	Assignment to state what they hope to learn. Student questions fully discussed; problem-solving work-groups; case studies; planned observation and analysis; writing assignments; research report; motion picture.
Perfect skills, give competence and confidence	Group projects: filmstrips, flip charts, diagrams, etc.; each one teach one. Demonstration by experts with practice by all; drill through games, etc.; experimentation, analysis and reporting.
Generate attitudes of conviction: "this we should do"	Opportunity for self-analysis: "where am I!"; free discussion; individual counseling; collaborative projects; analysis; group decision participation; individual testing alternatives. *Model* leadership, care in selection and briefing! Motion picture with discussion.
Stimulate new ways of work and release creativity	Free discussion to clarify values; work groups or individual assignments to define steps in application at home; use of administrators as consultants to communicate hopes of the organization; alert for delayed action evaluation report: after a lapse of time, "what I have done because I had this training."

Skilled trainers vary methods and techniques as they go along, involving the members of the group as actively as possible in the learning process. They are sensitive to resistance and discomfort, flexible in timing and participation patterns. The pace shifts. Voices and personalities are alternated with films, tapes and reading assignments. Discussion and work groups are set up according to interests, jobs, tasks, skills, or, equally valuable for cross-fertilization, according to planned heterogeneity. The subgroup provides each individual a chance to react, to question, to amplify from personal experience, to translate the general to the specific and to draw implications and distill principles from illustrations. Periodic summaries and evaluation sessions take the pulse of the group and suggest adjustments in teaching plans.

Most volunteers assume that they will be shown the latest films, handed the lastest brochures, and given the inside story on organization plans and priorities when they come to training events. Upon returning home again from a residential training event, a volunteer has an aura of authoritative knowledge and may be consulted as someone just back from the oracle at Delphi. For this reason, attention must be concentrated before the end of a training period on the kind of reporting which is appropriate, and help must be given for anticipating the questions people back home are likely to raise. The co-workers who prepare the participant to come are eager to share in the use of the new learning back home, and the training leaders will want to make sure that they can. No one promotes training better than a "satisfied customer."

Dealing with Specific Questions

A natural desire for certainty, pushing for specifics, "the right answer right away," often turns out to be a block to more useful and meaningful learning in training. The person who wants to know what to do at eleven o'clock on Tuesday morning would have to return for more training Tuesday afternoon, if we were limited to the questions he brings to the training event. Just as severe personality problems are not solved by "human relations" training, and they may jeopardize the experience of the total group, so the demand for specific answers to special problem situations diminishes the potential learning for everyone in the group.

All thoughtful students bring questions to training events, some of which are not appropriate for consideration by everyone there, and others of which will trigger a good deal of fruitful thought and discussion for all. It is essential that the trainer have some advance notice about these concerns so that he can plan to pick up expressed interests and use them for stimulating the whole group and redirect inappropriate questions to better sources for answers. The function of the trainer is to help each participant and the group as a unit to discover principles which can be applied to many situations, to learn to use a problem-solving approach forming patterns of logical, objective, rational thought which will be useful in real life situations.

But at the first sessions of training, the trainer must relieve the initial anxiety, of which specific and technical questions are often a symptom, by answering with generic truths distilled from experience. Candidates may be invited to submit questions in advance. Then the trainer can study these with recommendations from the supervisor, planning the learning experience so that these specifics can be taken care of early and the wider opportunity begin to open for the individual as well as for the group.

From the advance clues offered by participants, the trainer can identify their expectations and objectives, their preferences and their own ideas about what they need to learn. The skilled trainer can work these guides into the planning for the group experience in such a way that the individual participant is aware that his preparation was important and is being used. The point of the experience is to carry everyone beyond the horizons he perceived ahead of time, and from the particular self-zone to the general other-zone.

Every teacher is tempted to pontificate, to give a knowing answer quickly. But in preparing trainers to work with adults we must constantly remind ourselves and them that being "right" serves the needs of the teacher better than those of the student. A flat answer often closes consideration of a subject, rather than opening up possibilities for deeper thought, for distillation of principles and for discerning implications which encourage each person to discover his own answers. Adults probably have had experience in school which was rather formal and authority-centered, and now find it a startling experience to be challenged to think for themselves. They need acceptance and support while they wrestle with a new approach to learning and problem-solving. The trainers need administrative support and confidence while they face the anxiety caused by such discomfort.

Authoritarian methods are expensive and inefficient in teaching adults. It would be impossible to organize enough events to furnish all the answers—even if they were accepted unquestioningly, which is unlikely. On the contrary, the objectives of training, which the administrative leadership of the organization needs to understand quite as clearly as the trainers, are to release the tremendous ability and creativity of persons; to free them to discover truth for themselves unhobbled by blind adherence to tradition, prejudice and ignorance, or someone else's solutions which may not fit their situations. Training should be designed to help with methods of diagnosing problems and analyzing situations, encouraging each individual to have faith in his own capacity to work out and test possible solutions. From the trainer's trust in him he gains trust in the abilities of his fellow workers as he returns to carry on the work they share. In *Leadership and the Power of Ideas* Martin Tarcher offers a persuasive philosophical discussion of this process.[58]

A Variety of Learning Materials

Manuals and guides which are designed for particular jobs and functions become textbooks for study in group training as well as references for use individually and with a supervisor. Learning is stimulated by the use of audio-visual aids and displays and exhibition of interpretive films, brochures, publicity and promotional materials which may be originally intended for other purposes. Many public information services furnish materials relating to pending legislation or community plans, such as redevelopment designs, which bear on voluntary agency activities. Outdated materials and poor equipment detract disproportionately from the morale of a training group. Participants recognize the significance of community relations and the realities of ongoing responsibilities from the kinds of materials used in their training.

We overcome some resistance to paper work in general by using actual forms needed on the job in the study cases of hypothetical situations. The familiarity developed with their use, the way statistics can turn out to have meaning about people, the use of information in planning program activities—all give incentive for handling these forms responsibly back on the job.

Posters, flyers, annual reports and publicity scrapbooks all make good teaching materials. Case histories and problem situations culled from real life (with identity protected) can be developed from field experience. Art, popular music and drama are all used to trigger discussions and stimulate individual creativity and research. Simulating real job conditions helps people to recognize their untested assumptions and to anticipate the results of alternative solutions before deciding on a course of action. The problems used must *feel real* to the students, important and significant to their kinds of responsibilities, and have no obvious yes or no solutions. A major learning from training is the rarity of absolutes in real life.

In small group discussions, students learn to be able to postpone action until implications and ramifications have been anticipated and explored and the best possible solution selected. Often they are amazed to find several apparently acceptable solutions, and they become very excited in the process of weighing advantages and disadvantages of each possibility. When they discover their "answers" in this way, they begin to recognize many new possibilities in themselves and in their own job situations. Real situations, even when disguised, have the ring of truth and are good teaching tools. All training needs a wealth of "for instances" flowing continuously into the curriculum from the field.

12

Designing Training Events

Sometimes it is not difficult to demonstrate the need for training volunteers, or even to generate enthusiasm on the part of established leaders for particular training opportunities. Quite to the contrary, once the word gets around that training will be offered, there is a very real danger that it will be seen as a panacea for all sorts of problems. Every chairman may feel that the particular function or latest project of his committee should take precedence in the curriculum and want his members included. *One training event cannot meet all training needs.* An overall organization training program is needed with a variety of provisions for many kinds of groups. The process of sorting out the needs includes setting priorities and planning a training calendar to accommodate a variety of groupings, each with specific objectives. (See Figure 6.)

Orientation and Job Training Objectives

Probably the easiest training need to identify is that of the brand new volunteer. Many organizations have a careful plan for orientation of staff, but let new volunteers learn their folkways by osmosis on the job or from reading a book. Regularly scheduled group orientation programs insure that no newcomer will have to wait too long for a chance to look at the organization whole, to see how his part fits into the overall program and how the history, traditions and current goals fit into the basic purpose.

Even with the limited learning objective of orientation, care must be taken not to overwhelm the newcomer with too much, too fast. He *wants* to know how to do what the job requires. He *needs* to know what kind of an organization he has joined, how big it is, what it is trying to do, why it is important to his community and what makes this use of his time and talents worthwhile. This is the point at which he tests the ideals and value system of the organization against his own values and experience. He perceives new objectives and decides whether he will adopt them as his own. It is not the time to burden him with the minutiae of structural relationships, policies and procedures. Let him know where he can find out about these when he needs them later. Provide a chance for him to ask the questions he can as a newcomer and freedom to comment and link new knowledge to old. It won't be long before this kind of questioning and thinking aloud about the organization will be embarrassingly difficult. He will feel he is supposed to know and accept all these things and will feel constrained to conceal his ignorance after a while.

There is a language for every organization which has special meaning for the initiated. An understanding of new terms, and new uses of common words, is crucial to the new volunteer in the acculturation process. The definition of terms in a new setting helps identify unexpressed assumptions which are keys to understanding policy and procedures. Without exploration, many characteristics which are taken for granted by the experienced staff and volunteers have very little meaning to a new person.

The objectives for orientation, then, are to make the new volunteer comfortable as quickly as possible, for him to understand the organization setting for his job and to inspire him with conviction about its importance. Ideally, he returns to work with fresh energy because his goals for himself have been clarified by his discovery of their congruency with the goals of the organization. Psychologists tell us that human energy is released in direct proportion to the clarity with which people can see their goals and next steps toward reaching them. Confusion and unsureness often look like apathy.

It is perfectly possible for a person to complete an orientation full of resolve to do a good job, and yet not be productive on the job. A skilled supervisor or chairman can avoid this pitfall by finding an appropriate task and helping to channel this initial energy into work which will begin to show gratifying results quickly. Where there is no supervisor to begin the translation of inspiration into action on a tutorial basis, the next steps in training should be designed to follow more quickly.

When he proceeds to job training, the volunteer finds that objectives for his learning are quite down to earth and practical in contrast to those of orientation. Now he examines the objectives and requirements of the job and his own experience and qualifications to see how he is going to live up to the expectations of the new role. The learning objectives become related to his own performance and his new identity: to become a *competent* group leader or *skilled* interviewer, or *efficient* committee secretary, as the case may be. Thus the teaching objectives of the trainer are to present information fundamental to the work, provide opportunity for practicing the skills which are necessary and develop real understanding of the relationships which are involved.

In other words, the volunteer needs very practical help about how to do the job in order to meet the expectations around it. He should leave job training with a grasp of the principles which will guide his decisions on the job, some successful experience with the skills he will be using and a concept of the ideal for the job which he can use as a measuring rod for his own performance as he goes along. He needs to know what's in the organization manuals and major publications relating to his area, and where to turn for more advanced guidance from inside and outside resources.

The trainer is constantly alert to the progress of skill mastery and increased competence, offering support and recognizing success, pointing out next steps. Both trainer and trainee see job training as a step after orientation on a continuum of learning. The trainee returns to the job and takes up the growth and learning there with the supervisor, watchful for appropriate opportunities inside and outside the organization to keep abreast of new developments and deepen understanding.

Makeup of a Training Team

Trainers for volunteers can be either professional staff members or volunteers. A team combining both can demonstrate the ideal relationship which should exist—the model function mentioned above. Both volunteer and professional staff trainers should be well grounded and comfortable about the philosophy and ways of work of the organization. Open to new ideas, flexible and appreciative of all sorts of people, they make certain to be prepared to teach adults appropriately with a variety of methods and techniques, using the best teaching materials available.

The most effective resource person we can find for teaching a job is a recent or present encumbent who enjoys the assignment and can speak from real experience. We would hope that his actual experience included the normal amount of frustration, complications and blocks which are likely to crop up, and that our potential teacher overcame most of these hazards with help from cooperative co-workers. He needs common sense larded with a good sense of humor. The normal inevitable feeling about unfinished business remains an interesting challenge, but a healthy acceptance of his own limitations is an important aspect for volunteers to learn. Such a person working with a group communicates the feel of a job better than others who have to talk from a standpoint apart from the job.

Experts in particular aspects of the work area are of course invaluable as specialists, but someone must insure that their preoccupation with a special task or interest does not skew the student's understanding and perspective of the job as a whole. Also, some experts are more formidable than reassuring, and some care more for their specialty than for the organization or the new volunteers. Specialists tend to get carried away by their specialty, and there is danger they may become insensitized to persons as learners. A team with an expert has to be balanced by a trainer with one eye on the participants' attention span and fatigue level and the other on the clock, to call time or stretch breaks. Students who are exhilarated can go on at an almost manic pace and then suffer a traumatic reactive exhaustion. The considerate trainer must be sensitive to this possibility and cut back skillfully to a viable emotional pitch.

A training group needs at least one trainer whose attention is focused on them as individual learners, who can represent the organization as a generalist, and translate expertise from time to time. A training team combining a generalist and a specialist is very effective when both trainers have worked out their shared teaching objectives and ways to work together in advance. A group is sensitive to and distracted by any tensions between trainers. Ideally, the trainers should be relieved of the mechanics of registration, living arrangements, coffee breaks, and recreation hours so they can concentrate on the learning process.

Skilled trainers can mobilize a group quickly and deploy members to handle some mechanics in such a way that this responsibility is good learning practice, too. Skilled trainers see each learner as an individual to be appreciated as a person, challenged and supported in his learning efforts. Important qualifications are a knowledge of adult psychology, enthusiasm and conviction about the content subject matter, the ability to stimulate, to reassure learning volunteers and to hear what they are saying, which means a prerequisite faith in their capacity to carry their jobs. Above all, a trainer must remain teachable, secure enough to say, "I don't know." He will encourage individuals to go beyond the trainer's knowledge as their search leads them. A teacher devoted to the "What am I thinking?" method of discussion leading will have a rough time with adult learners, for they seldom produce expected answers.

The Setting

The ideal setting for training is a residential one with audiovisual equipment, library, lounge and display areas, small and large meeting rooms. Living arrangements (by the day or in residence) should be simple, providing privacy for individuals to study and for the group assembled. Physical comfort is important to adult learners: good light and acoustics, adequate ventilation and heat. Members of discussion groups should be able to see the faces of one another in an informal circular seating arrangement.

The mechanics of teaching devices should be unobtrusive, which means real mastery beforehand. A film should be threaded, focused and ready to roll before the group enters the projection room. Chalk boards and flip charts must be readily legible for any part of the audience if they are used. Psychologists tell us that we learn through the five senses, and information has greater impact if sight and hearing are both used together. Tactile experience and esthetic pleasure increase the impact. A film with emotional overtones provides vicarious experience when the viewing conditions are good.

Scheduling should provide ample discussion opportunity while the experience is fresh. Repeat showings for summary, review, or special observation assignments may highlight a different emphasis in perception. Scheduling should provide opportunity to browse in the reference library and to talk over the new learning without guidance in informal "bull sessions" as a fringe benefit of the residential setting.

Obviously, the ideal of place and timing is not always possible, but the closer to the ideal the approximation comes, the stronger will be the learning experience. Even if a residential arrangement is not possible, provision can be made to retain its advantages of separation from distractions of home or office. There can be freedom and time to pursue study individually or with the trainers, to listen to tapes or run a filmstrip at one's own pace, play records, learn a song or a skill, all in addition to what happens in the organized sessions. These important elements are likely to be sacrificed by the student who "commutes" and attends only the announced sessions, unless imaginative devices encourage additional participation. Commuters can arrange car pools, lunch-period discussion groups, mealtime browsing, and recreation breaks with fellow students. Eager learners find lots of ways to use the time around the edges of sessions productively, to stimulate individual research and "mental digestion" between sessions.

Men volunteers are accustomed to residential training in industry. Women volunteers find getting away from home for the first time to attend such events a bit difficult, but use cooperative child care arrangements and imaginative preparations. They often find they return home with renewed zest for the home tasks as well as for their volunteer jobs, and that their families have grown in responsibility and enjoyed the respite from the usual patterns too. Each residence event produces some zealots who manage to convert new candidates for the next one. Organizations report they have members who regularly plan their vacation schedules around training opportunities. The new volunteer is accepting of the idea of group residential training, especially if subsidized a bit.

Many adult education centers and university extension programs provide facilities for groups such as those from voluntary organizations, furnishing library and faculty resources with every convenience, including recreation programs for children of participants. Both commuter one-day-a-week and residential designs are used. Resort hotels and motels are soliciting this kind of business for off seasons, and furnish meeting rooms and equipment as part of the service. Intensive residential training events are becoming more usual every year for technical and management development programs in industry. With the trend toward continuing education, volunteer training can use similar patterns very well.

Bases for Grouping

A good way to stimulate interest in training events is to group people in new ways. Including professional staff as fellow students, as well as in leadership roles, proves inspiring for volunteers and strengthens working relationships as David M. Church points out in *How to Succeed with Volunteers*.[10] During such joint learning experiences, staff members gain a new respect for the tremendous capacity and enthusiasm of volunteers, and volunteers gain respect for the discipline and scope of professional work. Methods of working together are developed which carry over into everyday relationships after the training event is over.

One experienced executive says she turns up regularly for president-executive training, each time a new president is elected. Asked if she were not bored with the repetition, she said that each new president gives her fresh insights and she has found no better way to work out partnership patterns than attending training together. "Experimenting in the laboratory before the team has to play for keeps," is her description of the experience.

The American Red Cross has been experimenting with grouping local leaders, both volunteer and professional, with the national staff and related volunteers in regional areas, for training focused on regional issues and problems. A local executive commented that one such event had saved countless hours of administrative correspondence and negotiation and built mutual trust and confidence between the local people and the national units.

Exposure to new personalities inspires even jaded oldtimers into bursts of creative effort, just as interaction with leadership personalities (who have heretofore been just names on a letterhead) breaks down parochialism and possessiveness about program.

Every conceivable combination of persons can come together and enjoy a constructive learning experience as long as they have some consensus about their learning objectives at the time.

Groupings are established in order to create optimum learning conditions for each member. The basis for placement of individuals in training events is the learning needs which they share with the others, and the possible combinations in which they can reinforce one another's learning. Traditionally, training groups have been organized by job categories, except for the initial orientation experience when newness is the determining criterion. Length of experience is not a valid criterion for long, because it is the quality of the experience which determines readiness for next steps rather than its length. Determining the level of sophistication and competence a person has acquired on the job is not easy, but there are clues in the kinds of activities involved. It makes a great difference to growth whether a job entails repetitions of the same activities, or an ever widening scope limited only by time and availability of resources. At admission these distinctions are made on the basis of the recommendations of supervisors and fellow workers, and knowledge of the composition of the group into which the applicant must fit.

Arbitrary or rigid restrictions on admission are seldom necessary except to prevent discomfort for the individual or frustration for the group. If such protection seems necessary, the restrictions should be stated in an objective form, and the most likely criterion is the job situation. Obviously brand new volunteers share a need to understand the nature of the organization which they have joined and the membership privileges and obligations. Thus, invitations to orientation usually state a limit of experience for eligibility.

Length of experience is relevant, too, in qualifications for advanced training, in order that a group can start at an advanced point, assuming that all the members have a basic knowledge of the job fundamentals. A better guide to admissions than an arbitrary rule is a clear description of the content to be taught, so that candidates for training and their supervisors can judge its relevance for the work in the setting to which they are assigned, and admissions are on a self-selection basis. Direct invitations to a target group are usually more productive than impersonal announcements.

In contrast to highly specialized assignments in large organizations, in small ones a volunteer is apt to carry a multifaceted job, aware of the total structure and closer to the key leadership. For volunteers from large units, heavier emphasis falls on the relationship of individual tasks to the whole, the interrelationships between program and administrative activities, and the role of staff. These differences lead us to use the size and scope of the organization setting as a guide for grouping volunteers in training—defined in terms of population served, size of budget, number of staff employed, or other characteristics which would affect the nature of the work.

Broad statements of qualifications form groups of wide differences, and in variegated configurations the interaction is valuable. Within such a group some homogeneity is achieved by forming temporary small discussion and work groups around common concerns. Whenever the basis for group formation is in the hands of the sponsors of the training (and therefore may not make sense to the participants), time must be allowed for the members to discover their common learning objectives together. Otherwise, this search becomes "hidden agenda" while the participants feel their way with one another. Time is lost in unfocused testing and superficial banter while participants speculate about one another and the reasons they are there.

Recognition of shared learning objectives is built in when participants enroll on the basis of expressed interests. Morale is high when common objectives are recognized. The process of having the group jell, or become a true group, is accomplished early in a self-selected group focused on a common interest. There are two somewhat conflicting trends in formation of groups for training today. Because they are simpler to administer, self-selected interest groupings which are content-centered are popular. They assume that personal development follows interest lines and risk the human tendency to escape into theory, technicalities, and impersonal intellectual titillations when personal relationships are uncomfortable. The opposite trend is toward personality-centered training groups devoted to the process of self-analysis in participation, placing content learning secondary.

Both kinds of experience are valuable for volunteers but neither extreme is valid. We can draw strengths from each methodology. Not every individual or group needs an intensive self-conscious study of its own participative patterns, although this element is part of the learning whether it is planned or not. Individuals persist in behavior patterns in groups when the response is satisfying, and change when they seek more satisfaction. Most participants in volunteer training will be working with and through groups, carrying their jobs by combining their own efforts with those of other persons. The carry-over of group participation patterns from training into the job is inevitable, which makes it important for trainers to take considerable responsibility for the quality of learning in this aspect of the training experience.

One important difference between group experience in training and on the job is the duration of the relationship. Prediction of behavior in job relationships from observation during training is precarious. Significantly different activities and continuing involvement with groups are part of the job, whereas the affiliations among trainees are comparatively transitory. Training which is too heavily concentrated on building the group during the training event may actually be meeting the trainer's needs rather more than those of the trainees. Group-building skills which develop sensitivity and communication proficiency are very important, but training is also concerned with an organization task. This task concerns the learning of job competence, involving information and understandings very important to the growth of the services of the organization, in addition to the social and emotional development of the student.

Groups which concentrate on process at the expense of content prove frustrating to the learners whose learning objectives (shortsighted though they may be) are exclusively content interests. We hear mutterings about wasted time and pooling of ignorance. There is no justification for either extreme: a grouping without solid content objectives or one without personal development objectives. To ignore either need is perilous.

Forms of Training

Ideally, training objectives state in very practical terms what knowledge, skills and attitudes are to be sought, and indicate the level of job competence to which the trainee might aspire. Too often training objectives mention only subjects to be covered, with no clue as to what is expected of the trainees' understanding and behavior. We may well ask ourselves, "What contribution should this training make to the life of the organization or in the community? What effect should it have on the participant?" Trainers can then direct their efforts to the form of training most likely to produce the hoped-for objectives.

The choice of specialized forms of training can be from a wide variety and is conditioned by the limits of the form, the learning needs of the people to be trained, the particular priorities and emphases within the goals of the organization at the time, and the time available for the training.

A short *institute* is heavily subject-centered, and the teaching objectives are related to the currency and importance of the information to the learners. A variety of techniques of presentation can be used, but the flow of communication tends to be pretty much in one direction, from an expert to the learners. People usually are highly motivated and subject-centered for an institute. A great deal of information is transmitted in relatively short periods of time, with little group-building activity or individualization of the learners.

A *round table,* in contrast, is usually centered around common experiences and problems, sharing workable solutions to common problems ranging wide over the job experience of the participants. It is usually chaired or moderated by a peer. A round table is a poor way to use an expert, but an excellent way to get cross-fertilization and equalization of experience for persons in similar jobs. There is always the danger of "pooling ignorance," but there are times when all people really want is to get together and find others who have the same kinds of problems. Obviously, the level of learning is likely to land near the least common denominator, so this is not a device to use when it is desirable to raise the standards of performance for a group.

A *workshop,* in contrast, combines the objectives of the institute with those of skill practice and may even produce a report which becomes a guide, useful later to the participants or to others who are working in the subject area. Again the objectives are somewhat subject-centered, but each participant contributes to the task of analysis, planning and carrying out a project, whether as a learning experience or "for real." This kind of training is product-centered, but sometimes the product is a particular skill or an art. Only the participant can judge his learning from it.

Seminar is a loose term often used simply to describe a hear-and-discuss or show-and-tell experience. The term implies a chance to question and test concepts which are usually presented by the participants from their research in preparation. Here, the learning objectives are person-centered and job competence is usually the motivating goal. The trainer guides and enriches the discussion as a resource person, but does not lead it.

Obviously, a training *course* which covers an extended period of time will contain elements of each of these training forms. Similarly, each of these may utilize a variety of techniques for presentations and involving students actively in the learning process. The important thing is to choose the form of training and apply the techniques of teaching which are likely to be most effective to achieve the learning objectives for the students and the teaching objectives of the trainers. This is the spot where skill counts in reconciling what students perceive as their needs and wants with what the trainer understands that the jobs require and the organization expects for incumbents of those particular jobs.

Once the group to be trained and its needs are identified and the form of training selected, the questions of timing, location, staffing and steps in preparation follow. Since a good trainer is hard to find, often the timing is set when the best leadership can be available. The location is set for the convenience of the greatest number of participants. From that point on the trainers take leadership in the planning for the event itself, bringing the actual participants into the planning process in every possible way (See Figure 9, Checklist for a Training Event).

FIGURE 9 CHECKLIST FOR A TRAINING EVENT

About content and process:

1. How is the subject area related?
    ____to purpose of the organization, and of volunteer jobs
    ____to current priorities
    ____to the objectives of each person coming

2. What learning objectives are important for the persons coming?
    ____knowledge to be gained, what they must understand
    ____skills to be mastered, that they must be able to do
    ____attitudes to be developed, how they must feel about it

3. What timing is best for
    ____organization calendar
    ____job requirements of participants
    ____availability of trainers

4. What setting is best for
    ____convenience of participants, accessibility
    ____facilities for class, individual study, exhibits and use of audio-visual aids
    ____subject matter (Ivory Tower or real observation?)

5. What resources will be needed?
    ____publications of the organization
    ____other useful books or pamphlets
    ____to be brought by individuals (as, their own letter of appointment)
    ____reading ahead of time
    ____display
    ____take home

6. What devices will ensure that *learning* can take place?
    ____presentation sequence and methods designed
    ____equipment and materials needed (audio-visual aids, etc.)
    ____what you expect of fellow leadership team members
    ____preparation students should do
    ____display or exhibit planned
    ____related songs, dramatization, etc.
    ____notification to others about what you will need, in time

7. Arrangements for the comfort and convenience of trainers and students
    ____responsibility for equipment arranged for each session
    ____room set-up required
    ____coffee break or refreshments
    ____agenda or schedule for team
    ____agenda or schedule for students handling "housekeeping details"

8. Evaluation as a part of the experience
    ____a way to learn from teammates their appraisal of the experience
    ____a way to learn from students then and/or later their appraisal of the experience in terms of learning objectives.
    ____a time and person for your own analysis to be sent

9. Team meeting times to coordinate and unify plans
    ____before
    ____during
    ____after

Any organization has many groups with various kinds of training needs. Translating plans to meet all these different needs into a comprehensive and unified program requires administrative vision and open-eyed vigilance. As Helen Feeney describes the Girl Scouts:

> The training program is a dynamic and vital one, drawing on all parts of the organization for content and based on continual study of practice and of developments in and out of the organization, and its [local units] councils use community resources and cooperate with other community groups . . . success lies in its flexibility in meeting current needs and the quality of the training given.[19]

13

Techniques and Their Uses

In this survey the questionnaire responses about current kinds of training being offered indicated that there is now more training in group settings. Several respondents expressed an interest in devices to help people get to feel a part of the organization quickly, but there was little insight about effective techniques or new methods. By breaking away from traditional school-room patterns and treating people as responsible and responsive adults, training can involve a meaningful level for each volunteer. Some techniques have been tested by experience and proved effective in establishing a good climate for learning. It is hoped that discussing these will stimulate more and more effective training for volunteers.

There has been too much telling volunteers what to do, a great deal of selling them a prescribed point of view. Training at its best provides learning situations in which volunteers can think out their own solutions, create new patterns of work and develop their leadership qualities. In an inspiring and self-confidence building atmosphere, each faces squarely his lacks in understanding or communication skills. He disciplines himself to concentrate on supplementing his strengths, not merely exercising them. Even in groups of strong and strong-minded volunteers, there is difficulty in accepting the discipline of concentrating on one's weaknesses rather than one's strengths. There is no foolproof or single solution to the problem of the impervious learner who screens out all but what strengthens and reinforces his previous ideas.

But the experienced trainer will try a variety of techniques, of groupings and assignments to evoke a real desire to learn, changing habits and attitudes toward self and toward the subject matter being considered. And basic to success is the trainer's attitude as a learner *with* all the participants, and enjoyment of the insights they share in discovery together.

How to Choose a Technique

The decision about methods and techniques to use in training volunteers rests on several factors: the level of experience of the individuals and the group, their learning goals, the trainer's teaching goals, the "wants" of the individual learners related to the "needs" based on job requirements as perceived by the organization. For example, a finance campaign worker may *want* to know how to fill out a report but *need* to know how to interpret the agency to various donors. If training is to be educationally valid, it cannot be limited to these factors, but must consistently expand the horizons of awareness and concern, develop a new sense of relatedness between persons and a deeper commitment to the ideals and the cause which the person has chosen to serve. Here the learner tests expectations against his self-interest, and we hope he finds his self expanding in concern and understanding. There is an old jingle among trainers:

Telling is helping to know
Teaching is helping to know and grow
Training is helping to know, grow and *do*.

And I would add, "Better training is helping to know, to grow, to be able to *do*—and to *be* a different person."

Various methods of adult education and some techniques for teaching pass in and out of fashion less on merit than because of lack of understanding about appropriate use. Methods are superimposed as a current fad and discarded, even when effective, when the fad passes. Methods, techniques and aids for teaching are rather like clothing—no one style fits all persons or all occasions. They must fit the trainer comfortably and be tailored, in line with the teaching objectives, to the kind of group, the setting, timing, facilities and resources available. To superimpose a "T group" experience on every training group willy-nilly is as foolhardy as to assume that lectures flowing into notebooks guarantee learning.

> The trainer selects, adapts and uses methods according to the purpose and content of the course . . . the needs of the students . . . the skill of the trainer all affect the decision.[19]

Teaching adults takes knowledge and skills drawn from many disciplines—psychology, group work, community development, community organization, anthropology, sociology—and appreciation of aesthetic values, the fine arts, a bit of dramatic sense and most of all, faith in and enjoyment of people. The techniques are far less important than the feeling tone. Some gimmicks can be fun, but they are poor supports to lasting learning.

The pace must be varied, and participants brought into active roles. Alternate strenuous sessions with more contemplative ones, hard intensive activity in the morning, becoming lighter, more passive as the day progresses. Each participant can enjoy being part of several small groupings during the training, carrying leadership in some, learning in others to draw out the person whose experience is valuable for all to hear. Afterwards, there must be an exchange, sharing from the small groups in a plenary session, or people will be afraid of missing something while they are separated from the others.

Preparations for an Event

Students deserve accurate information before coming, for their preparation and for understanding the training goals. It is important for each to develop his own learning goals. An assignment can be sent ahead of time, to be brought complete to use in seminar sessions and conferences with his co-workers, and the supervisor can help him to know what to expect. The completion of basic reading or a short research assignment before a training course helps people to focus their efforts and gives a common base of knowledge for the group to share from the very beginning. For groups unfamiliar with academic patterns, include a question or two about their perspective or experience to help them visualize the opening of the training and recognize the value of their own potential contribution to the group.

For an orientation course, the assignment subject and resources should be within the organization itself. Later we can reach outside or to new publications, or draw from other organizations and related fields. Asking questions to fulfill an assignment will help a person become a student, to understand his work setting and its perspective. Then the understanding gained during the training fits into what he has discovered for himself and makes sense to him in terms of his own observation. Often preparing an assignment alerts a volunteer to the gaps in his experience and knowledge and stimulates him to seek special learnings. There is value in the sharing from assignments, too, when the group gets together, for building mutual respect and interests.

Directions for finding the training site should be clear and the way marked. A background of displays, posters and signs should be colorful and eye-catching, but not overwhelming. Early birds can be encouraged to browse. As students arrive, it is important that they be greeted, helped to settle into their places and find a warm and friendly welcome. Large, legible name tags are a great help—finding his own already made helps the newcomer to know he has come to the right place, and being able to read other tags saves embarrassment about names. Mixer games which help people to learn names and remember facts about one another are excellent icebreakers. They must be appropriate for adults, however, and not impinge on their right to privacy. Blanks for matching facts about people, or getting signatures for special reasons can be prepared in advance. With an eye to helping participants identify their common interests and concerns and come to appreciate the richness of their differences, these devices set a tone of interest in each unique person and encourage informality and friendliness.

Music has a tremendous value as an intrinsic part of the training process. The fellowship which singing develops, the mood which particular songs produce, the communication of feeling tone—all contribute to shared understanding and enjoyment. Any group is bound to produce some real talent, and any training team should include someone with knowledge about the uses of music in learning and skill in leading singing. There are songs appropriate to many themes and content subjects: enlivening songs and calming ones, humorous and earnest ones. Some of the folk music today is an articulate expression of social protest with real significance.

Food is an important tool in making people comfortable in a new setting. Snacks, coffee breaks, if not meals together, are essential in the atmosphere-building process. Especially in groupings with wide socioeconomic differences, the act of receiving food together helps individuals to participate on a common footing. For persons who have known deprivation, it is essential to have plenty on hand. Mechanics about food can be assumed by students, and their learning cooperative effort enhanced by the experience.

Ways to Transmit Information

The most usual way to transmit information in a training event is the lecture, and for many situations it is the best way. A lecture can be varied and fortified by the use of a variety of visual aids such as a blackboard, newsprint, flip chart, slides or filmstrips or opaque projectors which make it possible for illustrative material to be developed within the sight of the audience.

Plastic transparent overlays can be placed over simple designs, graphs or maps in such a way that the relationships between various kinds of information is illustrated step by step. For example, in training a community action group, we might start with a map of the neighborhood involved, showing the population distribution from a census tract. The first overlay might show the location of schools; a second, health services; a third, family and children's agencies; a fourth, community centers and settlement houses. If there are areas with concentration of services, or blank areas, the group will quickly draw its own implications and begin thinking for itself what its tasks could be—the discussion is on! The trainer must be alert enough to pick up questions and comments as they occur to the participants, and flexible enough to let a participant make his point, even if it means interrupting the trainer's flow of thought. Any lecture which follows notes absolutely, without adjusting to the response from the group, is just that—a lecture, *not* training. This is true even in very large groups, when the response may be nonverbal, but nonetheless perilous to ignore.

The optimum size for a training group is one not so large that it requires a formal lecture, for the clue to helping adults to learn is maintaining a relaxed, informal and friendly give-and-take. For training, we need an atmosphere in which volunteers feel it is not only acceptable to ask questions or make relevant comments, but a responsibility to enhance the learning for everyone.

Working with a group in a course which extends over several sessions, methods and techniques change as the trainer role shifts with the growing competence of the group members. At the first sessions, the trainers carry the initiative in presentation. The group will become comfortable and secure enough to speak up spontaneously, once the ground rules are clear and the trainer has given enough leadership that members can judge what kind of contributions will be expected and considered constructive. There is a fine balance to be maintained here in order to give enough information to communicate valid content, without stifling individual speculation and search by engulfing the members in words. Each group finds its own pattern of responses. Often the participants who are least shy at first are later on more silent, and the more deliberate and cautious find tongue.

If the trainer introduces ideas and concepts with high enthusiasm and expectancy, the participants will tend to accept information without testing for themselves. If the trainer communicates an idea with some reservations, the participants are likely to question it, even if the reservations are not expressed. A stimulating trainer communicates ideas in such a way that the group acknowledges his belief in them and accepts his challenge to question and test them before the members adopt and internalize the ideas individually. Always there is a new dimension added to the original concepts by the new response. The trainer must be secure enough to enjoy the added insight and carry it on into the next steps. A learning group is very quick to recognize a closed mind in a trainer who has all the right answers.

Creativity is easily stifled and destroyed by insensitivity and egocentrism in a trainer. The trainer whose material is not internalized and thoroughly familiar is apt to suffer major pangs of stage fright, and this anxiety is quickly communicated to the participants in whom the likely response is their own anxiety which can easily become hostility. It is a good idea to observe someone else teaching a new subject before attempting to teach it the first time. Even familiar subjects are unwieldy until one has organized the ideas into a sequence which makes sense, and worked out examples and illustrative materials which emphasize the most important points.

When a group is large, instead of straight lecture, presentations can be varied with several short talks by different persons in a symposium, or less formally in panel conversations with various points of view being expressed. It is essential that even a large audience feel involved and have a stake in accurate listening, either through devices to pick up questions from the floor, or the knowledge that there will be opportunity for small group discussions afterwards in which to raise questions and comments.

Psychologists tell us that adults learn best when they are engaged in an active learning process, not passively watching or listening. Adults are eager learners when they see that the learning has practical value for them in their immediate situation. Thus experience has taught us to present new knowledge in special ways to help the volunteer learn to discover meanings he can use to solve his own problems on the job.

Dramatic Devices

Borrowing a term, *simulation,* from industrial management development, we describe the way participants are helped by living through hypothetical situations to establish a rational approach to their job problems. Then several plausible alternative solutions are examined before deciding on a plan of action. In the problem-solving approach it is a major discovery for many people to find out that not deciding too soon, but thinking and testing ideas, may lead to many excellent alternatives which would be missed with a quick decision.

There are degrees of simulation. Perhaps we merely describe a situation and get people talking about it at first, seeing how it looks to the various people concerned. For example, small groups in a PTA parent education program discuss from several points of view an assigned problem, "School dropouts are creating a disturbance outside a junior high school afternoons before school is dismissed." Five groups might discuss this from the point of view of (1) school principal, (2) guidance counsellor, (3) the settlement house on the next block, (4) the neighborhood community action committee, and (5) the dropouts themselves. In this exercise, the participants are examining a variety of viewpoints and possibly discovering a way to coordinate corrective action as these are shared. They are talking *about* a potentially real problem from several angles.

In deeper simulation the work groups take a task assignment in addition to a temporary identity. These participants might be assigned specific questions to answer as work groups, to consider from the viewpoints of the five characters above:

1. What could be done?
2. By whom? Who should be involved?
3. What other help could be obtained?
4. How could this problem be prevented?
5. What does "dropping out" *mean* today?

The discussion to follow would draw out the best solutions and implications for preventive action as well, tested from five angles.

A more complex degree of simulation might be a dramatization, such as one of the excellent *Plays for Living* series issued by Family Service Association of America in which a play illustrates issues which are then discussed by the audience. Or we might try simply assigning parts to persons to illustrate virtues and vices like the medieval morality plays—a skit, rehearsed, with a planned outcome but no script.

Any dramatization with no script has pitfalls—the repressed "ham" becomes irrepressible, or the shyness of one infects the whole cast. Some texts include *role play* within this caution. However, a dramatization can mean not a prescribed script or outcome, but rather a conversation in which the actors accept the discipline of another identity, in another situation, and work out a plausible solution. It is essential that the situation to be portrayed be clear and simple and that actors participate voluntarily in reasonable parts, cautioned not to overplay them. The outcome "just happens" as the roles unfold, but careful direction and briefing are crucial to insure that the points to be made are clearly understood. The "slice of life" has a beginning and ending, and between these points players stay in character and there is no coaching. At the ending, each actor comments on his feelings during the acting and then drops the role so that discussion involves him as well as the whole audience. Talking about possible other directions or outcomes is valuable for the whole group too, as are the insights from the role experiences of the players.

All of these dramatic devices have their uses but take preparation and may become ends rather than means, productions rather than learning devices. At even deeper simulation levels we encourage a participant to become involved emotionally in being someone else, enough to challenge his assumptions and old habits and to give insight about his own behavior as well as that of other persons. In other words, instead of watching someone else cope with a problem, here the participant is asked to identify completely with the role of another person and to speak from that standpoint, not his own. No audience except an observer is involved. The observer then comments on what has happened in an objective way, and the role players are helped to understand the meanings of their own and others' roles. General discussion highlights the implications. Good role play can give insight and depth to behavior analysis.

To illustrate, using the PTA work problem as the example, within each of the small groups roles would be assigned to the various members so that each small group would contain a principal, a guidance counsellor, a settlement worker, a community action committee member, a dropout, and a few "observers" to help analyze the findings. Having a parent play the role of the principal, for example, may help him to understand school regulations better than hours of explanatory lectures would. Time must be allowed for participants to report how they felt in the roles, what the observers noted, and what insights people have gained from the new vantage points.

Role play is potentially a very valuable learning experience, but a few words of caution are needed. Care must be taken to insure that a role does not violate the dignity of the individual, to ask adults to play children, for example. As in real life, each role should have within it the possibility of being played sympathetically by a person really seeking understanding of that viewpoint. Roles are not played to an audience. Each group carries on for its own insight, not to demonstrate for others. A complex situation is not necessary, since the point is to gain understanding of how things look to the other fellow. An example, cited by one respondent who is a strong advocate of role play, was its use in an introduction of a new policy about finance to a mixed staff and volunteer group. The members were asked to talk to a neighbor, reversing roles—volunteers spoke from the staff viewpoint and vice versa. Implications which might have become tension points were thus spotted. Anticipating the real situation, possible ways of working out knotty situations to make them mutually satisfactory were tested and analyzed during the reversals. Having expressed the opposite viewpoint in such an exercise, the staff member or the volunteer is not likely to return to his own true role unchanged in the ways of carrying it, nor unmindful of how it seems to the other fellow.

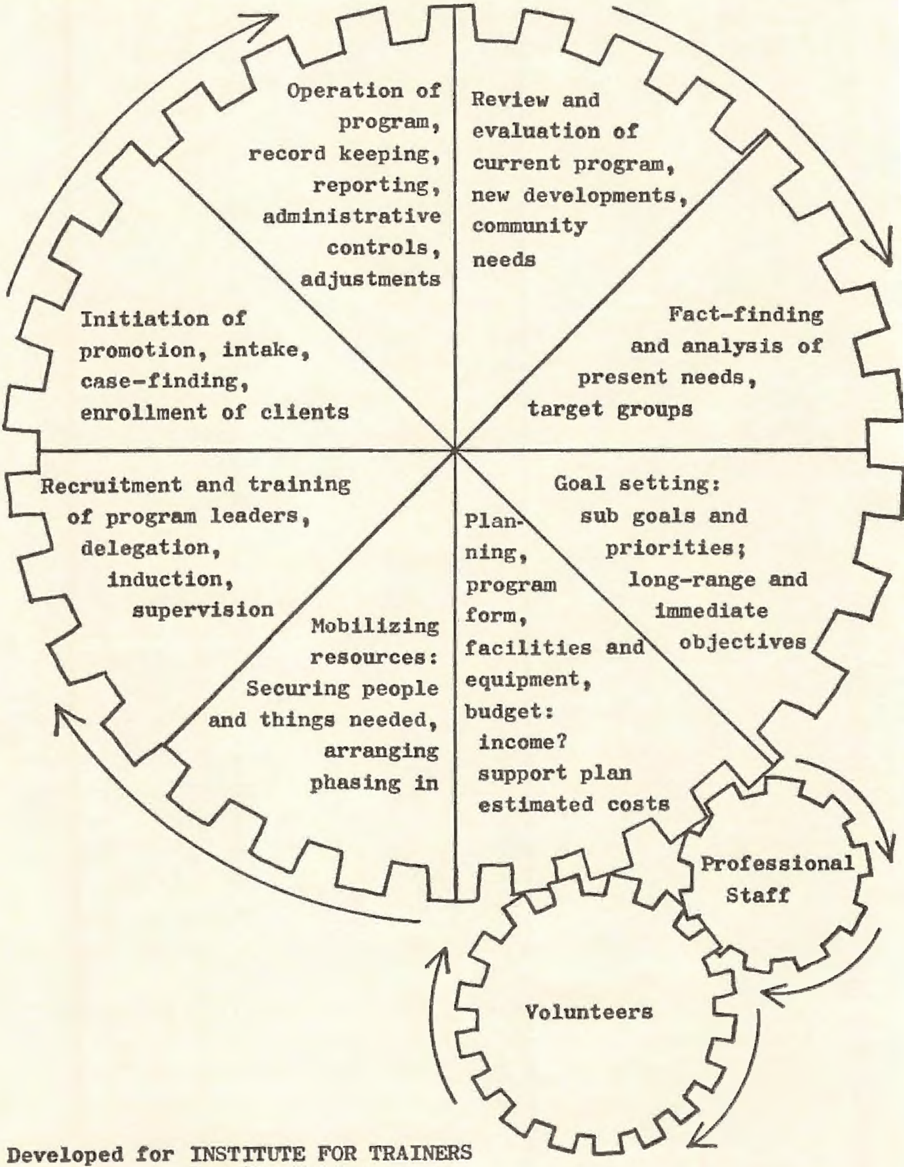
In some training situations, participants are assigned roles to carry over a considerable period of time. The class may become a board of directors, for example, with individual parts to play. The simulated situation leads to research by individuals for their roles, and the group might project a full program year, hypothetically developing concepts of what a board would do if it could, or could do if it would. Role play is especially effective in training volunteers who have specific tasks, such as recruiters or special gifts fund-raisers at interviewing, or committee members rehearsing a budget hearing.

Interviews

Another device for gaining understanding of other viewpoints is assigned interviews with actual persons. It is phenomenal how quickly stereotypes dissolve with exposure to real persons. Assignments for panels, debates or persuasion papers (which are documented from firsthand observation) take a student deep into a subject. He must internalize his learning in order to communicate it in his report to the whole group. An old educational principle is "there is no impression without expression." Kinds of assignments can be tailored to the individual learning needs of each student, some going deeper than others. The essential part of the learning is the "expression" stage, when a viewpoint is articulated for testing by the whole group. This kind of sharing increases the scope of everyone's learning and gives real mastery of at least his own assignment.

To illustrate a course, we might use an analogy of the problem-solving approach, in successive steps. If the course subject were *The Program Development Process* for board members, the pie illustration (Figure 10) gives the framework: The great pie wheel can turn only if the larger volunteer and smaller staff gears are empowered. Each program project goes through the eight stages represented by the wedges in clockwise succession, and short-circuiting

Figure 10. The Program Development Process


Review and evaluation of current program, new developments, community needs
Fact-finding and analysis of present needs, target groups
Goal setting: sub goals and priorities; long-range and immediate objectives
Planning, program form, facilities and equipment, budget: income? support plan estimated costs
Mobilizing resources: Securing people and things needed, arranging phasing in
Recruitment and training of program leaders, delegation, induction, supervision
Initiation of promotion, intake, case-finding, enrollment of clients
Operation of program, record keeping, reporting, administrative controls, adjustments
Professional Staff
Volunteers

Developed for INSTITUTE FOR TRAINERS
Dorothy McAdam
Harriet Naylor
National Board YWCA

the sequence gets everyone "out of gear." As the concept is first presented, the captions in the pie won't mean much. But after the course, when used in summary, the interrelationships of persons and tasks to the whole program fall into place. All the principles of involvement in decision-making come alive. The philosophy of program furnishes criteria for judgment. A ten-session course might look like the one included here.

Once the learners take hold of this sequential concept, individuals or teams can be given assignments to make a realistic plan including the budgeting and designing the training for the leadership. The exchange of these findings meets the need to take home some

A COURSE FOR BOARD MEMBERS

THE PROGRAM DEVELOPMENT PROCESS

Purpose: To develop an administrative perspective and skills required for agency policy determination

Session I. Program Planning as a Board Responsibility

	Teach by:	*Need:*
A. The cycle of program development	Lecture	Flannelgraph
B. Board responsibilities for leadership		
1) agency direction, community perspective	Discussion	Blackboard
2) policies and plans		
3) program support		
C. Staff role	Small groups with individual staff members	Job description
1) field analysis, special knowledge		
2) policy development, implementation		
3) administration and execution		
D. Committee responsibilities	Panel of chairmen	Annual reports Committee manuals
1) research about needs, field or interest		
2) Recommending projects, goals, priorities		
3) Review of all program		Agency calendar, Individual blank calendars
4) Reporting to Board, community		
E. Schedule—Timing and Phasing	Discussion	

Session II. The Review and Evaluation Function

A. Fact gathering about current situations	Symposium	Committee chairman, Program staff, Community leaders, Survey replies
1) from committees	Reports	
2) from staff	Interviews	
3) from community	Assignments to groups	
4) from affiliates, branches, etc.	Agency reports	

A COURSE FOR BOARD MEMBERS

The Program Development Process

Purpose: To develop an administrative perspective and skills required for agency policy determination

(*Continued*)

	Teach by:	*Need:*
B. Fact analysis	Active investigator in the community	Copies of goals
1) Relationship to priorities and goals		Census tract Surveys, etc.
2) Relationship to community needs		Newspapers
3) Relationship to community resources		
C. Sifting of needs		
1) Continuing needs	Lectures	Executive and President
2) Emerging needs, target groups	Discussion	Tabulation by participants
Session III. Goal Setting		
A. Who should participate? How involved?	Discussion	Total group
B. What is trend in community?		Social planning group
1) Other agencies active	Report	
2) Special competency of this one	Lecture	Staff and volunteer leadership
C. What are varied goals?	Small group assignments	
1) Long range		
2) Intermediate range	Shared reporting	
3) Priorities and bench marks		
Session IV. Planning to implement goals		
A. What kinds of program would be needed?	General discussion	Trained leadership
B. Who should be involved in planning?	Lecture	Structure chart
C. Design of particular plans	Small work groups	Written group objectives
D. Facilities and equipment required	" "	
E. Estimates of costs	" "	Sample budgets
F. Support plans	" "	Guides to fees, fund-raising
Session V. Mobilizing resources		
A. Program facilities	Tour of agency	Staffing, mapping, guiding
B. Equipment	" " "	
C. Recruiting and selecting leadership	Interviewing	Tape recorder
D. Delegation of responsibilities	Role play	
	Practice job descriptions	Models
Session VI. Training for Leadership		
	Definition of:	
A. Administrative volunteers	1. teaching goals	Calendars
B. Staff	2. best teachers	Job description

	Teach by:	*Need:*
C. Operational volunteers	3. arrangements	Catalog of:
D. Supportive service staff	4. scheduling 5. phasing supplies	films, pamphlets, tapes, etc.
E. Supervision	Role play	
Session VII. Promotion and enrollment of clients		
A. Case finding 1) Information dissemination 2) Establishment of intake procedures	Media demonstration	Registration, rehearsals, forms etc.
B. Referral systems 1) Relationships to other programs 2) Clearances and acceptances	Representation	Inter-agency directory Written definition of standards
C. Analysis of work division into units for individuals	Discussion of manageable loads	Tabulate intake procedures
D. Assignments to program or service	Small groups establish intake criteria	
Session VIII. Initiation of service or activity		
A. Instigation of leadership, staff and volunteer 1) Motivation 2) Creative supervision	Charge to leadership Observation of program in action	Top leadership of organization Listening or observing assignments
B. Operations of services	Research about what information is needed, useful	
C. Record keeping		Sample records
Session IX. Evaluation		
A. Reporting system	Discussion:	Agency statistical expert
B. Check against criteria, agency competencies	Who needs to know what?	
C. Continuing needs	Work on observation reports	Public relations
D. Designation of new priorities	Sharing conclusions	Copies of stated goals
Session X. Summary		
A. Cyclical process reviewed	Lecture summary	Repeat visual (flannelgraph?)
B. Perspective of agency traditions	Film	Pictures of past annual reports, etc.
C. Survey of agency resources	Display	Publications Manuals
D. Inspiration for agency future	Charge to board members	President in person

new ideas, and actually some of the plans can be worked out afterwards "for real." The particular emphases in this course could be placed on any one of the phases, depending on the needs of the organization and the students at the time.

There is considerable current research to identify the functions appropriate for professionally trained staff to determine what will be required in their professional education as preparation. What we now need is the same kind of analysis of functions appropriate for volunteers who must be agency trained, and identification of what training can do to develop competence and confidence to make the volunteer role a satisfying one. Both job and the training for it should call for the best that is in the person and ensure that he is using his talents to the utmost and his time most effectively.

Training in any form is not a panacea. It is *one* way to help individuals grow and become more competent, more skilled, more aware and concerned about client and community needs, more dedicated to service. When we define what it is that he needs to be able to do, we will be able to say what he needs to know, what skills he should be taught and given a chance to practice and master, and what attitudes could be developed during the learning experience. Then we'll know what methods and techniques to use.

According to an HEW publication, which is as good as its title, *Training: Responsibility for Work Improvement,* the worker is more readily trained when the situation is kept close to the actual job to be performed. We learn 83 per cent visually, 11 per cent through hearing. We retain at varying rates: 90 per cent of what we say as we do a thing, 70 per cent of what we say as we talk about doing it, 50 per cent of what we see and hear, 30 per cent of what we merely see, and 20 per cent of what we hear, 10 per cent of what we read. These are sound guidelines to use in choosing methods and techniques.[61]

14

Personnel Administration for Volunteers

From the President's Commission on the Status of Women comes this statement:

> If volunteers are to be retained, intelligent planning is required to meet their needs both as workers and as people. Proper training is crucial to help volunteers become able workers who derive satisfaction from their work. A career approach to the job and opportunities for advancement would encourage volunteers to feel they *belong*, that they have a voice in program and policy and that their work relates to organization goals.
>
> Organizations also suffer a loss of valuable worker experience and skill through turnover in their leadership. Horizontal as well as vertical career development was suggested as a means to help a volunteer take valuable experience from one organization to another and/or to broaden areas of service at the community, state or national level . . . volunteer work can provide opportunities to acquire or retain various skills . . . provide outlets . . . new interests . . . opportunities to participate in worthwhile community projects . . .[49]

Since the volunteer cannot be rewarded with salary increments and formal professional promotion, it is imperative that everything possible be done to guarantee satisfaction from a good work experience and meaningful adequate recognition. Most of the universally recognized principles of administration for employed personnel are even more valid for volunteer workers, who *give* their talents and time. Certainly our objectives for volunteers are not very different from those suggested in Pigors' and Myers' classic text on personnel administration:

> Good personnel administration helps individuals to use their capacities to the full and to attain not only maximum individual satisfaction from their work, but also satisfaction as part of the work group. It is based on a fundamental belief in the dignity and worth of the individual human being and cannot condone manipulation of people as an acceptable technique.[45]

Their code of ethics also rings with phrases consistent with the highest ideals of voluntarism: "mindful of human dignity," "development of potential," "recognize merit without favor," "recognize fully the relationship of the work situation, the human being and society," "assignment to tasks for which he is best suited," "provide effective means for the employee [the volunteer] to be contributing to the operation of the organization."

A Development Plan

A carefully worked out program for the development of volunteer leadership would include these items.

1. *An inventory of jobs:* Analyzing the work to be done and dividing it into person-size parts, designing jobs which are meaningful in themselves, considering human needs as well as technical requirements—comfortable and yet demanding some stretching, being realistic about the timing and phasing needed. Jobs can be attractive combinations of tasks which seem feasible and are fun! Jobs must be coordinated so that each one person knows what is expected of him, how his work fits into a group project, and how the group project fits in turn into the whole. The volunteer must be told explicitly where help is available. Written job descriptions are essential. Jobs should fit together comfortably without duplication or gaps between, and with clear accountability designated.

A logical and psychologically sound progression of work opportunities should be open to a volunteer, giving a range of experience which has continuity and vitality because it is related and responsive to real needs, and makes possible a significant contribution to meeting them. The pace, sequence and duration of steps in the progression depend on the capacities of the individual and the openings available at points of readiness. We do not need to wait for readiness, but can develop it with supervision and training. All volunteer jobs are supplemented in the pattern of staff partnership, rooted in mutual respect, trust and faith in one another.

Mrs. Theodore Malsin, volunteer member of a national committee, told the related Girl Scout professional staff at a fall 1965 meeting:

> I don't believe there are any rules or magic formulas or pills which will guarantee a successful relationship with your volunteer. I believe that each of us is a distinct and different human being. As in any other relationship, it is necessary for the partners to work for an atmosphere of mutual respect and understanding. I say "work" because it really *is* work. Nothing worth having just falls upon us as "the gentle rain." If we want to get rich, we must invest our money in blue chip stocks; if we want to enrich a relationship then we must invest ourselves in it, being willing to give, to understand, to be tolerant, to be sincere, and above all to be honest. This kind of investment cannot help but bring the large dividends of effective and thoroughly enjoyable partnership.[38]

2. *An inventory of volunteers:* Registration of all active individuals and a continuing record of prospects and new recruits to be matched against the jobs and vacancies discovered should be centralized and available for recruiters, trainers and nominating committees (See sample Volunteer Registration Form, Figure 4). In concise form, this file holds information about background, skills, preference and interests, a curriculum vitae including an employed and volunteer work history frequently documented by references, training and special qualifications. It is ticklered to show the time the person has indicated he will be available. This file should always be checked before a search for candidates goes outside the organization. Periodically, the volunteer structure should be reviewed and a replacement chart developed to show possible candidates for jobs likely to become vacant. An inventory of vacancies is essential before recruitment plans can be made. Recruiters need to know the full range of opportunities open when they go out to recruit.

3. *A recruitment plan:* A plan for an individualized approach, concentrated on particular individuals to fill specific vacancies, can follow a broadside publicity campaign and pinpoint a continuous information program to members. A report form provides for a

record of the contacts and the referrals made. A new recruit is carried through the selection process into placement without a lapse of interest on the part of the organization or of the recruit. The entire recruitment process is based on the ideals of the organization, interpreting and relating them to the ideals and goals of the individual in such a way as to enlist him. The individual deserves a choice of opportunities which are appropriate and assurance of the organization's determination to effect a placement good for him and for the organization.

4. *Selection and placement process:* Enough time and enough information must be available to the advisory staff and to the person appointing for both of them to consider carefully the qualifications of candidates and their potential for a job which is vacant, matching the requirements of the job to the strengths of the candidate. The demands of the job as well as the obligations it entails are anticipated and described realistically in the offer. Several interviews indicated that the practice of a written offer with a written commitment can be useful for volunteers as well as for paid staff. The appointment of a volunteer should certainly be formalized with a mutual understanding of the obligations undertaken by the organization as well as the volunteer, preferably in writing.

The importance of the job is not minimized, nor the time it will take to be well done. The tangible and intangible rewards it offers are not glamorized either. The principle that ability and appropriate qualifications outweigh seniority in job selection and placement is just as essential in volunteer placement as for employed staff. The appropriate resources and supervision available are described and, at the outset, lines of accountability are established as part of the basic understanding. A pattern of training for orientation and learning the job begins with induction by the supervisor and related staff and points toward training to follow automatically at regular intervals.

5. *Induction and Supervision:* Every volunteer is entitled to help in getting started on the job from a supervisor who is technically competent. The volunteer authorized to delegate the responsibility will call upon staff advisers as needed, in the case of administrative volunteers. Staff supervises operational volunteers. This supervisory relationship between the two persons is a shared

responsibility for work toward a common objective. The individual being supervised assumes tasks of increasing scope and responsibility, with commensurate authority, as competence develops with experience and training. The supervisor channels administrative information, help and resources to the volunteer, prepares the person for training experiences, and makes referrals to appropriate educative opportunities. Transfer and promotion are recommended, when indicated, to ensure continuing growth. Recognition—giving credit where credit is due—ensures that accomplishments are valued and explicitly acknowledged.

The supervisors, by whatever title they are known, take responsibility to oversee the quality, variety and level of experience enjoyed by the volunteers for whom they are responsible, seeing that sufficiently challenging opportunities are constantly presented, but that the volunteers are not exploited, that advancement is anticipated and preparations are adequate. Regular appraisal of the work (not of the person) and its meaning to the person as a volunteer is undertaken with the supervisor at periodic intervals, and their joint decisions determine next steps.

6. *A comprehensive and unified training program:* Training is geared to the realities of organizational situations and individual needs, current priorities and upcoming demands of the work expected of each volunteer job. The teaching philosophy reflects the value system of the organization regarding the dignity and worth of persons, the importance of volunteer work, and the potential contribution of each volunteer to the achievement of organization goals. The best adult education practices reflect respect for the participant's investment of time, effort and self by careful planning to ensure a real learning process. This means an exploration of the capacities, interests and needs of each student, considering his educational and vocational experience, family situation, affiliations, and special abilities. Helping the students match their strengths and qualifications to the job requirements and the expectations of the organization, training supplements the strengths and nurtures his further development. Trainers should be the best informed, most dynamic and challenging, yet warmly supportive teachers we can find, and furnished with the best possible resources, helps and facilities for learning.

A conference on volunteer services sponsored by the National Federation of Settlements and Neighborhood Centers reported:

> Training for the job to be done should be as specific as possible. Training, however, does not stop at this point of preservice induction. It is a continuous process. As the volunteer develops in the program, there is an ongoing responsibility for the agency to provide the in-service training that will make possible the free use of the volunteer's potential in the program.
>
> The more demanding the job, the more importance given the training, the more the volunteer will appreciate his own importance and his contribution to the program. If the agency fails to develop this appreciation, its volunteer program will not achieve effectiveness.[60]

7. *Provision for mobility:* A carefully individualized process for promotion, transfer, and separation of volunteers from the job, ensuring adequate and appropriate recognition, is essential to retain the person for other assignments, to offer growth opportunities and to secure the benefit of actual experience for future use. An exit interview every time a volunteer leaves an assignment should be part of a systematic recording of job experience, summarizing reactions during the assignment. Conclusions about the effectiveness of the particular combination of tasks should include recommendations for qualifications of future incumbents, to be used in recruiting and training plans. The facts gathered in these records then become the basis for future job analysis and the future plans for the organization as well as for the individual involved.

Exit interviews and final reports should be kept as simple and objective as possible, but confidentiality must be maintained if requested. A volunteer should never leave a job with the feeling that no one has noticed. He should know that his contribution is appreciated and that his opinion about the work experience is as important to the organization as it is to him. We would hope he is moving on into an even more interesting and rewarding job. If not, we had better find out why he isn't!

The practice of references for referrals is occasionally used between parts of large organizations and among agencies. With the almost universal mobility of volunteers, referrals are becoming more important to facilitate placement in the new setting.

Better referrals are including specific recommendations and reasons, shared on a confidential basis. Few volunteers object to this practice. Character reference requirements are sometimes resented although they are being used more and more, especially for leaders of youth groups. Aids to good placement are acceptable when related to the needs of persons, not organizations.

Planning Now for Future Needs

The phrase "career volunteer" has been distorted in meaning by being used to designate a volunteer with a rather dilettante attitude who often leaves the actual work to other persons. This is unfortunate, because a career as a volunteer can be a very exciting and gratifying life experience. There is no reason why a planned work experience with appropriate training and progression from one step to the next cannot be just as satisfying to the unpaid worker as it is for employed staff.

Most of the respondents in this study noted a great increase in movement from volunteer to paid staff positions, and the converse is often true as well. Some of the attrition in volunteer ranks is due to this change of role rather than a total loss of the person to the organization. It is becoming common practice for agencies to look hard at volunteer members before going outside to recruit for staff.

Recent research has indicated that the tangible rewards from work in voluntary organizations loom large for both staff and volunteers, far more than we had assumed. Meaningful recognition can take many forms besides salary. Betty Friedan, among her rather sweeping generalities, seems to feel that it takes a paycheck to prove that a woman can feel real fulfillment, but those of us who have worked with conscientious, creative and responsible volunteers know this is simply not true. Fascinating to theologians, sociologists and psychologists is the current disease affecting the uninvolved person, his anomie and defeatism. There is a very effective antidote: a volunteer job. Opportunity should be open to every person for his own sake, as well as for what it could mean to community services.

> In large measure . . . women of minority groups and low income families have in the past been left out of this form of activity. Special attention should be given to assuring their active participation . . .

> Increased stress on standards and increased specialization by voluntary agencies in many fields—social work, recreation, health—call for high levels of volunteer performance. When pursued in a disciplined fashion and in accordance with standards comparable to those of employed persons, volunteer activity constitutes valid work experience that merits recognition if and when the individual performing it seeks paid employment. Voluntary agencies should keep records of such work and make them available on request.[3]

Good personnel administration for volunteers will not be achieved overnight. We may need to start with a hard look at our purposes, total structure and program, to make sure we really have a right to ask people to serve. It takes time to get everyone throughout the organization behind such an effort, to reassure them that this is not critical of them, but convince them how serious shortages are and how long they seem to be going to last. We shall have to underwrite more costs in finding and keeping volunteers who are needed. We can ill afford nostalgia for the good old leisurely days when some of our habits and attitudes were formed. Too many potential volunteers will pass us by while we are looking backwards.

> . . . . We often rely on traditional institutions to solve current problems. We are aghast at the feudal ways we see elsewhere. We worry over the stagnation resulting from the Indian caste system—socially useful, incidentally, once upon a time. What about our own caste systems? What about the traditional social and political organizations in our own country? Both at home and abroad we tend to do business in the same old way with the same old tradition-bound organizations. Too often they are barnacle-bound—without the reflecting surfaces to see the new and different problems, without the cutting edge to create new patterns.[6]

Voluntarism is quite literally the heart of democracy. Spontaneous efforts, which over a period of time are organized into effective services, are the strength of social institutions. Woven into the fabric of Western society is an awesome responsibility to carry on such traditions. To fill the shoes of the selfless and imaginative people who originally conceived of services and organized agencies for our communities is a difficult assignment. Even more awesome is the realization that the present leaders are the ones who *must* see that there are capable people ready to carry on. The revolutionary times in which we serve demand our best efforts for survival, and we must push on to raise the level of life in our communities.

The United Community Funds and Councils has cautioned today's agencies:

> Most revolutions result in the destruction of established institutions, at least those that are rigidly resistive to change. There is much worth saving in our existing structure of voluntary and government health and welfare service. This includes many of the methods of organizing, financing and dispensing services, techniques of inter-agency cooperation, professional staff know-how, volunteer leadership and dedication, and a priceless reservoir of goodwill on the part of the American people.[63]

Bogged down in the morass of managing today's business, it is difficult to face the fact that what is done today will determine the quality of leadership for tomorrow. It is our job, here and now, to reach good people, to convince them how important voluntarism is, to nurture their concern, welcome them into sharing leadership, and give them the help they need to pick up and carry on. Leadership shortages must be faced squarely, given our most objective and creative thinking, and top priority in our plans. In a shift of primary targets, we shall also have to appeal to people available today who have not traditionally served, but who have a huge stake in voluntarism too, although they may not realize its potential. Chief among these are the blue-collar worker and his wife.

> In a modern, large-scale, democratic society, voluntary associations are a means for furthering the political and economic interests of individuals. This implies that political effectiveness demands that the individual participate in the political processes as a member of an organization. His organization membership, therefore, serves to further the function of helping him transcend his day-to-day activities on the job and in the family by establishing linkages with the broader community and society. By mediating between the individual and the state, associations protect the individual from the unrestrained exercise of power and, by the same token, serve to protest the "elites" who control and exercise this power.
>
> The latter are particularly vulnerable to "direct action" by "masses" not tied to the political system through associations, that is, action organized on the basis of ideologies subversive of the institutions

> underpinning the positions of the "elites" and feeding the anxieties of alienated individuals living under conditions of social crisis. From the perspective of the democratic system as a whole, then, voluntary associations are key structural elements.[54]

It is incontrovertibly evident that both staff and volunteer shortages, with which we have become so uncomfortably familiar in the last few years, are going to be with us for some time, and are likely to get worse before they get better. The stopgap measures and poorly coordinated efforts we have been using are not enough. Like Alice, we are having to run faster and faster to keep from slipping behind. Nothing short of our best is going to enlist the volunteers we want and persuade them to stick with us.

On the whole, we have done better about staff than we have about volunteers. Certainly shortages are still there, but at least we are beginning to get salary levels up enough not to be embarrassed about them, although there is a long way to go. What used to be regarded as fringe benefits are becoming part of basic provisions offered. Job descriptions and staff development programs are almost universally known, and most agencies have personnel practices and procedures defined and reviewed regularly. Now it is high time we turn our attention to some of these measures for our unpaid workers.

Each organization can move step by step into its volunteer development program. The dividends will make the difference between just holding our own or really meeting the community needs of the future.

The full effectiveness of health and welfare programs, whether voluntary or governmental, is in direct ratio to the extent of citizen understanding and support. Both can be immeasurably increased through meaningful voluntary citizen participation.

> But the problems are changing every day—and changing faster than our mossbound efforts can cope with successfully. We desperately need innovation, creative, imaginative ways of tackling today's problems and a real change in the spirit and the structure of the organizations and institutions through which social and economic self-reliance can be built.[6]

> We recognize that in voluntary programs there have been many changes in attitude and method over the years, reflecting changes

in social and economic thinking. From the giving of personal assistance to unfortunate or poverty-stricken members of the community, voluntary work has moved forward to include programs to change economic or other environmental conditions that produce poverty or other problems, and broad social action programs. Whereas at one time, volunteers in large part worked within a framework of a variety of privately sponsored agencies, today large numbers of volunteers, especially in developing countries, take part in broadly conceived national programs of social development in which the volunteers and the government work together and through participation in which volunteers grow in their awareness of basic needs, receive training and work toward improving standards of life. Voluntary activities, once limited largely to those with leisure, now include people from all walks of life.[12]

A New Dynamism

A new dynamism is emerging with the new volunteers entering service in the anti-poverty, community and mass action, and human rights movements. The older established voluntary agencies have invaluable know-how to share and strong incentives to serve, as well. There is hearty respect for what volunteers can accomplish and ways they have found to make effective contributions while having an enjoyable experience. Now some old patterns must be changed to respond to new spontaneous, idealistic action-oriented volunteers. The caste system which denied leadership to people from blue-collar or unemployed ranks is being swept away. These are persons with time and untapped ability. They constitute our greatest potential manpower resource for volunteers—not predisposed to volunteering, but indefatigable and effective when they are encouraged to try and are nurtured on the job. With help, the emerging volunteer will learn the art and the skills of leadership and the breadth of concern which in earlier times came from *noblesse oblige.*

Edward W. Brice, from his vantage point of heading adult education in the US Office of Education, noted the marked trend toward more provisions for volunteer development, heavier responsibilities carried by volunteers, particularly in decision-making. He predicts "growth in participation, more training opportunities, better organized training courses and better utilization."

New recruiting patterns and training customs will appeal to the people we need and communicate the kinds of learning today's volunteers will need to have. As Robert Hilkert put it so well:

> The new dimensions, the new directions, place upon Councils of Volunteers and many other planning groups, the necessity to face and solve new problems. There will be more volunteers. Many volunteers will be younger, and many will be older. They will come from every segment of the community and not just from some segments. The ratio of volunteer to professional will rise. Old services will continue, although possibly not all of them, and the need for new services arises with each passing month. New patterns of training and supervision must be devised. The new order of volunteerism comprising the much more broadly-based representation will present barriers—even the one of communication—which must be met. The whole phenomenon of change will not pass us by as though we possess some kind of immunity. While we must adapt to change, we must not lose our roots. Adapt—but hang on tight to that which is central.[29]

The needed changes provide opportunity for a deeper experience more essentially related to human values, and more directly responsive to human need, more gratifying to the individual volunteer and to the organization enjoying the gift of his service. The procedures and practices reflect a fresh approach to policy: Everything that strengthens the employment relationship can be adapted to practices in work with volunteers.

Free of worry about wasted time and effort, more free to innovate in program, more confident of his skills and comfortable in his placement, trained and supervised to accomplish what he didn't dream he could—tomorrow's volunteer will keep democracy alive and, responsive to the revolutionary times, preserve the valuable and meaningful while sloughing off the obsolete in the old established services and creating the needed new ones.

15

Postscript

In the time since the original manuscript and this present paperback edition of *Volunteers Today,* the author is confronted with the usual dilemma about revision, and the paradox pointed out by Marshall McLuhan when he called the printed page a rear-view mirror. There is much which could be said to prepare leaders of volunteers for the demands placed on them as administrators by new developments in the field of voluntarism and volunteering. As everywhere else, change is multifaceted, and changes in one part of society, or of an organization, inevitably cause changes in other parts. Yet, in many ways, the French are right "Le plus de change, Le plus la meme chose." There is very little in the concepts set forth in the original which needs anything but more attention on behalf of the millions more volunteering today. Volunteers still need to be regarded as valuable persons with unique potential values for the imperatives of today's social, health, psychological, correctional, educational and cultural services, which we now tend to lump under the generic term *human services.*

Advocates For Human Services

The original introduction, citing the phrase "maximum feasible participation of the poor" in OEO legislation, anticipated some changes in the constituency of volunteering. History has certainly borne out, particularly the point, that new ways of training and supervising volunteers would be needed if they are to grow into effective leaders and administrators. We are still wrestling with the planning of good developmental experiences for persons without time or interest in the leisurely patterns of the past. Not only are the poor participating as volunteers, but they have helped to bridge the gap between the consumers and the providers of services in the program development, goal setting and delivery of services. As advocate of consumerism, the original edition anticipated this operational effect of the unwillingness of disadvantaged persons to remain unserved or poorly served. Consumerism has been greatly augmented by articulate, informed advocates from other strata of society as well. With no prescience about Ralph Nader, the extent of this impact on law and business activities was not foretold, though we often use it as an illustration of what one concerned citizen can do. Now we need a Ralph Nader as advocate for the quality of human services as well as of manufactured products; someone to describe the risks involved when a person has to wait all day to be seen at a clinic, even though he had a nine a.m. appointment (and discovered that so did everyone else)! Many of us hope that the new National Center for Voluntary Action and its network of local Voluntary Action Centers will take on this advocacy responsibility for people; as clients, patients, inmates, probationers or whatever service target label they bear, and for corporate voluntarism, the agencies intended to serve which have seen their sources of support shrivel, as predicted. Volunteering is healthy for individuals as living things, and voluntarism is healthy for a pluralistic democratic society.

Very specific benefits to volunteers as individuals have been proved recently taking the pious wish into scientific fact: senility is postponed, acting-out delinquence prevented, tutors increase their own knowledge and skills. As we provide volunteering opportunities to persons who are victims of one handicap or another, and they are enabled to be givers as well as receivers of services, self images and motivation rise. So we now believe volunteering should be a basic human right, not a privilege of already advantaged persons! Volunteering becomes a step in rehabilitation when the victim tests his abilities, learns new skills, becomes a very important person because of what he can do for somebody else.

Meaningful Involvement

The plea for meaningful assignments and real involvement with problems and deep relationships with person-to-person has been heeded in every field of activity. Volunteers are avidly soaking up training and seeking supervision as they develop skills as family counselors often bridging families between fragmenting services. As members of interdisciplinary teams their neutrality and holistic perspective is appreciated by overloaded specialists with limited time for the human touch. *There are very few jobs which cannot be extended, reinforced or enriched by a volunteer partner in the work to be done.*

Extending, Enriching, Reinforcing Services

Roles which offer real prevention of human problems and really rehabilitative activities are replacing the palliative kinds of activities to which volunteers used to be limited. The strength of relationship with a concerned friend offers incentive to make use of services offered by new agencies. This is especially true when specialists use volunteer help to interpret their objectives. The trusted volunteer helps people who need help to seek and make good use of it. Sometimes skilled paid specialists limit their function to diagnosis and prescription, counting on volunteer helpers to carry out long practice sessions, as in physio-therapy, encouraging the client and reinforcing the newly acquired abilities. The volunteer can take time for individualized progress, carrying the person far beyond where he could go alone, or where overloaded paid staff could take him. Having his own volunteer opens doors to new levels of experience for persons needing human services. Time for fun, resources for cultural experiences and a spiritual dimension can be offered by the volunteer. Sharing a hobby or an aesthetic interest furnishes a strong bond between volunteer and client or "consumer." Good staff-volunteer partnerships usually develop new skills in each partner which he didn't know he had. And, as there always have been, there are new services developed by volunteers which prove so valuable that people are employed to guarantee that the new service will be available full time, or on a wider basis.

Volunteers continue to widen the scope and depth of their activities, sometimes, on their own, but optimally with encouragement and vision contributed by their staff associates. To be essential, to be needed, is the strongest retentive force a volunteer feels. Where turn-over rates are high, this is often the missing ingredient.

The question of the survival of voluntarism in the United States has assumed critical proportions, particularly in agencies whose service is not direct, but is concerned with coordinating, planning, or mobilizing support from the public. Caught between consumer pressures and economic limitations, both from outside their normal range of operational activities, these agencies need all the allies they can find in the community. But many overlook the service volunteer who may well hold the key solution of many of their problems. Such agencies cannot lobby on their own behalf without jeopardizing their tax-exempt status which as a lure to givers is essential to their survival. Our young, particularly student and minority protestors have pinpointed the fact that our law-makers are much more responsive to special interest of profit serving groups than to altruism. This is not surprising when the resources and numbers of lobbyists for the common good are compared with those of special interests, or tax-payers as voters. Voluntarism needs friends in high places too.

Volunteer Influence

Governmental services are suffering similarly: our money goes not to developing human services, but to military and bureaucratic forces which dehumanize. Someone must pick up the torch and speak for people who cannot speak for themselves: the elderly, the ill, the imprisoned, and particularly the child whose fullest potential may never be realized unless his developmental needs are met as they occur. Service volunteers see the impact of curtailed services, or lack of any at all. They can speak with the authority of firsthand observation and experience. But we have not helped them to be heard where they could influence the people who make pervasively influential decisions about national priorities. They are often used as band-aids to preserve archaic service patterns. Their altruism keeps them volunteering, when they are really being used to perpetuate the very problems they deplore. Senior power is coming into its own, because of its political potential. Service volunteers are waking up to their latent powers too and they will become adversaries allied with consumers unless administrators bring them into planning for service objectives and delivery patterns. Local Voluntary Action Centers are becoming concerned with the role of the volunteer in service *receiving* patterns. Volunteer power has an unlimited ceiling!

Shortages of trained professionals still exist while needs of an exploding population still go unmet. But shrinking budgets, mergers in which planning and coordinating functions sometimes get lost, and the use of less highly trained staff for formerly professional functions have made many of the disciplines employed in human services more wary than ever of volunteers. No professional education curriculum prepares practitioners adequately for work with volunteers. A curriculum must be developed to focus on using talents effectively, supervising educatively, amplifying professional effectiveness and developing allies who would go to bat for them at the drop of a hat! Without citizen advocates speaking free of self-interest on behalf of objectives shared with the professions, public support for intangible services is hard to muster. Volunteers active in a program have a ring of unmistakable authenticity. They also have a network of relationships to other citizens in churches, service clubs, ethnic groups and neighborhoods which can be commandeered for a cause. Paid staff could never muster these people alone: not having volunteers can mean not having friends when you need them!

The Emerging Profession

An important relatively recent development in the field of voluntarism is the concept of the administration of volunteers and service programs as an emerging profession, not a part-time peripheral activity. In the staffing patterns for organizations using volunteer services, it is becoming more usual than not to have a title like Director of Volunteers, and to seek high levels of competence to fill it. In the fields of mental hospitals and of state schools for the retarded, this is being enforced as a requirement for accreditation. In earlier days, this staff member tended to be an ex-volunteer who settled for low salary because it was often a second income in the family, and she—most often it *was* she—felt somewhat guilty to accept pay for doing much like what had formerly been done as recreation. Rising consciousness about the way women have been exploited as volunteers has led the National Organization of Women to frown on service roles but to encourage activist roles for volunteers. It is ironic that as programs grew in complexity, salaries rose somewhat, more men entered the field, especially in organizations like the Veterans Administration hospitals. At this point in time, Directors of Volunteers enter from many fields; recreation, case work, community organization, community development, education, and nursing are well represented. Each brings valuable insight from differing perspectives, so it is an exciting time to be actively hammering out new concepts of service, new combinations of knowledge common to many fields.

Gradually, a common body of knowledge is being identified, particularly in the administrative area, as essential to volunteer effectiveness. Many short term, non credit courses are being offered, all with the common problem of teaching groups with such a wide range of experience and divergent or competitive fields of activity as now occupy the jobs. We have not attracted the idealistic young at the point they make career decisions. Therefore we are trapped with people already aware of imperative learning needs for day-to-day operations, unwilling to look wide and far into the future for other implications of their work, and anxious to survive as employees *now*. The less formal educational institutions are beginning to see the career potential, and academic respectability is beginning to be earned. In the meantime, the demand for persons personally and characteristically able to give leadership to citizen volunteer programs is growing faster than selection standards can be developed to aid in the talent search. It takes a remarkable combination of enthusiasm, flexibility, sensitivity and courage to practice an undefined profession. It takes a juggling act to keep volunteers, while at the same time satisfying the community, the consumers of the service, the staff employed to provide the service, and still meet the administrators need to have the whole operation look good. Many balls are in the air, all the time, and leaving to get further training may mean the loss of some of them.

Some possessiveness about organization form or field of practice is blocking professionalization in the idealistic sense of persons devoted to service above self. Status needs, and taking everything deadly serious during these formative years make collaboration and cooperation among potentially competitive organizations more difficult than it needs to be. There is also a very real danger that professionalization with all its trappings will stifle the spontaneity and quick warm responsiveness which have given the work enjoyability. People who cannot survive an atmosphere of ambiguity and confusion should not attempt to manage a volunteer program. Academia will be hard put to provide a standardized curriculum for qualification requirements which will enable people they educate to survive in this new career. Terms have different meanings in each of the fields of practice and disciplines involved. Just to define a volunteer these days is a philosophical conundrum. The rise of whole family volunteering is just one of the tremendous challenges that must be met.

But to see the beautiful things that can happen with a good volunteer, a good staff partnership, or independent volunteering by families as units or spontaneous groups is worth all the overtime and worry involved. More people are getting involved all the time—and enjoying it more. Volunteering may not solve all our community problems, but without it, the prognosis is pretty grim. As de Chardin has put it:

> "When man has mastered the wind and the wave, the stars and the forces of gravity, and channels the forces of love for God, mankind for the second time in history, will have discovered fire."

Appendix

Questionnaire with Responses Tabulated in Percentages

This questionnaire went to persons who have been concerned with volunteers for a number of years. They were asked to use a check mark by each type of volunteer participation to indicate whether the extent of volunteer participation in each type of activity was more, the same, or less than it was five years ago.

The response has been totalled for each activity to indicate the percentage of persons who checked "more," "same," and "less."

	now more	*same*	*%* *less*
1. Provision for volunteer development	1. 90.5	0	9.5
a. emphasizing program dissemination	a. 70.6	23.5	5.9
b. emphasizing organization needs	b. 64.9	32.4	2.7
c. emphasizing skill development	c. 64.7	29.4	5.9
d. emphasizing growth and development	d. 70.6	26.5	2.9
e. emphasizing other (specify)	e. —	—	—

Example:

2. Volunteer responsibility	2. 58.8	35.3	5.9
a. essentially undefined	a. 21.7	47.8	30.4
b. in policy determination	b. 42.4	45.5	12.1
c. in program activity leadership	c. 60.0	31.4	8.6
d. in program support	d. 64.9	35.1	0
e. in program interpretation	e. 54.8	45.2	0
f. other (specify)	f. —	—	—

Example:

3. Volunteer involvement in decision-making	3. 18.2	72.7	9.1
a. goal setting	a. 57.1	37.1	5.7
b. planning program	b. 55.5	38.9	5.6
c. promotion and support	c. 61.8	35.3	2.9
d. operation of activities	d. 45.7	40.0	14.3
e. evaluation	e. 57.6	30.3	12.1
f. other (specify)	f.		

Example: ____________________

____

4. Qualifications required of volunteers	4. 87.5	0	12.5
a. education	a. 41.6	54.1	4.2
b. special training	b. 64.3	32.1	3.6
c. commitment to organization	c. 42.9	53.6	3.6
d. enthusiasm, ability to interpret	d. 56.7	43.3	0
e. ability to give financial support	e. 24.1	27.6	48.3
f. other (specify)	f.		

Example: ____________________

____

5. Learning experiences provided volunteers	5. 66.6	33.3	0
a. observation	a. 48.4	48.4	3.2
b. apprenticeship	b. 48.1	44.4	7.4
c. group orientation	c. 55.5	36.1	8.4
d. job training	d. 48.3	48.3	3.4
e. supervision by staff	e. 56.7	30.0	13.3
f. direction by volunteers	f. 44.4	40.8	14.8
g. other (specify)	g.		

Example: ____________________

____

				%
		now more	*same*	*less*
6. Recognition for volunteer service	6.	25.0	43.7	31.2
a. tangible service awards	a.	40.0	40.0	20.0
b. citations and testimonial ceremonies	b.	41.6	45.8	12.5
c. promotion to greater responsibility	c.	44.4	44.4	11.1
d. promotion to greater status position	d.	20.0	70.0	10.0
e. other (specify)	e.	—	—	—

Example:

7. Volunteer turnover	7.	47.0	47.0	5.9
a. due to moving away	a.	46.4	50.0	3.6
b. loss of interest	b.	19.4	64.5	16.1
c. burned out, overwork	c.	27.3	57.6	15.1
d. "promotion," greater community role	d.	45.4	54.5	0
e. disuse of potential ability	e.	20.0	72.0	8.0
f. taking paid employment	f.	82.7	17.2	0
g. return to advanced education	g.	68.0	28.0	4.0
h. other (specify)	h.	—	—	—

Example:

8. Forecast for five years from now:

Submitted by:

I do do not wish to be identified in a report of these findings.
My organization affiliation is:
This may may not be identified in a report of these findings.

References

1. Adams, Dr. Ethel: "Motivation, A Changing Picture of the Volunteer," *Workshop Summary,* Association of Volunteer Bureaus, United Community Funds and Councils of America. Speech at National Conference on Social Welfare, Atlantic City, New Jersey, May, 1965.
2. Allen, Martha: Speech to Council of National Organizations, Adult Education Association, New York City, November 26, 1965. See also *Creative Adaptation to Change,* Campfire Metropolitan Critical Areas Projects, 1965.
3. *American Women,* Report of the President's Commission on the Status of Women, 1963.
4. Bakken, Elmer H.: "Our Experience with Inner Space" in *Exploring Inner Space,* April, 1964, meeting of Committee on Volunteer Services, National Social Welfare Assembly, New York, May, 1964.
5. Barry, Ruth, and Wolf, Beverly: *Motives, Values and Realities,* College Press, New York, 1965.
6. Baumgartner, Leona: "The Road to Change," speech to New York State Conference on Social Welfare, New York, 1964.
7. Biddle, William: *The Community Development Process,* Holt, Rinehart & Winston, New York, 1965, p. 118.
8. Cervantes, Lucien F.: *The Drop-Out,* Ann Arbor, University of Michigan Press, 1965.
9. *Channels,* October 15, 1965, National Public Relations Council of Health and Welfare Services, Inc., New York.
10. Church, David M.: *How to Succeed with Volunteers,* National Public Relations Council for Health and Welfare Services, New York, 1962.
11. Cohen, Nathaniel: *The Citizen Volunteer:* his responsibility, role and opportunity in modern society, Harper and Rowe, New York, 1962.

12. Coit, Eleanor: *Volunteers Can Make the Difference,* five papers on various aspects of citizen participation in the community, Committee of Correspondence, New York, 1964.
13. Cope, Suzanne D.: "Creative Use of Volunteers," speech to Federation of Protestant Welfare Agencies, Inc., Workshop for Board and Staff Members, New York, 1962.
14. Cronin, Ann: Director, Seven College Workshop, "Reclaimed Housewife," *Women's Education,* September, 1964, Vol. III, No. 3.
15. Delliquadri, Fred: "Who Needs Voluntary Agencies?" speech to National Public Relations Council of Health & Welfare Service, National Conference on Social Welfare, Atlantic City, New Jersey, May, 1965.
16. *Developments in Family, Youth and Child Welfare and In Planning Organization and Administration of Social Services, 1962–63.* Material for Biennial Report to United Nations, U.S. Dept. of Health, Education and Welfare Administration, Washington, D.C., 1964.
17. Dodson, Dan: *The YWCA in a Changing Era,* National Board YWCA, New York, 1960.
18. *Economic Opportunity Act* of 1964, Amendments 1965 by Jack Fastean, OEO, Washington, 1965.
19. Feeney, Helen M.: *Training in a Girl Scout Council,* Girl Scouts of U.S.A., New York, 1958.
20. Ferguson, Glenn, Director of VISTA, "A Governmental Agency," *The Volunteer's Contribution to the Solution of the Problems of Poverty,* National Social Welfare Assembly, New York, May, 1965.
21. Fortune, Hilda J.: *Shared Leadership,* Center for Human Relations Studies, New York University, New York, 1965.
22. *Frequency Tabulation,* Appendix.
23. Gardner, John: "Lack of Leaders Seen by Gardner," p. 1, *New York Times,* Dec. 14, 1965. Also see "Anti-Leadership Vaccine," Carnegie Corp., New York, 1965.
24. Glasser, Melvin: "What it Takes" in *Volunteer and Professional Staff 1962 Models,* National Conference on Social Welfare, New York, May, 1962.
25. Gratz, Lois: *YW Board Members and the Executive Director,* National Board YWCA, New York, 1966.
26. Hecksher, August: "Politics of Conscience" in *New Trends in Citizen Involvement and Participation,* National Social Welfare Assembly, New York, 1966.
27. Herring, Elizabeth B.: *Leadership in YWCA,* National Board YWCA, Publications Services, New York, 1951.

28. *Higher Education Act,* Section-by-Section Analysis, U.S.H.E.W., OE 50045, U.S. Government Printing Office, 1965, Supt. of Documents, Catalog F8 5.250: 50045.
29. Hilkert, Robert: "What Direction Volunteerism?' United Community Funds and Councils of America, Speech at the National Conference on Social Welfare, Atlantic City, New Jersey, May, 1965, pp. 4 and 6.
30. Houle, Cyril O.: *The Effective Board,* Association Press, New York, 1960.
31. Johns, Ray: *Confronting Organizational Change,* Association Press, New York, 1963.
32. Johnstone, John W. C., and Rivera, Ramon J.: *Volunteers for Learning,* Aldine Publishing Co., Chicago, 1965.
33. Kernohan, Frances K.: "Use of Volunteers in Public Welfare, a Progress Report" in *The Observer,* Junior League of the City of New York, Jan., 1965.
34. King, Clarence: *Working with People in Community Action,* Association Press, New York, 1965.
35. Larkin, Kathleen Ormsby: *For Volunteers Who Interview,* Volunteer Bureau, Welfare Council of Metropolitan Chicago, 1964.
36. *Leader's Guide for Unstaffed YWCA Units,* National Board YWCA, New York, 1965.
37. Levenstein, Aaron: *Why People Work,* Changing Incentives in a Troubled World, Crowell-Collier Press, New York, 1962.
38. Malsin, Mrs. Theodore: "The Volunteer-Professional Relationship," *Newsletter,* Vol. 31, No. 1, Jan.-Feb., 1966, Girl Scouts of U.S.A.
39. *Management Information,* Elliott Service Company, Mt. Vernon, New York, Aug. 23, 1965.
40. Martin, Virgil C.: "Voluntary Responsibility for Influencing Public Social Policy," in *New Trends in Citizen Involvement and Participation,* National Social Welfare Assembly, New York, 1965.
41. Mills, Katherine (Mrs. Abbott): "Career Planning for Volunteers," *AAUW Journal,* May, 1962, Vol. 55, No. 4, pp. 240–242.
42. Mogolof, Melvin B.: "Involving Low-Income Neighborhoods in Anti-Delinquency Programs," *Social Work,* Vol. 10, No. 4, October, 1965, National Association of Social Workers, New York.
43. New York State Board of Social Welfare Annual Report for 1964.
44. Niles, Catherine (Mrs. Philip C.): "New Use of the Volunteer," speech to New York State Conference on Social Welfare, New York City, Nov., 1964.

45. Pigors, Paul, and Myers, Charles: *Personnel Administration*, 4th ed., McGraw-Hill, New York, 1961.

46. *Placing Volunteers*, American National Red Cross, Washington, 1965 ed.

47. *Probing Volunteer-Staff Relations*, Council of National Organizations, Association Press, New York, 1963.

48. *Recruiting, Selecting and Placing Volunteers*, Girl Scouts of U.S.A., 1962.

49. *Report on Four Consultations*, The President's Commission on the Status of Women, Part II—New Patterns in Volunteer Work, Supt. of Documents, U.S. Gov't. Printing Office, Washington, D.C., 20402, October, 1963. Part IV—Problems of Negro Women.

50. Respondent number 53, who asked not to be identified.

51. Reisman, Frank, and Pearl, Arthur: *New Careers for the Poor*, The Non-Professional in Human Service, Free Press, Glencoe, Illinois, 1965.

52. *Rush*, Presbyterian Church newsletter to local churches.

53. Shriver, Sargent: *Point of the Lance*, Harper and Row, New York, 1964.

54. Shostak, Arthur B., and Gomberg, William: *Blue-Collar World*, Prentice Hall, Englewood Cliffs, New Jersey, 1964.

55. Sills, David: *Volunteers, Means and Ends in a National Organization*, Free Press, Glencoe, Illinois, 1957.

56. Smith, Constance: *Continuing Education for Women*, speech to AEA-CNO Forum, Annual AEA Conference, New York, November, 1965.

57. Sorenson, Ray: *How to Be a Board or Committee Member*, programmed by William C. Tuck into *Step by Step in Better Board and Committee Work*, Association Press, New York, 1962.

58. Tarcher, Martin B.: *Leadership and the Power of Ideas*, Harper and Row, New York, 1965.

59. Thomas, Mary-Alice: *What Change Calls for in Quality of Staff*, Speech to Northeast Field Staff, National Social Welfare Assembly, Dec. 14, 1965.

60. Thursz, Daniel: "Past Relic or Future Asset," in *100,000 Hours a Week—Volunteers in Service to Youth and Families*, available from National Federation of Settlements and Neighborhood Centers, New York, 1964.

61. *Training: Responsibility for Work Improvement*, U.S. Department of Health, Education and Welfare, Social Security Administration, Supt. of Documents, Government Printing Office, Washington, 1965 (0-793-229).

62. Trecker, Harleigh B.: *New Understandings of Administration,* Association Press, New York, 1961.

63. *Guidelines* for Local Participation in United Community Funds and Councils of America Voluntarism Study, sent to local United Fund executives, August, 1965.

64. *Use of Volunteers in Public Welfare,* National Study, Service and Family Service Association of America, New York, 1963.

65. "Volunteer in Our Society," The Royal Bank of Canada *Monthly Letter,* Vol. 43, No. 8, Montreal, August, 1962.

66. Waldman, Susie Berg: *The Immovable Middle-Class,* School for Community Action.

67. Ward, Ruth E.: *Volunteer Leadership Recruitment in Selected Character Building Organizations* (unpublished Ed.D. thesis), Teachers' College, Columbia University, 1963.

68. Ware, Caroline F.: *Women Today: Trends and Issues in the U.S.,* President's Commission on the Status of Women and the YWCA, National Board, New York, 1963.

69. Warren, Roland: "The Impact of New Designs of Community Organization" in *New Trends in Citizen Involvement and Participation,* Volunteer Services Committee, National Social Welfare Assembly, New York, 1965.

70. Wedel, Cynthia (Mrs. Theodore): "The Positive Values of Poverty" in *Volunteers' Contribution to the Solution of the Problems of the Poor,* Committee on Volunteer Service, National Social Welfare Assembly, New York, May, 1965.

71. Wygal, Winifred: "To Keep a Cutting Edge," *Social Action,* Vol. LXXXII, No. 2, Council for Social Action, New York, October, 1965.

72. Zucker, Mildred: "Citizens' Advice Bureaus—The British Way" in *Social Work,* Vol. 10, No. 4, NASW, October, 1965.

Harriet H. Naylor's professional life has been devoted to international volunteer work—leading groups, teaching adults, training trainers, developing curriculums, administering training events for both staff and volunteers. She has written numerous articles, keynoted and addressed meetings on voluntarism, adult needs, and theories of leadership. Hers has been a wide experience in recruitment, interviewing, placement, delegation, induction, supervision, staff development and volunteer recognition.

Mrs. Naylor is presently Director of Educational Development for the National Center for Voluntary Action. She has also served as field operations consultant for the Center. Previously she was Director of Volunteer Services for the New York State Department of Mental Hygiene and Chairman of the Governor's Interdepartmental Committee on Volunteers. Earlier positions were on the staff of the National Board of the YWCA and the Girl Scouts.

Mrs. Naylor received her A.B. from Barnard College and her M.A. from Teachers College, Columbia University, with graduate social work, New York School of Social Work and field work, Chicago School of Social Service Administration. She is a member of the American Association of Volunteer Service Coordinators, the professional organization for volunteer administrators.

Volunteers today--finding, training, and
1030.04 Nay 10073
Naylor, Harriet H.
MN OFFICE OF CITIZENSHIP & VOL

CIATES
, N.Y. 13053