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People Helping People

U.S. VOLUNTEERS IN ACTION

BOOKS by U.S.NEWS & WORLD REPORT

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U.S.NEWS & WORLD REPORT

Joseph Newman—Directing Editor

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Chapter One

The Third Force

As private industry and enterprise failed to cope with mounting social and economic problems, the government of the United States felt impelled to act. And as these problems continued to increase, so did the size of the government.

Government has become so "big" and the addiction to "federal pills for all ills" has become so strong that not a few citizens are concerned about the steadily expanding power of centralized authority.

Many Americans undoubtedly share the view once expressed by Mahatma Gandhi: "I look upon the increase in the power of the state with the greatest fear because, although while apparently doing good by minimizing exploitation, it does the greatest harm to mankind by destroying individuality, which lies at the root of all progress."

The threat of "big government" to individual freedom in the United States poses a difficult dilemma. Is there a conflict between welfare and freedom? Can Americans solve urgent social and economic problems without resorting to a centralized Welfare State which would place free society in jeopardy? Questions such as these continue to await clear answers.

President Nixon, prior to his election, thought he had found

at least part of the answer. In a campaign address on October 6, 1968, he called for "voluntary action by people who care." He referred to it as "a third set of bridges," the other two being the bridges of government and private enterprise.

Mr. Nixon's idea is believed to have been inspired by the experience of George Romney who, as Governor of Michigan, successfully enlisted volunteers in combating poverty, finding jobs for the unemployed, inducing dropouts to return to school, and helping the poor to buy their own homes.

Its underlying philosophy may be traced back to a book by Richard C. Cornuelle, *Reclaiming the American Dream,* published in 1965. Mr. Cornuelle, described by a friend as a "rare maverick conservative," advocated an "independent sector"—a third force which would complement and check the forces of big government and big business.

In his inaugural address, Mr. Nixon elevated his campaign idea into official policy. "We are approaching the limits of what government can do alone," he said. "Our greatest need now is to reach beyond government, to enlist the legions of the concerned and committed. What has to be done has to be done by government and people together, or it will not be done at all."

Mr. Nixon clearly was invoking the "volunteer spirit" in the hope that it would repeat in the present the miracles it had performed in the past. In the early days of the nation, it was the "volunteer spirit"—people working together for a mutual good —that cleared roads, built houses, and established cities. Schools, churches, colleges, libraries, hospitals, fire departments—everything from our form of government to the foundation of the first public museum in the world was initially the work of volunteers.

Alexis de Tocqueville, the French statesman, was greatly impressed by this phenomenon when he visited the young Republic during the early nineteenth century and he later wrote: "As soon as several of the inhabitants of the United States have taken up an opinion or a feeling which they wish to promote in the world, they look out for mutual assistance; and

as soon as they have found one another out, they combine. From that moment they are no longer isolated men, but a power seen from afar. . . ."

With Tocqueville's words loudly ringing in the ears of Washington officials, Edwin D. Etherington, after being named President of the National Center for Voluntary Action, a key agency in the new campaign, made this statement: "We may be ready for a reversion to what we once knew as a nation. There are indications that a new volunteer spirit is emerging which could mean that volunteerism will become a major force for social change."

Various surveys supported the belief that there were in fact "legions" of volunteers on whom Mr. Nixon could call to perform national service.

A national poll conducted in 1969 indicated that 13 percent of all adults already had served on a local committee dealing with such community problems as housing, juvenile delinquency, and shortages of recreational facilities. Furthermore, six of every ten—an estimated 69 million Americans—expressed their willingness to serve at some future time. The typical respondent declared himself ready to contribute four hours of his time each week to voluntary service.

Other studies indicate that there may be as many as 55 million Americans now contributing some of their time for the benefit of others. One survey, compiled by David Horton Smith of the Institute of Human Sciences (Boston College) and the Center for a Voluntary Society, reported that in our larger towns and cities (population over 10,000) between 5 and 30 voluntary associations can exist per 1,000 population. In smaller communities, between 30 to 100 could be found per 1,000 population. Using an estimate of 25 associations per 1,000 population, and working with the 1970 census report of 204 million U.S. citizens, he estimates that at present "there are about 5,000,000 voluntary associations in this country." (This is counting each group with affiliated branches in the various towns and cities separately.)

No one is certain just how many Americans are involved in volunteer work today. It is known that the nation's 100 million church members are a major source of volunteer work, as are the 36 million members of our various fraternal and service organizations. There are also about 6 million Boy Scouts; 3.7 million Girl Scouts; 700,000 in the Junior Red Cross members. The largest voluntary group, the American Red Cross, reports having 2.3 million adults donating their time; while another 8.5 million volunteers are working locally for agencies associated with the United Community Funds and Councils of America. Dozens of other groups working for more specific causes report equally impressive numbers dedicated to volunteer service. One, the American Heart Association, can enlist the support of 2 million volunteers in its annual drive for funds.

In addition to their time, Americans in recent years have donated a conservatively estimated $14 billion annually to charity. Gifts have grown larger each year for three decades. Yet on top of this generosity, there are those who feel that the *time* spent by dedicated individuals has been equally beneficial in concrete economic terms. According to Dr. Harold Wolozin of the University of Massachusetts, in a study conducted for the Department of Labor, the value of unpaid work done just for the established voluntary agencies, calculated at the lowest possible wage-scales, amounted to more than $14 billion for 1970 alone. By 1980, he estimates that these services could be worth $30 billion. His figures exclude all volunteers in religious service and others, such as the Peace Corps, indicating that they are probably low.

It was in recognition of the great willingness of Americans to be of help to others that the government first turned to the encouragement of "amateur" efforts in the Veterans Administration Hospital after World War II. Today, some 114,000 volunteers give an average of 3 hours a week to help in VA treatment programs.

During the 1960s, with the creation of the Peace Corps and VISTA (Volunteers in Service to America), it became obvious

A VISTA volunteer (above) giving a free lesson on how to repair an automobile. A volunteer teacher-aide (below) helps develop the artistic talents of school children.

that the tremendous idealism of the young could be harnessed as a positive force for society. Today, 12,000 young people are at work in about 60 different countries for the Peace Corps; and Vista has 5,000 youthful volunteer workers in antipoverty programs in nearly every state. Taking note of the success of these and other programs, the Departments of Housing and Urban Development, Agriculture, and Health, Education and Welfare have also opened their doors to volunteer efforts. Today, nearly 600,000 people are volunteering in antipoverty programs such as Head Start and community action projects across the nation.

One landmark piece of legislation for the encouragement of volunteer service was an amendment to the 1967 Social Security Act authored by Senator Fred R. Harris (Dem., Okla.). It required states to provide for volunteer help, either unpaid or partially paid, in their public welfare programs by July 1, 1969, to give them "more of the human touch." With 51 percent of the welfare budget coming from the federal government, this meant "open your doors to volunteers or close down your welfare program."

Two years after their deadline, some of the states were still in the planning stages. But the thrust of the legislation—citizen involvement—could be felt in the campaign promises of all the major candidates during the 1968 presidential campaign that followed its passage.

Within a week of assuming office, President Nixon had assigned the task of exploring the government's use and encouragement of volunteer services to his new Secretary of Housing and Urban Development, George Romney. As Chairman of a National Program of Voluntary Action, Secretary Romney spent over a year meeting with more than 250 representatives of organizations concerned about the new movement. Labor leaders felt it might pose a threat to union jobs. The managers of existing voluntary organizations worried that the government was planning to absorb or direct their private activities. Professionals everywhere shuddered at the thought of hundreds of untrained enthusiasts descending upon them for encouragement and ideas.

A Girl Scout teaches guitar to a senior citizen in a New York recreation center.

After lengthy debate, the President's Program for Voluntary Action emerged, with two distinct branches, one federal, the other private. Within the government, Secretary Romney is Chairman of a Cabinet Committee on Voluntary Action and its service arm, the new Office of Voluntary Action, at HUD. Both groups are responsible for examining the existing or possible use of volunteers in federal programs. So far, they have received a commitment from the White House for $1 million to sponsor trial projects. The Departments of Agriculture, Commerce, Housing and Urban Development, Justice, Labor, Health, Education and Welfare, and the Office of Economic Opportunity have issued policy statements to strengthen the use of volunteers in their programs, and to encourage their own civil servants to devote more time to such activity. In addition, municipal officials in thirty cities have been contacted by the national program to establish and develop Voluntary Action Centers in their own communities.

Planners believe that the eventual success of the national program will depend upon the proliferation of the local centers. They expect that, in time, thousands of coordinating councils will enlist, train, and channel the skills of volunteers to meet local needs. One such center, in Worcester, Massachusetts, has already demonstrated the success of this idea. By tapping community donors, it has found the resources to pay babysitting and transportation expenses for those who could not otherwise volunteer; established a teenage program; helped develop a two-year community college course to train volunteer leaders; and initiated a weekly radio broadcast to publicize areas when other help is needed.

The independent branch of the administration's new program is called the National Center for Voluntary Action. Like the federal Office of Voluntary Action, its mission is primarily to inform, educate, and assist interested groups and individuals about the possibilities of volunteer service, but its emphasis is on the private sector of the country. This is in line with President Nixon's belief that the country needs to involve volunteers

"not simply as foot soldiers in massive enterprises directed from the top, but in those often small and local efforts that show immediate results, that give immediate satisfaction—those efforts that return to citizens a sense of having a hand in the business of building America."

The Center is privately funded, and in order not to compete with other charitable groups, donations are accepted only in $100,000 lots. Henry Ford II serves as Chairman of the board of directors numbering more than 100. The group's treasurer, insurance executive W. Clement Stone, plans to raise $7.5 million from a small group of donors by May, 1973, to cover its first three years of operation.

The first project tackled by the Center has been to establish a private data bank on volunteer efforts, large and small, all across the country. By mailing out inquiries to project directors, it has established a clearinghouse with more than 3,000 documented studies on file. Currently, it is responding to more than 100 requests for information each month about how to set up a specific program; interest others in the community; handle finances; deal with specific problems that may arise; or make an existing volunteer group more generally effective. In addition, the Center has prepared special booklets on subjects like day-care programs and drug abuse, as well as sponsoring a national conference on drug abuse, to encourage organizations like the Campfire Girls and Boy Scouts to initiate their own programs in that area.

The administration's decision to consolidate and strengthen government volunteer agencies came with the announcement of the establishment of a new body called Action. It represented an attempt to draw together a number of volunteer programs previously scattered throughout the federal government, including:

- Volunteers in Service to America (VISTA), whose mission is to work in domestic poverty areas to help the poor improve their opportunities.
- Auxiliary and Special Volunteer Programs within OEO, which have the authority to mount a wide range of antipoverty

Zeta Davidson, 72, a retired missionary of the Southern Presbyterian Church, works with Head Start youngsters in Louisiana.

programs, including the National Student Volunteer Program.

- Foster Grandparents, a program designed to provide older poor persons with the opportunity to care for children in health, welfare, and related settings.
- Retired Senior Volunteer Program (RSVP), which provides opportunities for older citizens to contribute their skills to their local community on a part-time basis.
- Service Corps of Retired Executives (SCORE) and Active Corps of Executives (ACE), which seek to improve the management of small businesses by providing volunteer counseling from retired or active executives.

In time, reorganization plans also call for the inclusion of:

- The Office of Voluntary Action, which is responsible for encouraging the use of volunteers in federal programs.
- The Peace Corps, which sends skilled volunteers to developing nations.
- Teacher Corps, which works to attract young people to programs designed to provide a better education for poor children.

By binding together programs which draw on different groups of Americans, including the old, the young, and the poor, the new agency is focusing on a new concept in volunteer service—thar it should be the right, not the privilege, of every citizen to help the country through its current problems. Increasingly, the talents of those hitherto prejudged ineffectual are being sought.

The young, with their demonstrated concern and idealism, already are at work throughout the country on such diverse programs as tutoring and prison reform. The retired, who find time on their hands at the peak of their acquired competence, are being sought for their experience in fields as varied as rehabilitation for the handicapped and new inner city business ventures. The response of the poor in volunteering service to help other unfortunate cirizens may prove to be one of the more dramatic aspects of an innovative experiment. It will provide a real test of the new concept that volunteer service should no

longer carry the taint of charity (the rich condescending to help the poor) but should be "democratized" so that everyone might participate in some act of service regardless of his economic and social station.

Involved is the still greater test as to whether the "legions" of volunteers can be organized in such a way as to bear upon the major social and economic problems of the day. Mr. Nixon is counting on them to make our streets and parks cleaner and safer; to help secure justice for consumer groups and minority groups; to relieve the problem of overcrowded schools and hospitals, and to make life more pleasant for the elderly. He has committed his administration politically to the issue and he has enlisted the support of his wife, who sets forth some of her views in the next chapter.

If the "legions" should fail to respond or prove equal to the task, then the idea of reviving a "third force" will also fail, and the country once more will face the prospect of government, of necessity, assuming greater responsibility and becoming menacingly greater itself in the process.

The following chapters survey some of the major areas involved in the test as to whether the volunteer spirit can be fanned sufficiently so as to ignite the third force and thereby insure a greater measure of freedom for Americans.

Chapter Two

The First Lady's Views

Mrs. Nixon has long been involved in volunteer service. After entering the White House, she made volunteer service her principal interest as First Lady. She set forth her views in the following interview with editors of this book, held in the White House.

Mrs. Nixon, why did you, as the nation's First Lady, choose to make volunteer service your special concern?

Well, as you know, we have many serious problems in this country today, in the deteriorating cities, in health, in education. But by working where they are needed, alone or in groups, I feel that individuals can often accomplish things that legislation alone cannot. This is where I think I can help, encouraging what my husband has called those "small, splendid efforts" of people trying to make life better for others. I believe there is an unusual quality about the American people—we have a long history of helping others.

How did you first become interested in volunteer activities?

Oh, I've always been interested. As a child I belonged to the Campfire Girls. Of course, we didn't call our work voluntarism then. But there were a number of service clubs in Artesia, California, which was our little town, involved in that kind of activity.

What is the first experience you remember as a volunteer?

My family lived on a small truck farm about a mile outside of town when I was a child, and I remember there was an elderly woman who lived nearby. I used to help carry her packages home because they were too heavy for her to manage. It was such a rewarding experience for me—but here's the cute thing—in return, she made me a little yoke for my dress as a surprise. In those days, we used to wear dresses with smocking on the front, and she was so grateful she wanted to do something. It was the first time I learned what it was like to bring joy to other people.

What other early experiences can you recall?

Well, during the Depression I worked in New York as an X-ray technician, and things were just terrible. People couldn't find jobs or food and I saw the breadlines everywhere. I felt I could do something and so I helped carry the food baskets—you know, distributing.

Then often, I have found you can accomplish something just by helping one person. All during my lifetime I have tried to do this. I have adopted families; helped them in meeting the costs of education; tried to see what might be needed. I certainly never did it for publicity. I think you do that kind of thing just because it is within your heart.

On trips abroad I have always gone to hospitals and some of the charitable institutions and taken candy and books and things like that to them from the American people. I would always invite some of the leading wives to go along with me—and then they would get interested—and I would hear from them over the years about their progress.

In your travels about the world how many foreign countries have you visited?

About eighty. Nearly all countries, except some of the very

Mrs. Nixon helps a youngster with spelling at a day-care project run by college students.

new ones in Africa, for example. I can remember in 1953, when my husband was vice-president, I met with a group of about thirty-five in Pakistan. They were concentrating on building schools so that the women and children there could have a chance to learn to read and write. It was terribly hot. It must have been 120 degrees, but those women, wives of leaders who would never go out of their houses during the day at that time of year, came out and showed me their centers because they knew we cared so much about what they were accomplishing.

That group has now grown to about 350, and they are running dozens of high schools, trade schools, health and family planning centers, a college, adult literacy centers, and social welfare training centers. I heard from several of the leaders recently when I met with a group of volunteers who had spent hundreds of hours helping raise funds for the Pakistan Relief Committee. In two months, they raised almost a quarter of a million dollars for those who were left homeless. Most of it came from small amounts given by American donors all across the country. It's so important for those people (storm victims) to know that we, in this country, care about them and are willing to help when something like this happens.

What about our problems here at home?

You know, I have always believed that there is nothing that cannot be done by individuals just working and doing their "own thing" no matter how small it seems. I once said, and it was criticized by some when I said it, that if everyone just spent twenty minutes a day helping others, we could change the entire quality of our life. I didn't mean that just a few could do the whole thing. The people who spend *hours* a day on this kind of thing get discouraged sometimes because they can't do enough, but I meant that, really, just twenty minutes a day could make a difference. And I do think that is true.

What are some of the areas where volunteers are needed now?

There are just hundreds!

Can you think of one that is more critical than others?

Well, somehow, I always think of a child. He is our future citizen and anything we can do for him now will improve his chances to lead a more constructive, happier life. We do need a great deal of help in the schools with tutoring, or a teaching assistant can do book work and relieve the teacher of that responsibility, freeing her to give more attention to the child.

Does it create a problem for the paid teacher?

Oh no. Teachers like it very much. They have more time to devote to the child. I started teaching in 1937. They did not have volunteers then, but individual attention was so important. The time spent on a one-to-one basis with children, you know, *love* was what mattered. Letting them know that you cared about them, that you were willing to help them out if they had difficulties. Just that you were concerned with them made all the difference.

I am involved in a program now for the National Reading Council which is trying to do something in this area. The number of our young people who cannot read is astounding, about one in four. In New York City today, about half of the unemployed young read below the fifth grade level. There are slow readers who do not get any encouragement at all. Some parents cannot read. Help from volunteers can make a big difference here. The Council's Right-to-Read program is trying to recruit 10 million tutors. So far, I think they've got about a quarter of a million. We are trying to find one tutor for each person who needs help.

At a Right-to-Read conference in Washington, one speaker said that "too much reliance on volunteers to implement the right-to-read effort can obscure our failure to make a meaning-

ful financial commitment to its goals." How do you feel about that?

Well, even if we had all the money in the world, we couldn't rely on that alone to help these children. People have got to have heart and concern—it's the human, personal involvement that you simply cannot buy that reaches another person. You don't always have to have special skills. Often, just knowing how to read is enough. My daughter, Tricia, did not have any training in education, although she is a college graduate, and she has been tutoring several children quite successfully. They wouldn't miss it! One little boy, just recently, arrived for his lesson even though he had been out sick and still wasn't over it. But he loves her—they all do—and that's what is helping them along. If you care, you find some way to get through. That little boy, for example, can't read very well—he needs help with his school work—but the other day, Tricia took him a little music box and boy! he sure could take that apart in a hurry. So he showed her how the inside of a music box works, and she helped him with his lessons. It's an exchange, a human involvement, and you just can't buy that. Children need love and encouragement if we are ever going to reach our goal of giving everyone the ability to read and make something of themselves.

Would you be in favor of something like a National Service Corps, a universal, compulsory service corps, as suggested by Dr. Margaret Mead?

No, I would not be in favor of anything compulsory. You cannot dictate to people. It has to come from their own hearts. The trouble is that government has taken over too much already. I believe, as my husband does, that the responsibility must begin flowing back to the states and to the local level, to the people. Government tends to be so cold and impersonal—these are human problems. People should be challenged, instead, and made

to feel like doing something about our problems.

What volunteer role do you see for young people?

Quite a large one. I think it's very encouraging that young people are already doing a tremendous job. They're involved in almost everything—tutoring, recreation, care for the aged, the mentally retarded, help in mental institutions and in prisons, the courts. When I am out visiting colleges I often wish a reporter would follow one student around the campus for a day and see how much he does and how he gets it all done. Unfortunately, the six percent who demonstrate get in the headlines. The others get no notice at all. Recently, I visited with students from Drake University in Des Moines, Iowa, and out of about 5,500 students, I found that 450 are involved in the reading program alone. At Michigan State University, they have over 10,000 volunteers helping with tutoring in Head Start and day-care programs, acting as Big Brothers or Sisters, and doing work in mental institutions.

We are told that our high crime rate is due in part to the fact that so many resume a career of crime as soon as they are released from prison. Do you think that volunteers can do some useful work in this area?

Yes. The young people are also trying to help rehabilitate prisoners. In some instances, instead of having a parole officer for a prisoner on parole, they may be assigned to someone who will befriend them, someone to talk things out with, to take an interest in them, help them find a job, transportation—that kind of thing. I think this is a very important field. I like the idea of helping people just out of prison. They have paid for their mistake and they have the same right as anyone else to become part of our society.

I think the young people have accomplished wonderful things with voluntary efforts and they are very willing to help. At the

University of Colorado and some others I have visited there are special units set up and run by students as clearinghouses for volunteer work. At Colorado, I saw some of the work they were doing with handicapped children—emotionally disturbed or mentally retarded, and it was remarkable. About a quarter of a million students all across the country are working now as volunteers, and nobody hears about it.

Aren't there other clearinghouses in existence now?

Yes, in some cities, there are volunteer bureaus for people who do not know how to help. They get the local people to advertise on the radio and TV. Anyone can call into the bureau. For example, a hospital may need volunteers and report this to the clearinghouse. In southern California they have about twenty-three of them.

A friend has just sent me some clippings from the New York Times which indicate that since my last visit to the Los Angeles area the number of calls coming in from people who are asking where they might help has greatly increased. But you have to have someone in the community do something about this to get things started. You need local leaders, and advertising is very important.

What about the National Center for Voluntary Action?

If someone has a problem in a specific area, that's going to be very useful. You can write in and find out what's going on in other parts of the country—get ideas about what others have done. A major advertising campaign is being planned now to encourage people to get out and help.

Would you approve of providing a stipend for volunteer work?

I have got to say I'm not for it. I wouldn't be opposed if those who really needed it were to take a tax deduction, for example.

The First Lady joins a Michigan State University student at a volunteer day-care program for children.

But payment would change the voluntary aspect of it. I know they do have it in some programs like the Volunteers in the Park here in Washington. It was a pilot program involving people from the inner city and, of course, it did require training and the expense of uniforms. But I still think the bookkeeping involved would be too much for general use. It would end up defeating the original purpose by getting so costly to run.

What are the rewards for those who do volunteer?

There are so many. Most people get more in return than they give. Young people all over the country have told me that they learn so much and gain so much in experience through volunteering. Some groups say they help because of a love for country. There are so many answers. Everyone would give a different one. Unfortunately, some also do it for prestige, to be able to say they have helped with a certain project. But at least those people are doing something, and that's important.

Of course, some other factors are encouraging volunteering. The working day is not as long, and now that the retirement age is earlier, more people are available. They want to be busy. There are many lonely people who have nothing to do. They hear about something through word-of-mouth, you know, "Come on down and help us out." Then they find the joy, fulfillment, and challenge in it, and the word keeps spreading. I personally believe that just giving of yourself is the greatest thing that anyone can do. But it's selfish, too, because you get back so much when you do it. There's a mutual reward in it.

What could volunteers do in some specific areas, for example, in our decaying cities?

A clean-up campaign! To have to pay people to clean up after others is just awful! I must say that as I travel around this country, the trash and litter I see lying in our cities is unbelievable.

People just throw things and leave them lying there for someone else.

Would you lead a new nationwide clean-up campaign, starting right here in badly littered Washington?

Deterioration of our cities is certainly one of our major concerns. Yes, we could start by mobilizing people in the community, contacting them through neighborhood leaders. Each area of Washington has a local leader who knows the people who live there, how to work with them, what they're thinking. Last summer unemployed students were paid something to help clean up the Potomac River, and the project was very successful. Again, it's a question of education.

People have to want things cleaned up in their own neighborhoods, and they must be willing to help do it themselves before it will begin to happen. I think television would be very important. We could also make greater use of the schools in training citizens to be tidy. I have an idea that people might be given some orientation course before they move into government housing. Have a little meeting to show people how to use what they have. Many do not know.

I saw one remarkable project when I visited in Portland, Oregon, the work of Mrs. Vivian Barnett. She had the imagination to take a vacant lot, full of trash and litter and weeds, just an ugly lot, the kind you see everywhere, and turn it into vegetable gardens. All of the neighborhood families were in on it, working together on the project. And not only did they have fresh food, but the lot became something beautiful, and it brought the families closer—working together.

What are some of the other volunteer projects you have examined?

In Oregon, I saw a number that local people were undertaking in their communities—"store front" services. They had nursery

Mrs. Nixon looks in on two different types of volunteer programs operated by college students.

schools. They had schools for illiterate adults. Some of the adults didn't even know how to make change properly, but volunteers were teaching them starting right at the basics so that they could get along, improve the quality of their lives. There are store front activities now in many cities—for recreation, or reading, or citizen education. I visited one in Chicago that was staffed by postmen. The idea is that the postman knows everyone who lives in his delivery area—the families—and what they're doing. They also know when someone drops out of school and that's when they start talking to them. The National Postal Street Academy Program has set up centers in six cities—two in Chicago, also Detroit, San Francisco, Atlanta, Washington, D.C., and Newark to train the drop-outs—motivate them to acquire skills or to finish their education. So far, they have more than 200 between the ages of 16 and 21 enrolled in the program, who wouldn't have anyone to notice them if the postmen hadn't offered to do this.

What about volunteers in health?

They are needed everywhere. During the war, I volunteered in the Red Cross, and I saw so many wonderful instances of volunteers in action that I don't think I could single one out. I try to encourage volunteer service in every field possible because all of this improves the quality of life.

The candy stripers in the hospitals certainly do a wonderful job bringing people treats and doing favors—writing letters or just conversation. All of this is important. Thousands are working to help the mentally retarded, teaching them to swim and play and speak and read—working with the blind, the handicapped. I saw the work that our GIs were doing in the hospitals and orphanages in South Vietnam. It was their own decision to do something—and they were terrific working with the children.

Just this morning I attended a ceremony honoring the work that the handicapped, themselves, were doing as volunteers. These were people in wheelchairs, people who had overcome

all kinds of affliction, and one, an elderly lady, came up to tell me that one of her students, a boy from a very poor neighborhood, she had been tutoring, had just been accepted at Yale. She was so proud! If they can do it anyone can.

Do you believe there is a role for volunteers in politics?

Yes, it's very important. Volunteers should join the political party of their choice and then work to get the person they want elected. They should also write letters to their leadership—tell them what they think. That's how you get good government, of course, like anything else.

But you know you don't need even a specific cause. Anyone can be a volunteer, just by doing a little act of kindness. Some people get on elevators and never smile. A smile, a friendly word doesn't take much time, it takes heart. When I was living in New York City, I found that it was a very impersonal city. People there haven't time to be friendly. But if everyone took the time and tried, it could change the quality of life for all of us. It is the caring for others, the unselfishness that creates the spirit of a nation. As I've said, it's love that counts.

Isn't love a difficult commodity to come by?

No, I think it's easy, if we work at it.

Could we start by having a loving government?

We are certainly trying. My husband, Dick, is working on that.

Chapter Three

Volunteers in Health

As countless studies and articles have pointed out, American medicine at its best is unsurpassed in the world. Yet the unorganized, impersonal process in which medical services are often delivered today has created a very human crisis.

It is seen and felt in long waits in clinics and in doctors' offices; in cool, depersonalized treatment; in failure to receive treatment when it is needed; in sketchy medical records and slipshod physicals.

It is also seen in manpower shortages of doctors, nurses, and medical technicians. According to government estimates, the nation now suffers a shortage of 48,000 physicians and 17,800 dentists. By 1980, the United States will lack 26,000 physicians and 56,000 dentists. The shortage of nurses will have risen from 150,000 to 210,000; the shortage of allied health manpower, from 266,000 to 432,000.

The human crisis is demonstrated in the very approach to medical care, in which the patient must take the initiative, identify the field of specialization required, and persevere in waiting rooms just to contact the proper doctor.

It is seen in the uncomfortable, often-repeated statistics comparing the level of health in the United States with that of the

other industrialized nations. It ranks:

- Seventh in the percentage of mothers who die during childbirth.
- Thirteenth in the death of infants during the first year of life.
- Eighteenth in the life expectancy of males and eleventh for females.
- Sixteenth in the death of males in their middle years.

If a mother has a complaint about her child's schooling, she can talk to her teacher or to his principal. She can join the PTA and bring her views to the attention of other parents. She can pressure her school board and perhaps try to get elected to it. She can join a variety of education groups whose cause is better education.

If she has a complaint about the way a doctor, nurse, or hospital treats the same child, she has no such recourse. She has no "health PTA" to join. She has little or nothing to do with the way the hospital or health clinic or insurance company is run, or the amount of money they charge her. She usually hesitates to challenge the authority to those in charge, who have so much professional prowess. She is fearful of complaining; she does not wish to jeopardize a service she needs badly for her child.

The less well-off she is, the more she may need health care, the more she may hesitate, and the less chance she has of transferring her patronage elsewhere. Though doctors, nurses, and other health professionals have a variety of organizations which protect their interests, the patient knows of none.

So she is likely to leave health care to the professionals. This is true of most people, whether they are concerned with a personal health care grievance or with the broader social questions of health care.

When it comes to personal service and to fund raising for specific health causes, there is, of course, a different story. The National Health Council estimated in 1969 that some 8,700,000 volunteers were involved in the activities of its nineteen member agencies (with a total aggregate income of over $265,-

000,000). Since then, a twentieth agency, the Muscular Dystrophy Associations of America, has been added to its membership, which includes such major groups as the American Cancer Society and American Heart Association. This list does not include other organizations with great numbers of volunteers such as The National Foundation-March of Dimes and the American National Red Cross.

To this sizeable army of talent must be added the well over a million volunteers who serve in hospitals and other health care institutions. The survey of auxiliaries and volunteers undertaken in 1969 by the American Hospital Association reported that:

- There were some 3,550 auxiliaries in the 6,130 hospitals answering the questionnaire, with a total membership of 1,146,780 (3 percent of them men).
- 3,905 hospitals reported having adult volunteers, many of whom also belonged to hospital auxiliaries; 3,280 hospitals reported a total of 745,924 volunteers (7.3 percent men).

The volunteer is a woman, and occasionally a man, who gives to and works for patients and medical institutions and their staffs without being paid in money. He is paid, of course, in experience, in the satisfaction of doing an acutely needed job well, in the warmth of human relationships. A Veterans Administration pamphlet listed some personal dividends in health service volunteering this way:

". . . a satisfaction in serving those in need.
. . . a deeper understanding of human nature.
. . . an educational experience valuable to those exploring careers or a rewarding use of their time.
. . . recognition and protective benefits provided by the VA." (This is unusual.)

The hospital volunteer has always been seen as someone who could bring nonprofessionalized concern to the patient—who could enter the automated rigid hospital world, where patients are awakened at 6 a.m. for temperature-taking, as warm nonprofessionals, allowed to care and love, to accept confidences and run errands. They also have been seen in a "professional

Volunteers serving in veteran hospitals across the country make life easier for the disabled.

extension" role—doing things the staff did not have time to do. Now they are becoming part of a patient care team, whose job is to help the patient rather than the staff. In sum, volunteer services have become organized. Most hospitals have structured programs. About a third have directors of volunteers.

Mrs. Dolly Johnson, Director of the Volunteer Department at the Cook County School of Nursing, which serves the Cook County Hospital in Illinois, describes the range and importance of work accomplished in her program as follows:

- As Communication Aides, volunteers assist the staff in the main admitting rooms by providing better telephone communication with the public, especially in relation to "problem" calls coming into the area. At the same time, they relieve the medical staff by answering routine telephone calls in both the male and female examining areas. Volunteers also visit with the patient while they wait for the medical team to examine the patients.
- As Medical Social Service Aides, volunteers provide initial contact with the patient to pinpoint his immediate need or problem. They then refer the patient to the appropriate social worker. Volunteers also telephone delinquent patients and request them to keep their respective clinic appointments, and make new clinic appointments for them. They call cabs, ambulances, and finalize transportation arrangements in respect to each patient. If possible, they visit the ward when patients are hospitalized, take patients to the Public Aid office, and make home visits to selected patients.
- In the Tour Guide Program, fourteen volunteers are trained to conduct tours for interested civic groups, college and high school students, nurse recruitment, church groups, medical persons, volunteer organizations, and many others.
- In the Friendly Visitor Program, volunteers serve on a one-to-one basis when a social worker from Fantus Ourpatient Clinic refers a patient who has absolutely no one to be concerned about him. This involves a regular phone call to the home of the patient to see if he is in need of anyrhing; if

possible, a home visit to the patient; and invitation of the patient to the home of the volunteer for dinner.

- In the Blood Bank Program, a campaign is in the process of utilizing volunteers already interested in hospital work to serve as recruiters in the community to encourage donors. An educational program is being developed to inform the public about the great necessity of donating blood for those in need.
- In the Coffee Cart Service, volunteers carry refreshments to some of the wards. The coffee is made in the Volunteer Department. Since much friendly visiting takes place between the volunteer and the patient on the ward, the Coffee Cart Service really provides a dual role for the volunteer.
- In the Puppet Therapy Program, hand puppets and miniature equipment are used to demonstrate and inform a hospitalized child of his anticipated surgery. The program helps alleviate his fear of the unknown. The child plays the role of the patient and the volunteer plays the roles of the doctors and nurses. After the demonstration, the child is encouraged to play the role of the doctor and nurse to reinforce his understanding and to clear up any misconceptions.

Mrs. Johnson adds that, "Along with these above-mentioned programs developed through the Volunteer Department, a number of other on-going programs are being conducted by a wide variety of volunteers (housewives, career persons, teenagers, college students, men in business and professional careers as well as in the laboring force, community residents, and suburbanites). Other areas of service include recreational therapy with children and adults; book cart service; supply cart; handicrafts; information booth service; clerical work; research assistant (a chemist currently volunteering in nuclear medicine); and, of course, volunteers provide tender loving care for the many infants and children at Cook County Hospital."

The wide range of human service described by Mrs. Johnson reflects a change in the traditional role of the dedicated hospital worker today. As part of the hospital community, the hospital

In Kodiak, a volunteer dentist examines an Alaskan youngster.

auxiliary and volunteers were once geared to the good of the hospital. The volunteer did what the hospital and its staff wanted. The hospital public relations person told the hospital story. Now the focus has shifted. As Patricia Sussmann, Director of the American Hospital Association's Division of Volunteer Services, commented: "The person who originally joined the auxiliary for the cause of the hospital now joins for the cause of people—of the whole community—recognizing that the hospital is a member of the community, and exists to serve it."

A statement on "The Role of the Auxiliary on the Health Care Team" officially adopted by the American Hospital Association in May, 1970, reflects and encourages this trend. It defines auxilians as "citizen volunteers who, having a common commitment to the goals of their hospitals and a common concern for the health of their communities, have joined forces in collective efforts to assist hospitals in the delivery of health care." And with the usual bow to "changes taking place in hospitals in response to technological and societal change," it expands the definition of auxiliary purpose to read "to render service to ..... hospital and its patients and to assist ..... hospital in promoting the health and welfare of the community...."

A 1969 American Hospital Association survey revealed that 63.6 percent of auxiliary money was spent on construction and equipment, only 5.8 percent on research and education. Although fund raising used to be one of the auxiliary's chief jobs, it is now declining in importance and emphasis. Not that hospitals do not need additional funds for special facilities or services—a playroom for children or an expensive piece of special equipment or an innovative research project. But as the size of the typical hospital's annual budget soars, as government and other third-party payers move toward full-cost reimbursement, as the computer plays an increasing part in human events, hospital financing is becoming more automated and more businesslike. As one observer commented, "The $5,000

A bus (above), purchased through the fund-raising efforts of the local Volunteer Bureau, provides transportation for the blind of Clark County, Nevada. A volunteer instructor (below) gives swimming lessons to pre-schoolers at a local YWCA.

charity ball profits garnered as a result of hundreds of women-power hours may not be worth their time."

Recruiting and maintaining volunteer numbers is still seen as an important auxiliary role. In large cities, this job has expanded to include the recruiting—especially in inner city areas—of working people, Negro and Puerto Rican women, and others who communicate easily with the underprivileged. Johns Hopkins Hospital Volunteer Director, Vivien Ross, has made a special push in this direction. She looks for a different kind of volunteer—the person who has not been exposed to the volunteer tradition or the skilled professional who has retired to raise her family but intends to return to work when her children reach college age. Ninety percent of the twenty-four volunteers at the Hopkins' Martin Luther King Parent and Child Center are neighborhood women. They work regularly at the job of the Center, trying to heighten the intellectual, physical, emotional, and social development of little children.

After several hours of listening to a discussion of how to make health volunteer service more relevant, one seasoned medical care expert threw up her hands: "But it won't do any good, any real good, until you change the basic organization of health care, which is really the nonorganization of health care."

What she and others like her hold is that health services should be organized around *patients* and their needs. But the $63 billion health care industry (representing 7 percent of our gross national product) is barely responsive to patients, much less organized in their interests. The fee for service system, on which health insurance and hospital financing are based, tends to skew services away from what people want—away from economy and individual attention, toward high costs and inefficient use of facilities. Unless improvement is made in the way health services are delivered, volunteer hours will not be put to optimum use.

For this reason, modern auxiliary leaders are coming to emphasize and to expand on two jobs they have always had: the first is acting as a bridge to the community and increasing the

public understanding not just of the hospital and its needs but also of general health-care needs and specific community health-care needs. The second is helping to humanize the hospital. This includes trying new ideas and projects that attack root health care problems.

It is a difficult task, but increasing numbers of people, including those retired as well as young people planning health careers, want to volunteer for personal service in hospital work ("The most satisfying job I've ever had," as one man put it).

In Albany, New York, the President of the Medical Center Hospital Auxiliary, worried about lack of personal patient attention in the busy, tense hospital emergency department, decided to test the practicability of using volunteer services there. She sold the idea of a pilot study to hospital officials. That was in November, 1966. Now, hospital Director Dr. Thomas Hawkins, Jr., enthuses about this new auxiliary service: "It is deeply appreciated. . . . The volunteer can supply a warm, human interest in the patient and his family, and this can have a therapeutic effect."

Volunteers perform a multitude of duties. For example, they stay with a patient and his apprehensive relatives until a doctor begins treatment, note any change in his condition, and report it to the head nurse. They bring coffee to waiting families, make phone calls, help amuse children who had to be brought along, and fill out the nonmedical parts of patient charts. Working under professional supervision with experienced volunteers, they are carefully oriented through on-the-job training, and reoriented every six months.

In Brooklyn, New York, Mrs. Simon Duckman of the Auxiliary to the Brooklyn Hospital, Brookland-Cumberland Medical Center, concludes, "Perhaps the answer for us is not to seek ways to reach out into the community but rather to open the doors and invite the community in." Her Auxiliary inadvertently invited a long list of leaders of community centers, block associations, housing projects, and so forth ("I have a heavy hand with invitations so I mailed out the whole list") to a program

on community disaster planning. No one accepted, but about 100 showed up, delighted to be invited to the hospital. One group, which had been infuriated by the noise of building going on there, said that now they had seen what the hospital was trying to do, they would no longer complain, and offered to recruit volunteers. Other guests recruited a group of teenage volunteers who were enrolled in a Health Careers Day program and are now trained to feed patients. The same auxiliary brought its hospital service into the community by establishing a family health clinic. It formulated plans for volunteers to counsel family members about proper nutritional habits and diet therapy, to supervise children whose mothers are at the Center, and to be actively involved in the Center's development by helping to train community health aides.

In Newport, a small town in northeastern Vermont, the North Country Hospital Auxiliary tackled a problem felt in many big urban communities: the ignorance of disadvantaged people that help does exist. In "Helping Hand," a pilot project partially supported by a $2,000 American Hospital Association grant, they worked with local agency and community people in weekly sessions to develop a clear simple directory of local sources of help. This "Answer Index" avoids cross-indices, lengthy agency descriptions, long words, and other common hindrances to directory use. It lists problems and needs alphabetically and includes the names, addresses, phone numbers, and any unusual hours of all sources of help. This human-resources booklet is being distributed widely by auxiliaries and other volunteers. Its results? Despondency at the extent of the need; discouragement at the gaps in services of their duplication; and pride at offering a new and different way for an auxiliary to serve.

Coming from the community and going back to it each evening, the hospital auxilians and volunteers are in a superb position to act as a bridge between the two. With expanded membership, they are now acting as official eyes and ears, showing the hospital what the community needs; and

A Red Cross Youth volunteer wins the confidence of a retarded child by playing records at a day camp.

the community how it can get the hospital service it needs.

Volunteers are following the hospital in its growing outreach to the community. They are working at neighborhood health centers, and at the new prevention services like Suicide Prevention Crisis, Intervention Centers and even Tele-Care Projects. Some of these projects are hospital based; others are not.

In Corpus Christi, Texas, carefully trained and screened volunteers backed up by local professionals operate a 24-hour emergency crisis service. They man the phones, helping the anguished through their panic, and getting them to the proper agency or professional. They also try to work with the families of suicides, and have trained "Face to Face" volunteer teams that go to the homes of suicidal people—or persons suffering intense crises.

In Eau Claire, Wisconsin, in a Service League of Luther Hospital project, volunteers telephone people living by themselves who might be ill or injured.

Another vital mission has been suggested by Yale University's Dr. Raymond Duff, who feels nonprofessionals with no vested interest should help in research projects that are important for all health care. He suggests that volunteers, not enamored of professional codes or role prescriptions, carry out patient-care audits, first in hospitals and nursing homes, later in physicians' offices. The audits would try to find out more about both the disease and the patient, management schemes employed, and results in terms of treatment of the disease and its social consequences for the patient and his family. He also suggests that volunteers submit a careful plan for observing and interviewing a random sample of patients. The study would trace how they became ill; what they and professionals have done or are planning to do; and how patients and families feel about it. Dr. Duff cautions: "Don't let the professionals discount your ability to understand, at times far better than they, what it means to be sick or a relative of a sick person."

The Council of Teaching Hospitals reported a 41 percent

increase in outpatient visits and a 61 percent increase in emergency department visits in their group of hospitals in a recent six-year period. The hospital has become more than a medical center for the very sick. It is also a family doctor to the poor, whether sick or well. And anything volunteers do to help improve outpatient services makes the new family doctor more effective.

The following goals have been stated by one health service expert as essential in this area:

- Establish a primary and continuing health contact for each family or at least each patient.
- Assign each family its own physician in the clinic.
- Improve emergency service through screening clinics which identify real emergencies, and observation wards, where asthmatic patients, for instance, can be kept for a period of observation.
- Train and use volunteers, aides, and assistants in the clinics, emphasizing more personal and responsive care.
- Add outreach services and home health services to reach more patients in their homes.
- Set up minibus routes and other transportation programs to make getting to the hospital easier and less expensive.
- Provide some way of responding to patient and staff complaints. In general, reorient the spirit and atmosphere of services—root out patterns of inefficiency, disorder, paperwork, and endless delay.

As volunteers work to extend health services into the general community, it is becoming increasingly clear that those who lack a comfortable measure of wealth are also likely to lack a comfortable measure of health. This is not to say that America's 22 million poor have a monopoly on ill health—far from it. Nor is this to say that no one with a low income has ever enjoyed good health care. In many cases, spectacular care has been given to indigent patients.

But while many Americans receive medical protection on a scale undreamed of fifty years ago, millions live in squalor. Some

diseases on the decline in the rest of society remain at an incredibly high level in the slums.

Many studies have highlighted the full extent of the poor health of the poor:

- The poor are sick twice as much as the nonpoor.
- The poor have four to eight times the incidence of such chronic conditions as heart disease, arthritis, hypertension, and visual impairments.
- Poor mothers and infants suffer higher death rates.

However you measure, when you compare the poor and affluent sections of an American city or state, you will find great differences in health.

For example, researchers found during one study period that one of the poorest sections of Washington, D.C.—the "model city area"—had the highest infant mortality rate and the greatest percentage of births with no prenatal care in the city. Comparing certain poor and affluent sections of Washington, experts have also reported infant and pneumonia mortality rates twice as high in poor neighborhoods, cirrhosis four times as high, and TB forty times as high. The death rate in the deprived neighborhood was 50 percent higher than the ages of the population warrant. About a third of the people there could benefit from mental health services.

During the 1960s, prominent Princeton researcher, Dr. Anne R. Somers, found that, in one year, the Trenton, New Jersey, tuberculosis and venereal disease rates were three to five times higher than those for the state as a whole. Its death rates from virtually all major causes—cancer, heart disease, accidents—were far above state and national levels. Most of the communicable diseases were concentrated in the same 20 percent of the families that constituted the city's multiple-problem poor. The same families suffered TB, syphilis, alcoholism, serious drug addiction, and illegitimacy.

It is not hard to guess why this was so. Lacking proper nutrition, shelter, and education, living on remote country hills or on streets where garbage piles up and rats may outnumber

One of the two million volunteers who call on neighbors during the annual April crusade of the American Cancer Society to raise funds for the war against one of the nation's worst diseases.

A volunteer working at a drug clinic pours a glass of "Tang," often given to ex-addicts after treatment with methadone.

people, the poor tend to be sick, to have sick children, to have large families, and to be ignorant of the preventive measures that are routine for the rest of society (like prenatal care visits or preventive shots for babies). Living in a society which demands extraordinary initiative and perserverence of those who actively seek health care, their scant knowledge of symptoms often leads them to wait until a disease is far advanced before they seek treatment. Until then, "treatment" is likely to consist of patent medicines, home remedies, and the like.

In the urban slum, or rural poverty pocket, health shortages are compounded by the simple course of economic events, which makes it unlikely that highly and expensively trained doctors will hang out a shingle where earning potentials are not good and where they must live in isolation from medical and cultural centers.

Concerned with these needs, the health volunteer groups, both national and local, are trying to broaden their approach to include the experience and viewpoints of the people whose unmet health needs are greatest. They are giving less attention to the abstract problems of research, where they can contribute only marginal money, and more to the pressing question of how they can contribute skills, common sense, and civic know-how to help people.

In the automated 1970s, machines are not only taking over the mailings and other fund-raising activities that used to command so much volunteer attention, but are also helping change institutional financing and even doing some research. Now, many groups are trying to identify urgent urban needs and are asking volunteers to help meet them.

- In Washington, D.C., for example, an American Red Cross community social worker emphasizes transportation: "The problem is such lousy transportation! I think half the problem in health right now is transportation." Red Cross volunteers are now driving patients to and from clinics and picking up surplus foods. The Red Cross has loaned a car for the use of patients at the Southeast Neighborhood Action Board Clinic in Anacostia.

Manned by neighborhood volunteers, it takes patients around the city.

- In Chicago, B'nai Brith women volunteers with the National Foundation-March of Dimes, concerned with the prevention of birth defects, set out with a lofty goal: to see that every pregnant woman in the city visited a doctor. Working in a tight, well-constructed program, Operation Stork, they identified prenatal health care needs with the help of city health leaders. In one target area, they then helped provide services in clinics and, as community educators, mounted a successful public relations program. In response, requests for literature and clinic locations poured in. Operation Stork is now being duplicated in other cities.
- Down the Grand Canyon, the Arizona Society for the Prevention of Blindness sent vision screening team to test the eyes of forty-eight boys and girls in a mile-deep village of Supai Indians. The team, in turn, trained a local screening team to continue working with the Supai children—two Head Start teachers, a grade school teacher, and two Supai mothers. Since 1965, the National Society for the Prevention of Blindness has carried on preschool activities in Head Start. Volunteers take an eight-hour training course and have been successfully recruited from low-income and minority groups, including Head Start mothers in New York City, Cambridge, Massachusetts, and San Antonio, Texas.
- In the Emmanuel Baptist Church congregation of more than 3,000, Philadelphia school children prepared and delivered a twelve-week lecture series on Negro history. Woven into their material were facts about cancer and the need for checkups. (The death rate from cancer for Negroes was about 20 percent higher than for the white population in the United States in 1967.)
- In Baltimore, Maryland, trained Cancer Society volunteers visited twenty-one fifty-year-old women in a series of housing projects, and instructed them in the use of the Pap test for the detection of cervical cancer. In one high-rise complex, there was

a 71 percent response as compared with about 40 percent when the testing materials were mailed to the women without a preliminary education or personal contact.

The American Cancer Society reports: "Our experience shows that programs will not be successful in disadvantaged areas without consumer participation. This is our priority concern rather than numbers of Directors at National, Division, and Unit levels. . . . Bringing in education from the outside has just not worked."

With a wary eye on the whole issue of "do-goodism" and "coming on as a lady bountiful," most of the voluntaries are trying to involve lower-income consumers in the programs from which they will benefit. They are experimenting with efforts to accede to the now familiar "Let *us* do it—ourselves. Just give us the wherewithal."

The Los Angeles Cancer Society intensively indoctrinated—in Spanish—fifteen poor Mexican-Americans in the ABCs of anatomy and of cancer prevention. Working as a leadership team, the women went out into their own neighborhoods to conduct education programs—meetings, films, newspaper interviews, and door-to-door visits. At the end of the second year, there were seventeen active groups affiliated with the Los Angeles branch.

There is also a decided trend toward including the poor and minority group viewpoints on boards and other decision-making groups, national and local. The National Health Council, an umbrella organization for health agencies, has asked its members for evidence that they are getting "a broad spectrum of consumer input into the organization's policies and programs." Toward this end, most of the big agencies—National Association of Mental Health, Planned Parenthood, National Tuberculosis and Respiratory Disease Association, for instance—have assigned inner-city responsibilities usually a black staff member.

In California, the Sacramento Area Mental Health Association developed a project using nonprofessional mental health

aides from poverty neighborhoods. These aides, who communicate directly with clients in their own language (two are in Spanish-speaking neighborhoods) were carefully selected, trained, and supervised. The Society for the Prevention of Blindness has found that a major problem in low-income areas has been not in recruitment for vision screening but in the lack of good follow-up. The Society urges groups there to determine resources for eye examinations and treatment when setting the plans for the program.

The health volunteers' skills are particularly applicable in community mental health work, where they support patients trying to make a new start out of the hospital. Researcher Dr. Francine Sobey describes the service functions for such nonprofessionals as the following:

- The *caretaking* function, which includes physical care and supervision—institutional care, for example, or foster homes, or as a homemaker.
- The *bridging* function, which helps make the connection between the person in need and sources of help through interpreting, expediting, and linking activities.
- The *sustenance,* or *social support* function which may be provided through "substitute personal relationships."
- The *professional assistant* function, serving as an aide and working closely with the professional, and under his direct supervision; this may include counseling activity approaching professional therapy.

In a significant survey of 185 projects throughout the country using 10,417 nonprofessionals (half paid, half volunteer), Dr. Sobey found the typical service recipient to be a poor, mentally ill adult, with less than a high school education, who received pre- or posthospital care at a state hospital, day hospital, or halfway house. She divides preventive care into three areas: providing treatment to those already seriously ill; detecting services to intervene and prevent the development of more serious disturbances; and finally, promoting the general mental health of the whole community. The nonprofessionals' contribu-

A physician takes a blood pressure reading and an assistant records the results in a program for easy detection of heart disease, conducted by Heart Association volunteers.

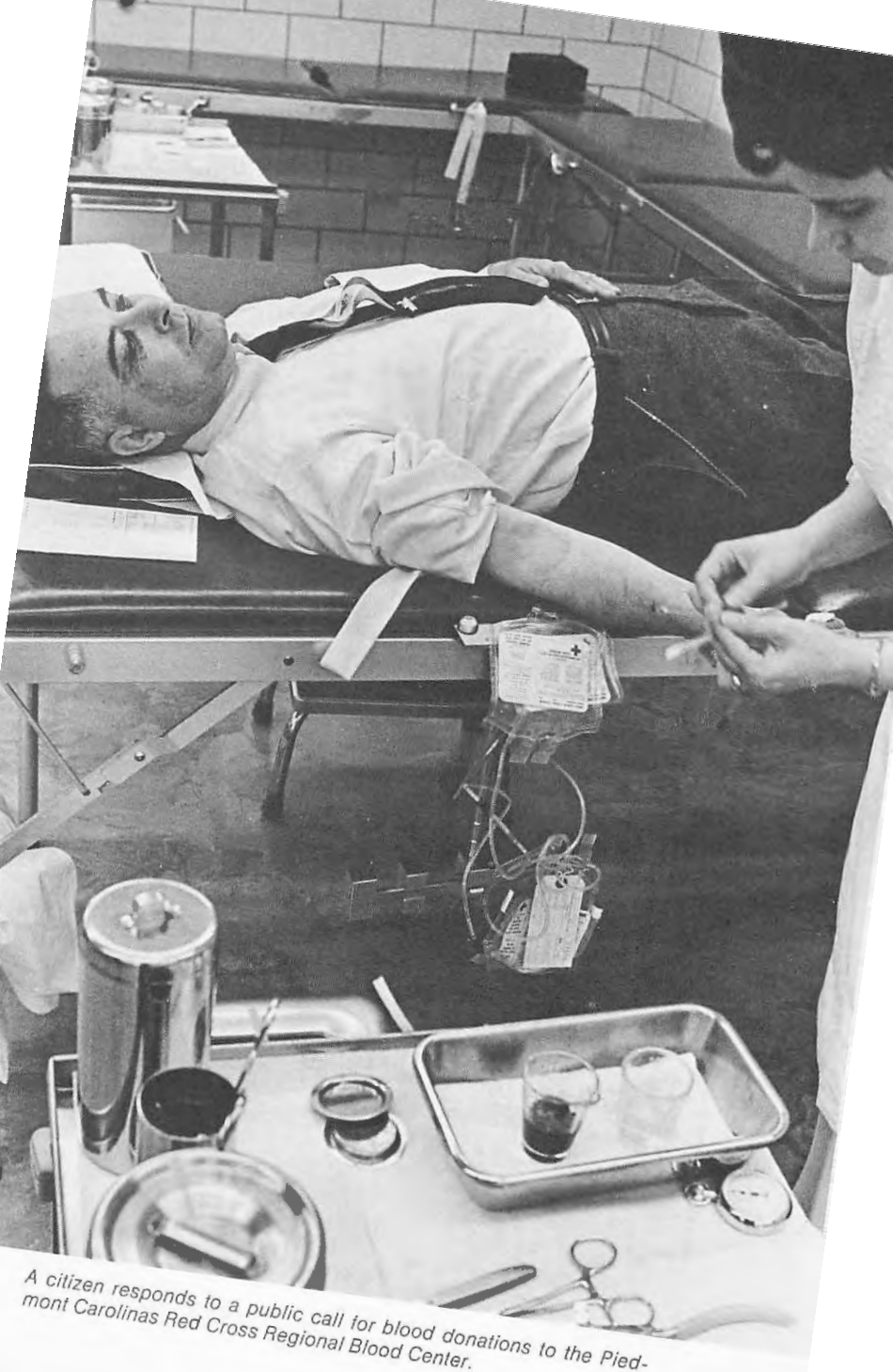
tion was substantially that of treating and rehabilitating the mentally ill, thus freeing professionals for therapeutic tasks, and contributing fresh viewpoints. Ninety percent of the projects surveyed said they could not function without them.

It is not only those groups concerned specifically with health care that have made an impact on this problem today. The League of Women Voters, nationally, has never listed health as one of its target study problems. Yet the Lewisburg League, involved with the problems of migrants, found that, though many of the migrant children were ill and many family members needed help at one time or another, the nearest hospital authorized for their treatment was in Danville, thirty miles away. The League entered into a contract under which volunteers picked up the migrants at the camps and fields, brought them to the medical center, helped guide them through red tape, and returned them.

On the other hand, some people can move mountains on their own by sheer perseverance, skill, and intuition. By knowing what to do, when, and with whom, they can accomplish much as loners. One thinks of Terese Lasser, founder of Reach to Recovery—a woman who suffered terror and despair as a result of a radical mastectomy (surgical removal of a breast and part of her chest and underarm), and so set about forming a rehabilitation agency which aggressively brings advice and assurance to other mastectomy patients.

But experts caution that such work is rare. Most of the great volunteer achievements in the health fields have come through individuals pooling their skills and bringing their collective weight to bear on a common problem. According to one, "If you want to operate on your own—do so. If you are looking for others as concerned as yourself, you will still have some pioneering to do." Ideas may come from such publications as the following:

The Volunteer in the Hospital, The Volunteer in Long-Term Care, The Teen Age Volunteer in the Hospital and Other Health Care Facilities, American Hospital Association, 840 Lake Shore



A citizen responds to a public call for blood donations to the Piedmont Carolinas Red Cross Regional Blood Center.

Drive, Chicago, Illinois; *Volunteer Services in Medical Health,* An Annotated Bibliography, National Institute of Mental Health, 5454 Wisconsin Avenue, Chevy Chase, Maryland; *The Volunteer and the Psychiatric Patient,* American Psychiatric Association, Washington, D.C.; *College Volunteers,* A Guide to Action, National Program for Voluntary Action, Washington, D.C.; *Essentials for Hospital Volunteer Service,* A Guide, United Hospital Fund of New York, New York, New York; *RX For Action: Report of the Health Task Force of the Urban Coalition,* The National Urban Coalition, 2100 M Street, N.W., Washington, D.C. 20037 (a comprehensive exploration of local planning and action).

Suggestions for Action

For those interested in volunteer health work, the following guidelines may prove useful:

1. *Identify how you work best.* Some people get a great deal of satisfaction out of personal, face-to-face service, in which they actually meet their clients. Others prefer more impersonal office work, in which they can participate in the planning and administration of services. Some may have a particular skill which a voluntary health group may need more than personal service. As the executive of one group put it: "We need someone to edit our newsletter so badly! It's the most important job we have open at the moment. But everyone wants to go down to help at a ghetto center."

New concepts of the volunteer's role and capacity to serve improve your chances of performing in a satisfying and useful way. As Harriet Naylor, Director of Volunteer Services for the New York State Department of Mental Hygiene and Chairman of the Governor's Interdepartmental Committee on Volunteers explains: "We used to recruit a volunteer to do a specific task with specific limits. She would go through recruitment and basic training and quickly outgrow that task. Now we are emphasizing developing relationships. What she does, grows out of *patient* needs—not out of *staff* needs. If she starts to do

one job and finds that a patient needs her in another role, she changes roles."

2. *Identify your entry point.* You may, of course, have an interest in a particular cause and know exactly what need you wish to help meet. If you are uncertain, Clarissa Boyd, Assistant Executive Secretary of the National Tuberculosis and Respiratory Disease Association, has a sensible suggestion: "Watch your local newspaper. Look to see who is really doing a job—and who could use your services. It might be a drug clinic. It may be one of the voluntaries. It may be a program at a community hospital. And then walk in! I've seen citizens walk in where no professional will stick his neck, and do a job." It should be added that you should watch your local TV station and listen to the radio—some of the most compelling features about health activities can be seen and heard there—or simply keep your ear tuned to the local grapevine. It would not take you long—if you want to work with mentally retarded children, for instance —to hear about a project like that of educating severely retarded children in Broomfield, Colorado—volunteer from the Board of Directors down. Fifty housewives help the one paid teacher, and ten to fifteen more are on the substitute list. Parents of retarded children are renowned for the spunky way in which they have organized to help themselves and their children.

Remember that health volunteer opportunities may not be confined to the health volunteer groups. You might try your area's Health Department, its nursing homes or Senior Citizen Center, Model Cities program, schools and churches in low-income areas, or children's institutions to see if they have volunteer health-oriented programs.

An outstanding resource for identifying your entry point is your area's Volunteer Bureau, organized and run in most communities by the United Fund or the Health and Welfare Council, which acts as a clearinghouse for volunteer assignments. You can usually get facts there about what is going on, who needs help, and how to give it. The new National Center for Voluntary Action is trying to expand these bureaus, rename

them, and give them more visibility as local Voluntary Action Centers. If these centers develop as planned, they will be important as information clearinghouses and as action centers.

The National Center is concentrating on thirty priority cities across the country. But it talks in terms of thousands of centers and of new concepts in which Voluntary Action Centers would not only centralize agency recruitment and refer volunteers to specific agency jobs but would also become the vehicle through which volunteers and people in need of services could find each other across agency lines. In time, the Centers plan to offer volunteer services that established agencies do not give, and to encourage volunteers to become concerned with patients' needs.

The National Center for Voluntary Action's clearinghouse has collected information on what experienced people feel are successful and significant voluntary projects across the country. If you contact The Clearinghouse (1735 Eye Street, N.W., Washington, D.C. 20006, telephone 202-466-84444) and inquire about a specific area—the physically handicapped, mentally retarded, deaf, or a specific disease—you will receive a portfolio of pertinent case histories. Each describes a program, its location, and whom to contact for further information.

3. *Identifying the need.* Once you are working with a specific group, the first priority is to help in whatever way you can to identify the areas of greatest need and then to move in effectively to meet it. The women in Operation Stork worked at the outset with Chicago health officials to gather facts on the Chicago area and its prenatal care needs and then decided to concentrate on one target area where the need was great because attendance at a prenatal care clinic was low, despite the availability of excellent facilities and staff.

If you are a newcomer to a group, it may take a while before you can persuade your colleagues to move in a certain direction. But if you gather your facts, demonstrate the need in a compelling way, and are willing to work hard yourself, you will probably succeed.

Chapter Four

On the Consumer Front

Adam and Eve may have been the first "consumers," as one consumer advocate put it, but it was not until the late 1950s that their disorganized and frustrated descendents found an "ism" of their own—consumerism—and champions for their cause.

Among the earliest to heed the growing movement, first of annoyance and dissatisfaction and then of anger and outrage, was John F. Kennedy, then a candidate for President. The public, he discovered, had had enough of food that was unwholesome or adulterated, drugs that were ineffective or unsafe, appliances that did not work or defied repair, and paychecks that disappeared through inflation or unconscionable, though legal, credit practices.

During his campaign, Kennedy promised to become a "lobbyist" for the consumer. In 1962, as President, he delivered the first consumer message to Congress. He asserted the buyer's right to safe and effective products, adequate information with which to select intelligently among products, freedom of choice in the marketplace, and consumer representation in government.

Though President Kennedy's goals were reasonable, they were far easier to proclaim than to implement. It took nearly a decade of hard fighting and public pressure, matched by lobby-

ing and congressional armtwisting, before the consumer movement could chalk up a handful of important victories.

The first, and probably the hardest fought consumer battle, was the more than four-year struggle for Truth-in-Packaging, the Fair Packaging and Labeling Act of 1966. Though its critics say the measure is watered down, Truth-in-Packaging, nevertheless, makes the old game of Supermarket Roulette slightly less hazardous for the consumer by requiring the manufacturer to declare his name and address on the carton or container; to state the net quantity; and to list both the ingredients and additives in order of decreasing predominance by dry weight. It also prohibits the use of such fanciful and misleading terms as "jumbo pint" and "giant quart."

The second landmark battle was the struggle in 1967 to update the sixty-year-old Wholesome Meat Act of 1907. During hearings on the measure, the public learned that conditions in slaughter houses and meat processing plants were little better than those that had so outraged Upton Sinclair in 1906. Sinclair's book, *The Jungle,* which described the nauseating conditions he found, so moved and disgusted the public, President Theodore Roosevelt, and Congress that a federal inspection program was established for meat and meat by-products that found their way into interstate commerce. Sinclair lived long enough to see the law his book inspired strengthened and extended to cover meat processors who operate at the interstate level.

Congressional consumer advocates had a rougher legislative time with the Consumer Credit Protection Act of 1968, best known for its Title I provisions, called the "Truth-in-Lending" law. Title I and the regulations drafted by the Federal Reserve Board to implement it require all who extend credit or loan money to use a common language, and, with few exceptions, to disclose all the terms and conditions in their credit or loan agreements. The Credit Protection Act also establishes maximum allowable rates for garnishment, provides stiff penalties for extortion, and, in effect, makes "loan-sharking" a federal crime.

But that was only the beginning. Reformers then turned to other areas of abuse from unsafe toys—playthings that also maim and kill—to drugs, such as antibiotics and oral contraceptives, which had been rushed onto the market, often after only superficial testing. Their developers had touted them as effective and the government had certified them as safe, but were they?

Soon, however, the administrative arm of government began to move against product abuses within its jurisdiction. For example, the Federal Trade Commission, repeatedly accused of footdragging, now began to scrutinize products carefully. It found that many failed to live up to their advertising claims. In addition, the Food and Drug Administration turned for a closer look at new drug applications and began a re-evaluation of drugs long on the market.

"Consumerism" also caught on at the state and local levels. State after state, plus a handful of cities and counties, established new consumer protection units or expanded those they already had. Though they vary in power and effectiveness, local consumer protection agencies help to protect the consumer from frauds and abuses untouched by federal laws.

State legislatures and some county and municipal governing bodies began to move against the sharp operator and the cheat as well. For example, several states recently passed laws allowing the buyer a "cooling-off period." This "period" is a specific length of time in which the buyer may rescind a credit contract if he believes he has been pressured into buying the product.

But help for the harried consumer does not come entirely from the long arm of the law or the legislature; it also comes from consumers themselves, from national-level organizations such as the Consumer Federation of America to ad hoc groups that spring up to fight for or against a specific issue. For the most part, they are low-budget, privately financed, and informal. With few assets other than dedication and enthusiasm, the organization that seeks to help the consumer must depend heavily on the volunteer.

Leo Perlis puts it even more emphatically: "Volunteers? That's what makes a movement."

Mr. Perlis, a tough, no-nonsense trade unionist and a member of the Textile Workers from Paterson, New Jersey, is the Director of the AFL-CIO Department of Community Relations at union national headquarters, Washington, D.C. In his position, Mr. Perlis is in charge of what is probably one of the largest grassroots consumer oriented programs in the nation.

The Department was set up about twelve years ago, after the 1955 merger of the American Federation of Labor and the Congress of Industrial Organizations. It is the result of what Mr. Perlis calls "an idea that just occurred to me one day."

Except for a handful of paid staff members at the Washington headquarters, the program is staffed entirely by volunteers. It draws on and serves 14 million "dues-paying, card-carrying" union members.

According to Mr. Perlis, "they're all volunteers, even the experts—the lawyers, the teachers, home economists, insurance agents, all the people—we invite to teach our classes." In addition, tens of thousands of union members and their wives or husbands participate in these programs.

The backbone of the union-consumer program is the corps of "local representatives" who take an eight-to-ten week course sponsored by the community services committees of the central labor bodies throughout the country. The course outline is prepared by Mr. Perlis's office, and local experts, the lawyers, teachers, and home economists. Government employes, professors from universities, and people from different agencies are invited to teach the course. "This way," says Mr. Perlis, "we train the rank and file."

"Take, for example, John Jones, machinist. We teach him all we can. Then he becomes a volunteer consultant where he works."

Mr. Jones, consultant, serves as an informal shop steward in his shop, office, or factory. As such he helps his fellow worker deal with the marketplace rather than with management.

Mrs. Virginia H. Knauer, Special Assistant to the President for Consumer Affairs, checks on packaged meat in a Philadelphia supermarket after being alerted to several instances of misleading price labeling.

If, for instance, a fellow worker is having trouble with a loan shark or has been taken by a fast-talking operator, his volunteer consultant can point him in the direction of help; perhaps even help with the problem himself.

The unions have other consumer programs as well—again, all conducted by volunteers. Among them are special classes for the rank and file on how to be a wise consumer. Mr. Perlis notes, "when you're talking to the trade-unionist, you talk his language. We have a slogan: The wise trade unionist who increases his wages across the bargaining table often loses it as an unwise consumer across the bargain table."

Volunteers, both union members and experts from the community, also conduct consumer conferences on specific problems. The conference may concern anything from meat and clothing to credit.

The areas of credit and debt have concerned the trade union movement for more than a decade. Nine years ago, the AFL-CIO initiated the first debt counseling program in the nation with the assistance of fifteen public and private agencies, among them the American Bankers Association and the National Retail Merchants Association. There are now debt counseling services in 110 communities.

The union-consumer movement also conducts volunteer-staffed consumer clinics. These clinics offer an informal type of legal aid for members who have been taken in by misleading products and advertising.

Volunteers who man these clinics make referrals to the district attorney's office or the police department, for example, and offer information and advice to union members on what they can do to help themselves.

Sylvia M. Siegel, the Executive Director of Consumers Association of California and its only salaried staff member, shares Mr. Perlis's admiration for and dependence on volunteers. She says, "For every volunteer you get, we'll resolve a consumer complaint."

The Association is a ten-year-old umbrella organization for

local consumer groups that claim membership of more than two million. Like its member groups, the Association uses volunteers—all kinds of volunteers—from envelope-lickers to economists, students, and lawyers.

The Association helps to coordinate the largely volunteer activities of its member organizations. These range from conciliation efforts on behalf of the consumer to informational picketing, lobbying, and legal action, both on an individual basis and as class-action suits on behalf of groups of consumers.

The Association also has an extensive legislative program. Mrs. Siegel describes its operation as follows: "We ask experts to testify on our behalf before the state legislature, and our member-volunteers to write to or visit their representatives at Sacramento about specific issues we're interested in."

One specific issue is what Mrs. Siegel calls, "The Year of the Auto." While the legislature is in session, Association and association-member volunteers plan to concentrate their efforts on legislation concerned with the internal combustion engine.

Association volunteers also testified before a state legislative joint committee studying the proposed Uniform Consumer Credit Code. They opposed it in its present form.

Nor has the regulatory arm of government escaped the attention of Association volunteers. Last year, for example, several lawyers for the Association testified on behalf of the consumer during an Interstate Commerce Commission inquiry into abuses in the household moving industry. Other attorneys filed "amicus curiae" briefs with the State Supreme Court in connection with automobile repossessions and the so-called food freezer racket, a scheme to sell refrigerator freezers at inflated prices by offering to supply the buyer with "free" food.

Mrs. Siegel, who has been involved in community organization work for a long time, is convinced that the consumer movement—and with it the role of the volunteer—will continue to grow. She commented, "It's rolling, gathering momentum. The consumer is becoming more and more militant."

Max Wiener, a former real estate broker and a dealer in

second mortgages, saw what consumer fraud means from the inside. Mr. Wiener is the director of the Consumers Education and Protective Association (CEPA), headquartered in Philadelphia, Pennsylvania.

CEPA, now five years old and hundreds of volunteers strong, began when a few people took their consumer problems to an attorney. Since their problems were small in terms of legal fees, the lawyer advised them to form a group and to try lay action. Their efforts worked so well that there are now chartered CEPA branches in San Francisco, Cleveland, Des Moines, Paterson, New Jersey, and Reno, Nevada.

CEPA has two types of volunteers. The first and larger group consists of consumers with problems. They bring their problems plus two dollar monthly dues to a CEPA office. Then, while others help to resolve their problems, they work to resolve the problems of others. Volunteer duties include staffing the complaint committee, verifying facts, mailing out formal notices, fund raising, picketing, painting picket signs, and speaking.

The other type of volunteer is the consumer who may not have a problem of his own but is interested in CEPA activities and wants to help.

Mr. Wiener admits that there is heavy turnover in volunteers since many members lapse into inactivity after their problems have been solved. But, he says, the constant flow of consumer problems still manages to generate a permanent corps of between 300 and 500 volunteers.

CEPA's consumer help and self-help program is based on muscle, which its director calls "demonstrative action."

After the organization has decided that a member's complaint merits attention, a delegation of volunteers visits the alleged offender to try to resolve the dispute. "And if that doesn't work," says Mr. Wiener, "we picket."

He credits CEPA picketing with helping to break up the food freezer and fire alarm sales frauds in Philadelphia, and says the organization is now preparing a similar campaign

against a major auto maker's dealerships in that city and at its corporate headquarters in Detroit.

Mr. Wiener stresses, however, that CEPA is not antibusiness ". . . we're not asking people to boycott the cars. We're just trying to let the consumer know that his new-car warrantly doesn't protect him if he gets a lemon. So long as we don't block sidewalks and picket peacefully, we're strictly within our First Amendment rights."

Though some victims of CEPA picketing have tried to get injunctions, the courts evidently agree with Mr. Wiener. The organization's right to demonstrate has been upheld in every case.

Though CEPA sometimes takes direct legal action in emergency situations, such as an impending sheriff's sale, Mr. Wiener is convinced that demonstrative action, or picketing, is the most effective way to express consumer dissatisfaction. CEPA members have found that demonstrative action works 95 percent of the time.

Doris Behre, Director of the Virginia Citizens Consumer Council (VCCC), is less sure of the power of the picket. She says, "We've seen it happen over and over, boycotts and picketing are effective for only about two weeks." Mrs. Behre also noted that boycotts may work in grievance cases but she does not think they are effective when it comes to influencing legislation.

What works for CEPA does not seem to work for the fledgling consumer group, Virginia Citizens Consumer Council of Alexandria, Virginia.

Mrs. Behre does not belittle picketing. "It's just that if we were to try it here, who would show up?"

VCCC, a statewide organization comprised of individual members and civic and church associations interested in consumer problems, claims to represent some 70,000 Virginia residents. Interestingly enough, it grew out of a boycott, which became known as the Ladycott.

In 1966, a handful of angry women, distressed over spiraling food prices, took their grievances to the supermarkets of Spring-

field, Virginia, a prosperous suburb of Washington, D.C. They not only refused to patronize the markets, they formed a picket line as well. The so-called Ladycott gained national attention but little else.

A year later the VCCC was chartered and incorporated. It has four officers, a ten-member board of directors, six standing committees with between six and nine members each, and a sizable corps of lawyers. All are volunteers. According to Mrs. Behre, "VCCC couldn't exist without them. We're one great volunteer effort, one great grassroots effort."

Mrs. Behre estimates that she contributes at least forty hours a week as a VCCC volunteer.

Although VCCC eschews the picket line and the boycott, it has had its share of successes, among them what Mrs. Behre calls "a kind of David and Goliath battle" in 1970 with the state of Virginia over a proposed increase in power rates.

Volunteer VCCC lawyers appealed a ruling by the State Corporation Commission, which regulates utilities in Virginia, awarding Virginia Electric Power Company an increase in electric rates that would have cost 900,000 state residents an estimated $25 million a year. VCCC efforts forestalled the rate hike for six months and saved Virginia consumers about $12 million —or about $20 per person.

VCCC member-volunteers also have appeared before the State Board of Agriculture to push for milk dating; before a U.S. Senate Committee to support further reform in Truth-in-Packaging, and before the Federal Trade Commission to urge an end to the so-called "negative option plan" of selling books and phonograph records.

Much of VCCC volunteer work is done by members of the organization's standing committees and is concerned with consumer complaints, public relations, legislation, supermarkets, and toy safety.

The complaint committee, for example, reviews and attempts to resolve some 100 complaints a month. The usual approach, arbitration between buyer and seller, is often quite successful.

Supermarket committee projects include comparison shopping and lobbying for open dating of all perishable products and for nutritional labeling.

The toy safety committee is relatively new. It was formed last year after Consumers Union began to press the Food and Drug Administration to enforce the new Toy Safety Act.

Committee members, many of them young mothers, were asked to discover whether certain dangerous toys were available in their area. The committee also conducted a similar survey on the availability of a certain recommended car seat for children. They found that it had been widely advertised but was almost impossible to buy in the Washington, D.C., area.

Although VCCC is primarily research and education oriented, it occasionally uses a more nuts-and-bolts approach.

In December, 1970, for example, the organization began a nationwide campaign to supply hearing aids to the corporate deaf ear.

For one dollar, consumers from coast to coast could buy a book of orange and black stamps, or a matching button for fifty cents, showing a cash register ringing a no-sale surrounded by the words, "Consumers Care, Let the Seller Beware."

The Council suggested that the stamps be pasted over computer card holes on disputed bills, on junk mail returned at the sender's expense, or under an automobile hood as a warning to potential gas station swindlers. The stamps also could be given to supermarket managers and checkout clerks.

VCCC recommends the button as a fashionable, powerful accessory—to complement any outfit. The organization has sold more than 1,000 books of stamps to consumers in twenty states. The money from the project goes back into consumer action.

While the VCCC and similar groups in states like Arizona, Oregon, and Louisiana have been formed to "fight back," other groups, such as the cooperatives, have been organized to protect themselves.

Some of the larger ones, like the Greenbelt, Maryland Co-

operative, the nation's largest in sales volume, and the Berkeley, California Cooperative, which has the largest membership, have large paid staffs. They are, nevertheless, heavily dependent on volunteers.

According to Don Rothenberg, Director of the Berkeley group, "Without volunteer presence and pressure, the staff wouldn't do the job it's doing."

While Mr. Rothenberg feels they could survive, the whole flavor would be different without volunteers since it would be too business oriented.

Mr. Rothenberg is the Education Director of the 35-year-old Berkeley Cooperative of Richmond, California. The Co-op, which is owned by some 57,000 Bay Area families, has eight shopping centers, some 650 paid employes, and a sales volume of $40 million a year.

Though the Berkeley Co-op is big business, it is run by volunteers. Co-op members are elected to its board of directors and appointed to its eight standing committees, and to the various shopping center councils. While it is the volunteer who determines policy, not the paid staff member, the staff and volunteer work together. As Mr. Rothenberg commented, "Most of our activities are a healthy combination of both." An example of this working combination was the price survey conducted by the Co-op to determine how the prices in their supermarkets compared with others. Three of their paid home economists and twenty-three volunteers carried out the survey. The paid staff provided needed Co-op stability while the volunteers do most of the active work.

Another volunteer Co-op activity is its recycling depot, the first in northern California. It is open on weekends to collect glass bottles, newspapers, metal cans, and other reusable containers. The operation requires twenty-five volunteers at a time.

Other Co-op volunteers donated a year of their time to developing and testing recipes to help the consumer eat better for less money. The product of their labor is the "Co-op Low Cost Cookbook," now in its seventh printing.

Co-op volunteer activities are divided into two broad categories; special and regular.

Two of its special activities were the organization and sponsorship of the February, 1971, commemoration of Black History Week in which more than 250 volunteers participated, and a similar celebration of Cinco de Mayo, the Mexican independence day. Volunteers have also planned an All-Asian Festival.

Regular volunteer services include active support of consumer legislation. For example, volunteers, mostly members of the Consumer Protection Committee, helped to draft the state's new compulsory cereal and bread enrichment law. Its members also are studying unit pricing, labeling and packaging reform, and auto repair legislation.

As part of its work, the committee contacts state legislators on behalf of these proposals, gives expert testimony at legislative hearings, and sends delegations to Sacramento when an important consumer bill is pending.

Other volunteer activities include teaching classes in various areas of interest to Co-op members. Classes range from yoga to guitar playing; whatever the Co-op members request.

Often, too, the Co-op depends on the professional volunteer such as the doctor, lawyer, economist, or social worker, to assist in the planning area. One group of lawyers and laymen have studied the possibility of cooperative legal services.

Some day Dick Shortt's volunteer program in New York City may be as extensive and well organized as that of the Berkeley Co-op. Mr. Shortt, the Education Director of the River Bay Consumer Co-operative Society, "Co-op City," admits that it is still in the organizational stage.

Co-op City's base is a cooperatively owned middle-income housing project in the Bronx. The first of its projected thirty-five high-rise buildings opened in 1968. When it is completed, Co-op City will house an estimated 44,000 persons.

Although it is hard to determine the exact number of volunteers because the number seems to vary with the project, Mr.

Shortt says he can depend on approximately twenty-five persons at any one time to assist with the Co-op's various projects.

For example, volunteers spend between ten and fifteen hours a week manning informational centers in the Co-op's three supermarkets, demonstrating new products, offering nutritional information, and generally assisting shoppers. Informational center volunteers also advise people on food stamps by telling them who is eligible, how and where to apply for them.

One of Co-op City's most successful volunteer programs has been the taste-testing panel that meets every six weeks to rate Co-op brands. Co-op City also has a volunteer-staffed credit union where members handle the actual day to day transactions.

Because so many of its members are older persons with fixed incomes, young people, and members of working class families, Co-op City emphasizes its Smart Shoppers Committee, a volunteer service that offers Co-op members information on such topics as unit pricing and credit costs.

Also of special interest to Co-op City members is health care in the community. A volunteer group is now attempting to evaluate medical and health care delivery in the area.

Like many other volunteer consumer organizations, Co-op City draws on local educational facilities for volunteers. Some economic students from Queens College, part of the City University of New York have conducted cooking demonstrations and have offered helpful hints to housewives at Co-op City.

Volunteer Student Power is also active through the Auto Safety Research Center in Cleveland, Ohio. Its Director, Tom Vacar, explains that the Center is concerned with auto safety but that its real mission is to deal with defective autos. Mr. Vacar is a student, a political science major at Case Western Reserve University, as are many of his vounteers.

The Center was set up in 1969 with an $800 donation from Ralph Nader, two $500 grants from Consumers Union, and $200 from the United Auto Workers Union.

When the Center can afford it, student volunteers are paid

Law students record complaints from consumers at a Consumer Help Center operated by a local television station.

between $25 and $50 a week. More often than not, however, the Center has to depend on fifteen or so unpaid volunteers.

The Center uses everyone from retired lawyers and housewives to graduate students and high school students. It has a cardinal rule that applies to all volunteers: all work is shared. Everyone handles complaints and everyone gets involved with the customer and the dealer.

The Center has received between 600 and 1,000 telephone calls and inquiries from consumers unhappy with their automobiles or their repair work. Of these, 400 were unhappy enough to file a formal complaint. Mr. Vacar claims that his volunteers have been able to help in about 80 percent of the cases.

After a complaint is received and verified, a Center volunteer gathers such relevant documents as the car owner's repair bills, warranty, owner's manual, and bill of sale. He then tries to resolve the problem by telephoning the alleged offending dealer or mechanic. If the telephone call fails, there will be letters and finally personal visits.

Some auto dealers have been receptive and helpful. Most of the dealers realize that the Center is not antibusiness. They see it as a stimulus to make the free-enterprise system work better.

The Auto Safety Research Center has worked well enough to save one car owner $76 on a valve job he never authorized, and to gain for another owner a $150 refund for unnecessary repairs to his car. As one grateful owner wrote, in a letter to Mr. Vacar, "Without your help we feel the dealership would not have answered our complaints. . . . They just stalled us off until we went to you."

Despite the Center's financial viscissitudes, a similar center will open soon in St. Louis, and by 1972 possibly 100 others across the country will be looking for volunteers.

Student power also seems to have taken hold in the law school. Several, among them George Washington University School of Law, in Washington, D.C., have established consumer

law centers staffed at least in part by students. In some programs, student participants receive a small stipend; in others, such as George Washington's "Consumer Help Center," they receive academic credit.

At George Washington, law students receive two semester hours credit, but according to Tom Acey, a Codirector for the 1971 spring semester, those who elect to take the course, which is open to second and third year students, find that it requires a minimum of fifteen to twenty hours work a week, plus the traditional lectures.

About 90 percent of the participants in the program are law students who work under the supervision of a faculty advisor. The other ten percent are non-law-student volunteers, some university undergraduates, and some full-fledged members of the bar.

Although their numbers fluctuate with the school year, about 80 persons at a time, students and volunteers combined, have participated in the program since it began in February, 1970. Financial assistance comes in part from the university and in part from local television channel WTTG.

The Consumer Help program at George Washington University is primarily one of the direct handling of complaints on a referral basis. Over 4,500 consumers who have called, written, or visited the office have been assisted.

This is a typical case: a woman makes a deposit of fifty dollars on a rug. Then, her husband loses his job and she is unable to complete the purchase. Nevertheless, the merchant refuses to return her deposit. The Consumer Help Center comes to her aid by referring the case to Neighborhood Legal Services.

Law students cannot give legal advice or otherwise practice law. All they can do is try to match the person with the problem and the person with the answer. This is no small job considering the wide range of complaints Consumer Help receives. Services, such as auto and TV repairs, are high on the complaint list. Also close to the top are retail stores, automobile dealers, mail order merchandise, public utilities, and credit charges.

Consumer Help tries to follow up on its referrals by mailing out a form and a stamped, self-addressed envelope. Based on the replies it receives, the student group is able to measure the success of various referrals and to see which agencies are helpful.

Consumer Help also provides "teachers" to schools and organizations that request them. For example, law students and teachers, using prepared monographs, may explain to a group of retired school teachers how to read a conditional sales contract or a lease. The group might also explain some of the legal ramifications of installment buying.

Consumer Help's message is carried to the consumer via local television. In one year, the group produced two TV programs with the local TV station providing the film and technical assistance. One program warned the consumer of the pitfalls of record-buying clubs. The other discussed the dangers of interstate land sales. The Consumer Help Center also has planned a documentary on auto repair frauds and how to avoid them.

The purpose of Consumer Help is not only to help the consumer but also to "produce lawyers who are knowledgeable about and interested in consumer problems."

One such knowledgeable and interested lawyer is Ralph Nader, virtually a household word among consumers and consumer groups. His Center for the Study of Responsive Law, in Washington, D.C., also depends on a combination of student and volunteer help.

However, Ted Jacobs, the Center's Executive Director, an attorney and 35 staff members are all paid. Their incomes, it is said, are far less than they would receive elsewhere.

When the Center, the oldest of Nader's three consumer groups was organized, it was more dependent on volunteers. After several years, the Center reached a saturation point. According to one full-time volunteer, there are not enough full-time people to supervise all those who wish to volunteer. Nevertheless the Center does use professional volunteers when they are available, particularly attorneys.

One year a lawyer from Minneapolis wrote to the Center,

offering his services for a month instead of taking a proposed trip to Europe. The Center welcomed his concern and he arrived with his whole family.

Although the Center seems to have more offers than it can use, potential volunteers are not summarily turned away. Instead they are referred to existing consumer groups that need help or are encouraged to form groups of their own.

In addition, Mr. Nader appealed for older or retired professionals to set up volunteer organizations around the country to study the problems of the elderly.

Traditionally, however, the basis of Mr. Nader's organization has been students and young professionals, the "Nader's Raiders." Although they are paid for their summers' work, often on a need basis, the salaries are low, the hours are long, and the work is demanding. As one Raider observed, "It's like enlisting, except you never get leave."

If student volunteers contribute time, energy, and dedication to the consumer movement through organizations like Nader's Raiders, so do their grandparents through other organizations such as the American Association of Retired Persons-National Retired Teachers Association (AARP-NRTA).

AARP-NRTA has 3 million members. An estimated 1,500 persons over 55 years of age, not necessarily retired, join its ranks each day, according to Barbara Fazenbaker, Director of the organization's Consumer Office in Washington, D.C.

Its members generally are persons with modest means or fixed incomes, or both. Not only are they the hardest hit by inflation, which quickly erodes a pension or social security check, but they also are high on the list of victims of swindlers and hucksters.

The Association's Consumer Office opened in July, 1970. By March, 1971, it had received more than 1,000 consumer complaints and inquiries from its members.

Mrs. Fazenbaker says, "Over and over again we heard that the retired person was a prime target for consumer frauds and deceptive practices. Too often, older people have few resources

for assistance when they have questions or have been victimized, and even when supportive programs are available they often are unaware of them."

AARP-NRTA decided to do something about it. The answer was what Mrs. Fazenbaker calls "an on-going out-reach community project." It will offer consumer guidance through volunteer programs which eventually may be set up by the organization's 1,600 affiliates throughout the fifty states.

The project calls for a national network of "consumer information desks," staffed by trained AARP-NRTA volunteers. These consumer information desks will be set up in accessible public places such as government buildings or chamber of commerce offices. Although they will serve the entire community, the emphasis will be on the older person.

Volunteers who will staff the consumer information desks will, first of all, provide a sympathetic ear to consumer problems and complaints. When possible, they will answer specific questions. If the volunteers do not have the answer, they will refer the questioner to someone who can help him. If there is no help available locally, volunteers will forward the matter to national headquarters.

However, the information desk volunteer will not serve as advocate, attorney or complainant on behalf of individuals using the consumer information service. Mrs. Fazenbaker said that this is not the purpose of the consumer desk. The consumer desk is intended to provide an opportunity for honest merchants to relate to the dissatisfied customer in a constructive and objective environment.

Three AARP-NRTA affiliates, in Hendersonville, North Carolina, Louisville, Kentucky, and Waukegan, Illinois, are in service and another consumer desk will open soon in Portland, Missouri. The program is financed locally but backed by the national office. Mrs. Fazenbaker estimates that by the end of 1971, there will be ten such programs throughout the country. She expects the number to increase each year. The project is barely in its infancy, yet 150 volunteers already have signed

up in Waukegan and another fifty-five in Hendersonville.

Although the consumer information desk will be a major part of the AARP-NRTA volunteer program, it will be only one of eight assignments available to members.

For example, some volunteers may prefer to help compile a community resources reference book. Others may wish to work on recruitment, while still others might help with referral follow-up. In addition, there will be records to keep, correspondence to answer, publicity to arrange, and contacts in the business community to make.

Mrs. Fazenbaker says that without the volunteer, there would be no program at all.

Whatever the AARP-NRTA volunteer chooses to do, he first takes a training course of ten two-hour sessions. These will be held once a week for twenty weeks.

First he learns about the usual areas of consumer interest: money management and credit, guarantees and warranties, product and home safety, and nutrition. Then he studies other topics that are of particular interest to older persons such as health quackery, home improvement frauds, wills and estate planning, insurance, and social security.

Mrs. Fazenbaker says that the well-informed consumer is his own best protection and that this is especially true with older persons. Their volunteer program will try to help older persons and the entire community to be as well informed as possible.

Consumer education and information programs such as that of AARP-NRTA are an important part of the consumer movement, but they constitute only part of the movement. Nor are the programs the only way to use volunteers. Though to a much more limited degree, the volunteer also is helping government do its share to protect the consumer.

The Federal Trade Commission, for example, invites a handful of volunteers to serve on regional advisory boards. The first, the Chicago Area Consumer Advisory Board to the Federal Trade Commission, has sixteen to seventeen members. It is less

than a year old. According to its chairman, Helen Nelson of the Center for Consumer Affairs at the University of Wisconsin Extension Center, the advisory board is now inviting persons to testify on door-to-door sales at an FTC hearing in Chicago.

The Santa Clara County (California) Department of Weights and Measures and Consumer Affairs is using a few volunteers in a pilot program. Lawrence Sheehan, the consumer affairs coordinator, said that the volunteers do not work out of the office and thereby avoid the possibility of friction with regular county employes.

Santa Clara's consumer affairs unit, established in 1969, is the first county program in the state and one of three in the country. The other two are Dade County, Florida, and Nassau County, New York.

Mr. Sheehan used volunteers who have research background, such as students, to do research in low-income areas or to help Spanish-speaking citizens translate their complaints into English.

He believes that the program has been successful, but because of possible political repercussions he has no plan to expand it.

Political repercussions are unlikely to affect New York City's Department of Consumer Affairs. Under its commissioner, Bess Myerson, and her Director of Volunteers, Lilly Bruck, volunteer aid is the rule rather than the exception and is likely to stay that way with the blessing of Mayor John V. Lindsay.

The Department of Consumer Affairs at 80 Lafayette Street, New York City, was formed September, 1968, under a merger of the city's old Department of Licenses and Department of Markets. When Miss Myerson was appointed Commissioner in March, 1969, she asked Mrs. Bruck to develop a working program to help the Department reach the city's 8 million consumers. She notes, "given the Department's limited resources, I knew we would never be able to do it without volunteer help."

Commissioner Myerson asked for that help and received it. As of February, 1971, there were 150 active volunteers working for the Department, 35 of them on staff status. Twenty of these

volunteers have contributed more than 100 hours each. Furthermore, as of December, 1970, volunteers had contributed more than 5,500 hours of their time to the Department.

Mrs. Bruck explains that "Translated into man-days, this equals 3.62 full-time employes, not counting vacations and sick leave. At a conservative estimate of $8,000 salary for staff assigned just to complaints alone, this equals $27,960 saved the city."

Mrs. Bruck is herself an unpaid volunteer. She works for the Department from 10 a.m. to 4 p.m. every week day and performs many weekend and evening speaking engagements. In most organizations, the Director of Volunteers is a salaried position.

Consumer Affairs volunteers come in all shapes and sizes. Among them are retired professionals such as doctors and lawyers, businessmen, teachers, students, and housewives. The list also includes a research chemist and a commercial artist who spent three months decorating the Department's office on wheels, the "Consumermobile."

Although volunteers perform many services within the Department and within the community on behalf of the Department, taking complaints is probably the most important part of their job.

Shortly after Miss Myerson became Commissioner, the Department installed a special twenty-four-hour consumer complaint phone. It is manned during the day by volunteers and at night by a telephone-answering device. Volunteers are trained to assist department inspectors by eliciting as much information about the complaints as possible and by setting up the paper work needed to resolve them. The Department received 82,000 complaints in 1970 alone and each year the number increases.

Volunteers work in other areas, also. For example, one group of volunteers conducted a shopping survey of the city's supermarkets while others circulated petitions supporting the city's proposed Consumer Protection Act of 1969.

The Act, one of the most comprehensive pieces of consumer

legislation in the nation, gave the Department board new powers to combat fraud. According to Commissioner Myerson, volunteer effort was in large measure responsible for the Department's successful effort to win City Council approval of the measure.

Many volunteers also work with the Department's Speakers Bureau. The demand for speakers from the Department is enormous. Mrs. Bruck, an accomplished public speaker, helps to train volunteers who will speak to religious, fraternal, social, school, and consumer groups all over the city. She says the volunteers make it possible for the Department to fill most of the requests it gets.

Mrs. Bruck and Commissioner Myerson each credit the other with the success of the Department's volunteer program, but both feel that volunteer recognition is important too. Mrs. Bruck believes that the volunteer must be made to feel a part of the Department, part of the city administration. This is not always easy when the administration is as big and impersonal as that of the City of New York.

Whether a consumer effort is located in a major city or local community, Commissioner Myerson's and Mrs. Bruck's feelings about their particularly successful program hold true; without the volunteer, there would be no program. The same may be said about many consumer programs throughout the country.

Chapter Five

Cleansing the Environment

The world we live in is fast becoming a threat to our survival. Our environment, as if it were a kind of Medusa's mirror, casts a lethal reflection. We really are, it tells us, what we eat and breathe and hear and smell. We are what we do and make and build. We are where we live and work and play. Polluted air, earth, water, suburban sprawl, urban slums: these things hit us where we live, and they have begun to hit us hard enough to hurt.

There is really no accurate or adequate way to measure the amount of damage that has already been inflicted on the environment. Nor is there any sure way to ascertain how much of a threat pollution constitutes to human health or what it will take in money, institutional changes, and personal sacrifices to repair the damage and to prevent further destruction.

Many Americans, however, have come to believe that a clean environment should be one of our first priorities no matter how much it costs in time, money, and effort. As a result, environmental action groups have sprung up in cities and states from coast to coast. Volunteers are organizing clean-up campaigns, combating industrial and other polluters, and gathering information for those Americans who want to live ecologically.

The following list of major pollution problems gives some indication of the scope of the environmental crisis in this country and the compelling need for citizens to volunteer to help curb pollution and prevent further assaults upon the environment.

Water

The water in our rivers, lakes, and the streams is the same water that rains down upon us carrying with it all the chemicals we cast into the air. It is also the same water we drink and into which we pour voluminous quantities of organic and chemical wastes of every kind. Our present network of sewage and water treatment needs much improvement.

- About half of the community water supplies in the U.S. receive only chlorination, which kills bacteria but does nothing to remove pesticides, herbicides, or other chemicals.
- Approximately 1,400 communities, including some good-sized cities, and hundreds of industrial plants still dump untreated wastes into our waterways.
- Thirty percent of all Americans served by sewers have only primary treatment of sewage, which is basically a settling process.
- Every major river system in the country is polluted. Every *second* about two million gallons of sewage and other fluid wastes pour into our waterways.

Air

- Every year we release nearly two hundred million tons of toxic matter into our air, about one ton for every American.
- The annual cost of air pollution in terms of damage to buildings, land values, farm crops, and human health has been estimated conservatively at $20 billion. What is worse, scientist Rene Dubos has explained that we do not know very much about the chemicals we release to the air and earth and water—and, most important, into our own bodies. Dubos has noted that "some 70 percent of the particulate contaminants in urban air are still unidentified." He suggests that these may be

Girl Scouts (above) participate in an Earth Day clean-up of the Potomac River in Washington, D.C. Local youths (below) working on a messy problem in Baltimore, Maryland.

far more hazardous to our health than those we know about.

- Autos account for more than 55 percent of total air pollution and more than 60 percent of the carbon monoxide; industry, 17 percent of the total and 22 percent of the sulfur oxides; electric power plants, 23 percent of the total and about 60 percent of the sulfur oxides.

Solid wastes

- Eighty percent of our refuse is disposed of by open dumping, 9 percent by incinerating, 10 percent by sanitary landfilling and only 1 percent by recycling, salvaging, and composting.
- On the average, every American generates about 6 lbs. of trash a day, only about 5 lbs. of which is collected.
- Estimates are that our solid waste is growing at twice the rate of our population.
- Federal authorities rate 10,000 of the nation's 12,000 dump-sites and 225 of the 300 municipal incinerators as extremely inadequate in terms of both health and pollution controls.

Urban environment

- Some 34 million Americans live in 11 million dwelling units that are either overcrowded or have structural deficiencies.
- In these areas, infant mortality is three to five times the national average; injuries, burns, accidental poisonings five to eight times the national average. Over 14,000 rat bites are recorded annually; far more are undoubtedly unrecorded and unreported.
- Beyond this is the crime, malnutrition, poverty, mental and emotional illness, and other aspects of the urban environment too numerous to mention and almost impossible to measure. Ian McHarg, Chairman of the Department of Landscape Architecture and Regional Planning, University of Pennsylvania, in an intensive study of Philadelphia, found a close correlation between physical, mental, and social disease and the density of the population. He discovered a looser but still significant correlation between concentrations of disease and concentrations of

pollution, ethnic groups, and poverty. He concluded, "The heart of the city is the heart of pathology."

Noise

- Some scientists regard noise pollution as potentially more dangerous than air or water pollution in terms of its effects (often imperceptible and unnoticed) on human mental and physical health, even on unborn babies.
- Noise of 90 decibels or more is regarded as dangerous to hearing. Many of the sounds we commonly hear exceed this limit, including subways, electric blenders, motorcycles, construction noise, many power reactors and other devices. By the end of this decade, the number of reactors is expected to reach 140; 720 by the year 2,000.

Other pollution problems

- Other sources whose potential danger is perhaps even greater are the 200,000 mental and dental X-ray machines now in use, the more than 800,000 medical radioisotope administrations performed each year, and the growing number of electronic products, such as TV sets, microwave ovens, lasers entering our homes, institutions and industries.
- In 1969, some 100,000 microwave ovens were in use; some 40,000 of them in homes. The U.S. Government joined with health units in four states to run spot checks on these ovens. Over a third leaked radiation in excess of *industry's own voluntary standards.* Experiments have shown that prolonged exposure to this radiation at close range can cause eye cataracts and other biological damage.

As can be seen, the problems are monumental, and the cost of solving them will be great. However, according to the estimates of one environmental group, Resources for the Future, Inc., the measurable material costs of pollution outweigh by a ratio of 16 to 1 the costs of pollution abatement. Thus, in terms of tangible damage to health, recreation facilities, buildings, clothing, wildlife, and fish, it costs more to ignore pollution than to

fight it. As Resources for the Future expressed it, "an ounce of pollution is worth a pound of cure."

What are the cures for our environmental ills? In a sense, they are as many and as varied as individual communities and their specific pollution problems. Although lasting solutions to our environmental crisis must be found, concerned citizens throughout the nation are seeking immediate answers to pressing pollution problems. Their environmental activism has taken many different forms. The following examples illustrate some of the ways in which organized community action can protect the environment:

- Early in 1970, the Glass Container Manufacturer's Institute announced an advertising budget for the promotion of one-way glass containers that was twice the size of the entire federal budget for solid waste disposal. As a result of insistent citizen pressure the Institute has announced a program for reclaiming and recycling glass containers. Redemption centers are being set up in twenty-seven states where bottles will be bought back at a penny a pound.

On July 20, 1970, the city council of Bowie, Maryland, as a result of intense citizen pressure and over the opposition of many retailers, unanimously approved a bill, effective April 1, 1971, banning the sale of all nonalcoholic beverages, and all beer with 5 percent or more of alcohol, in nonreturnable bottles. Bowie thus became the first jurisdiction in the country to take this step. Now at least 65 "ban the can" bills have been introduced in twenty-five states. The bills propose to restrict the use of disposable beverage containers by banning them, taxing them, or requiring deposits on them.

(One group offering aid and information on getting rid of nonreturnable bottles is Ban the Can, James F. Cardan, American River College, 4700 College Oaks Drive, Sacramento, California 95841.)

- For years the citizens of Shepherdsville, Kentucky (pop. 1,525), had silently suffered the "dust-storms" stirred up by the nearby shale-crushing plant of the Ohio River Sand Company.

The Junior Woman's Club of Flint, Michigan, with some of the 7,802 pounds of used glass collected during a month-long drive. The glass, turned over to the Owens Illinois Glass Company, is recycled into glass containers and new paving material for roads, known as "glasphalt."

Things got so bad that, in the words of Mrs. George Wolpert, before her husband had finished painting their house "so much dust got into the wet paint that when it dried it looked like it was sandblasted." After talking with their neighbors, the Wolperts found that they were not the only ones who had had enough dust. In 1969, 374 citizens of Shepherdsville persuaded local authorities to conduct a series of grand jury investigations into the pollution at the shale-crushing plant. The company was taken to court and fined $1 for "operating a common law nuisance." But the important result was the immediate installation of pollution-control equipment which the company had long discussed and long put off.

What happened in Shepherdsville is typical of what is occurring all over the country. Once reluctant to force action from polluters who are often big employers and taxpayers, cities and towns across the country are now issuing clean-up-or-else ultimatums to anyone who is not moving full speed ahead on pollution control. Besides forcing communities to act, citizens have also formed lobbying groups, filed lawsuits themselves, and fired volleys of letters to civic officials complaining of the slowness of pollution-control activities.

• Fairfax County is a sprawling Virginia region south of Washington, D.C. Like similar areas elsewhere, its growth has been haphazard and helter-skelter with little or no real control over the pace or pattern of growth, with little or no effective concern over the impact of its rapid growth upon the environment. Its failure to provide for projected growth extended even to such essential public services as sewage. Early in 1970 overloads at county treatment plants amounted to over eleven million gallons a day. Much of the sewage simply flowed in raw, untreated form into the Potomac river. State law expressly required the public works authority to report any "unusual or extraordinary" bypassing to the state water-control board. No bypassing was ever reported. Despite the existing sewage overload and the resultant dumping of millions of gallons of raw sewage into the Potomac, the Fairfax County board of super-

visors continued to approve new residential and other developments, thereby adding new links to the already overburdened county sewage system.

These and other facts were uncovered by local citizen groups after months of intensive investigation and research, much of it on-the-spot. They reported their findings to the state water-control board and to the county board of supervisors. At public hearings conducted by these agencies, and at other public meetings and discussions, the citizen groups presented a persuasive and meticulously well-documented case. The result was a growing outcry from an outraged citizenry, increasing impatience on the part of federal and state water-control authorities, and finally a moratorium on all new sewage hookups to three overloaded county treatment plants.

Fairfax County offers an important, and by no means unique, example of how organized, informed, articulate citizen action can get results, often against powerful opposition. The moratorium, however, is only a method of buying time: it does not resolve the deeper and more difficult problems of unplanned city and suburban growth.

Indeed, the whole question of the way we use and develop our land underlies most of our environmental ills. The failure to guide growth through effective land-use policies that take full account of ecological as well as economic values is responsible for much of the environmental damage and destruction that we are today trying to undo.

In order to preserve the quality of the environment, communities must carefully regulate the use of land water and skillfully plan the growth of cities and suburbs. Individuals must join together to make collective decisions about valuable resources and to deal with issues in terms of their implications for and impact on each other, on different sectors of society, even on different times.

Guidelines for Action

The following, then, are some general guidelines for effec-

tive individual action that can help insure a proper regard for environmental priorities at the community level:

- Be informed. Environmental problems are often tangled and technical. A single issue or problem can rarely be understood or solved without the use of many forms of expertise: scientific, engineering, medical, architectural, political, legal, and economic. However, this is not to minimize the need for citizen volunteers. No matter how much technical know-how is involved, the larger issues must be resolved by the community as a whole. Thus, they must be presented in a form that is both accurate, straightforward, and generally understandable. Furthermore, the essence of the ecological approach is its holistic quality. Once the experts dissect the detailed data, someone must put it back together again to get the overall picture of the problem.

Probably the best way to insure both the detailed expertise and the general overview is through a series of group studies, each of which focuses on a major aspect of the problem and includes the appropriate kinds of expertise. The work of these groups should be closely coordinated. Furthermore, it is a good idea to revolve the membership of the groups so that all volunteers will have the opportunity to work on each study.

Accuracy in all details, and tedious, painful research is essential. In most instances, volunteers will be tackling established interests who are familiar with the ins and outs of the issues and who have easy access to detailed information.

- Clearly and cogently pinpoint the real issues: the ecological rights and wrongs. These can get lost in the morass of facts and figures. Facts should be used to emphasize and underscore the larger issues. Every citizen has a right to a decent environment, and no one—neither an institution nor an individual—has a right, even when exercising his own "rights" of private property, to damage the air, water, or earth.
- Find out where the power lies by a down-to-earth study of the bureaucratic structure. A lot of time can be lost by talking to the wrong official or agency. One can not always tell who is in

charge simply by looking at organization charts. Many times volunteers will have to talk to people who have some day-to-day, inside knowledge of how things work in order to find out which particular official (or aide to which official) is the man to see and how best to reach him.

- Offer constructive alternatives. Public officials sometimes resist changing policies and procedures they know are bad simply because they lack practical alternatives.
- Try to educate and arouse other citizens. Get them to actively participate. Present the problem at public hearings, forums, meetings, press conferences, in press releases, pamphlets, advertisements, radio and TV shows, or interviews. The public teach-in or forum can be an effective means of informing and arousing other volunteers. It can be especially effective if it zeroes in on the immediate problems and needs of the community, suggests perspectives and practical alternatives, and draws not only upon outside resources, but also upon those of the entire community. The latter include local schools, libraries, colleges, as well as architects, planners, scientists, engineers, social scientists, and public officials.

After a volunteer group has studied ecological issues in general, and those facing its community in particular, its next step is to work out a plan of action. This can be done through local groups or organizations that are affiliated with, or assisted by, national, state, or regional groups. The plan should be as detailed and comprehensive as possible.

One recently developed planning technique, thus far applied primarily to the design and development of community schools, is the "charrette." It has proven so successful that it is now being applied to broader community projects as well. In essence, the charrette brings together representative elements of a community, amateurs, and experts, key public officials and private citizens—in short, those who are concerned and those whose official approval or special expertise is required by the project under consideration. The charrette, for example, has been used to develop a broad master plan for economic growth and com-

munity development in Calvert County, Maryland. Many of the most innovative and useful ideas for this plan came from concerned volunteers. For information on the charrette technique, contact: Office of Construction Services, U.S. Office of Education, 7th and D Streets, S.W., Washington, D.C. 20201.

The success of the plan also depends heavily on the ability of volunteers to persuade both the general public and key public officials to join in. This requires a successful publicity campaign and experienced "lobbyists."

Aid and advice on both publicity and lobbying are available from such organizations as the Sierra Club and League of Women Voters.

In devising an ecological plan, volunteers will need to use the resources available through public agencies, environmental and other citizen groups, schools, and universities to take an inventory of the community or region. The inventory might cover the following broad areas:

- Natural resources and measures to protect them.

Try to construct, in as much basic detail as possible, an ecological map of your community or region (here you will need the help of biologists, geologists, architects, etc.)

Ian McHarg's book, *Design with Nature,* contains excellent examples, with detailed commentary and explanation, of such maps.

On the basis of such a map, or even without it, try to determine what the ecological impact is of such man-made topographical features as the transportation network, public utilities, and residential and industrial developments on such natural features as rivers, canals, oceans, lakes, soil, hills, vegetation, trees, minerals, aquifers, etc.

Is residential and industrial development in your region governed by land-use plans and policies that are adequately designed and adequately enforced? Often beautiful master plans are drawn up, adopted, filed away and forgotten. Are your land-use plans and policies ever altered at will to suit the desires of speculators and developers? Is there an effective program for the

purchase and preservation of open space, of unique ecological assets such as swamps and marshes, streambanks and forests, wild life?

- Economic resources and their impact on the environment.

Map out the areas that are mainly agricultural, industrial, and commercial. What is the geographic distribution of employment? What and where are the major industries? Where do they get their raw materials?

What are the major pollution problems? What are their sources? What do residential, commercial and industrial developments do with their waste products?

What are the *total* costs of pollution to the community—economic, social, ecological? What is the breakdown of *total* costs according to the kinds and sources of pollution? Who bears the burden of these costs? What would it cost, over the short run and over the long run, to clean up the various kinds of pollution? What would be the best ways (fairest and most effective) of financing this cleanup and, most important, of preventing the various forms of pollution from occurring in the first place?

Evaluate the tax rates of both individuals and corporations regarding water, schools, highways, public transportation, municipal government, garbage collection, and sewage treatment. Are these adequate and equitable? Are major polluters taxed or otherwise penalized at rates high enough to *discourage* them from polluting, to encourage them to find increasingly cleaner ways of operating, and to force them to *pay* for cleaning up the pollution they do produce? Does your locality, region, or state have effective laws, regulations, enforcement powers and procedures for alleviating and, eventually, eliminating the various kinds of pollution—air, water, land, persistent poisons, and pesticides?

- Human resources

What is the population of the community? What is its projected growth? Are there adequate plans to provide for this growth so as to avoid urban or suburban sprawl, segregation by

race and income, insupportable strains upon housing, schools, sanitary facilities, transportation, health facilities, public utilities, and the community's reservoir of natural resources?

What governmental units regulate various aspects of the environment: air, water, soil, land development, minerals, food production and sale, public health and saftey, fire, sewage, solid waste? Do they function effectively in the public interest? If not, why not? Who are the key officials in these agencies?

What means are available—media, teach-ins, public meetings, etc.—for informing the community of the environmental issues facing it and for developing a general environmental consciousness and concern? Can these means be better used, improved, or expanded?

What is the local educational system (at all levels) doing in environmental education? Is it drawing upon the resources of the entire community? Does it use the community as a laboratory and classroom? Are teachers adequately trained in environmental matters? Are inner-city children deprived of actual outdoor environmental experiences? Are there environmental extension courses and activities for adults who need to be awakened to the seriousness of the challenge and informed about ways of meeting it?

Do you have a planning commission? Has it, or anyone, any real powers of enforcement?

Is there any effective effort, agency, or organization for resolving environmental problems at a regional level? Air and water pollution, for example, often extend beyond local boundaries.

Many community action groups may find that the state legislature is more responsive to their proposals than the local government. State legislatures are often eager for constructive suggestions—especially when the proposals are supported by detailed research. The staffs of state legislatures are usually overworked, understaffed, and underpaid. They generally welcome well-drafted and well-documented legislation. Localities are creatures of states; often the state level offers the only real leverage for changing things at the local level. Finally, local govern-

University of Michigan students hold an "environmental teach-in" after staging a demonstration protesting against the use of non-returnable containers.

ments are ensnared in a crazy-quilt of jurisdictions that hampers their ability to deal with many pollution problems. Thus, the state government offers a direct and appropriate route to effective action for controlling air and water pollution, industrial and community waste disposal, and for acquiring and preserving open space.

The following are some suggestions on approaching state legislators:

State legislators are accessible; a letter or a phone call from a constituent is very likely to get a legislator's attention.

Since state legislators are overworked, and understaffed, approach them, if possible, with a complete legislative package; draft legislation (adapt from other states, etc.), background material and facts, lists of witnesses (with backgrounds and occupations) for hearings, a profile of the opposition, a run down of the arguments against (with refutations), etc.

Freshman legislators are especially responsive to new ideas and approaches. At the same time, they do not usually have much power or influence in the legislature.

In some states, a legislator is required to submit to the legislature any measure requested by an adult resident.

Even if the legislation does not pass, it still raises the issue, focuses public attention upon it, and prepares the way for further efforts. Often, if the issue is closely and hotly drawn, such legislation will even in defeat lead to voluntary action to curb pollution.

Although, in most cases, successful environmental action comes from organized, community campaigns, individual concern is also necessary and should begin at home. Americans who learn to live ecologically can help stem the tide of pollution.

For example, if a family of five leads a "conscientious consumer" life, it will produce about 57 pounds of garbage each week. If they are "careless consumers," they will produce 107 pounds, almost twice as much. This estimate is based on an experiment conducted by a concerned individual.

Adele Auchincloss, wife of novelist Louis Auchincloss, de-

signed the week-long experiment. During the week, another family, neighbors of the Auchinclosses, served as the "control." They lived the way an average American family usually lives, but they did not go out of their way to buy extra products.

The Auchinclosses gave up paper towels, used very few tissues, and bought no food or other merchandise in heavy packages or extravagant wrappings. They bought only returnable bottles and used a net shopping bag to carry fruit and vegetables home from the store.

During the experiment, both families gave dinner parties. Each served a total of eighty-five meals. The control family used frozen vegetables and other packaged food. The Auchinclosses scraped carrots and peeled onions. For the Auchincloss family, careful consumer living began as an environment-consciousness experiment and turned into a habit. According to Mrs. Auchincloss, it is no hardship.

Refusing to use paper bags or to buy no-deposit bottles may seem small, minor things that are not worth bothering about. Indeed, taken individually, they are not. But taken individually, almost any act of pollution, by people or by institutions, seems small and minor and not worth bothering about. But just as single acts of pollution have produced the cumulative environmental crisis that now confronts us, so personal ecological action can not only cut down on individual contributions to pollution but can also help convince industrial and institutional polluters to mend their ways.

Equally important, much pollution stems from certain habits of mind and accustomed ways of doing business. To the extent that individuals become more conscious of their personal responsibilities for pollution, they may become conscious of the need to become personally involved in curbing pollution in the public sphere.

Personal responsibility for pollution can take many forms. Sometimes concerned individuals motivate others. Many organize and lead community campaigns.

Rosemary Allerdice of Memphis, Tennessee, was not particu-

larly interested in ecology, but the publicity surrounding Earth Day, April, 1970, aroused her concern. As a result, she began organizing citizens for hearings on air pollution and other environmental issues.

In Massachusetts, a young attorney, Paul Brountas spearheaded a well-organized citizens campaign to convince state authorities to stand by pollution-control regulations. Consequently, the authorities rejected a petition by the Boston Edison Company for a variance from the stringent standards.

Some citizens have acted on their own. For example, Mrs. John Greenbaum of Louisville, Kentucky, convinced her local television station to give her a five-minute spot twice a week for a discussion of environmental affairs.

These are but a few examples of what individuals have done. The following are some suggestions for concerned individuals who would like to volunteer their time in an effort to combat pollution:

- Prepare fact sheets explaining the dimensions of the environmental crisis—the extent and threat of air, water, and land pollution.
- Detail the things individuals can do to help preserve and conserve our environment. (Environmental Action, Inc., offers a pamphlet called "Do It Yourself Ecology" that suggests a variety of things individuals can do to "live ecologically." It sells for 25 cents.)
- Organize a group of neighbors and conduct a house-to-house campaign. Talk to each resident of the neighborhood.

In addition, there is another avenue of effective environmental action—the courts. The court system offers some real advantages. In particular, it offers a neutral ground in which lobbyists and bureaucrats are least able to exert undue influence. Sometimes, when legislative remedies are inappropriate or impossible, the courts are a citizen's only recourse. Further, environmental law is a relatively new field. Since precedent is so important in law, there is a need to get on the books a growing body of litigation which may, in turn, spur new legislation.

The legal climate regarding environmental suits is undergoing rapid change as a result of both legislative action at all levels of government and rulings on the growing number of environmental cases coming before the courts. To find out the current situation volunteers can contact the local affiliate of a national environmental group, or the National Environmental Law Society (NELS) in Stanford, California.

The NELS, organized originally by Stanford law students, functions as an environmental legal aid society. It does factual research to support legislation or litigation, or testimony before regulatory agencies. It coordinates similar efforts at a number of law schools throughout the country. As of the middle of June, 1970, forty-seven law schools were involved. In addition, NELS publishes a monthly newsletter that details new ideas, projects, actions, and results. Its goal is to serve as a "nationwide network for volunteer legal research assistance available to everyone."

The class action technique enables an individual citizen, whose claim might otherwise seem too small to warrant the expenses involved, to file suit on behalf of a larger "class" of people who have been "injured" by the offending party. The status of environmental class action suits is, at present, unclear.

The courts have held that conservation groups, such as the Sierra Club or Friends of the Earth, do have legal standing to sue on behalf of the public interest, and such groups do have a number of legal actions underway or under consideration in different parts of the country.

But the courts have not consistently upheld the legal standing of individual citizens to bring such suits. Some courts have allowed them, but others have dismissed them on one of two grounds: either the citizen cannot show he is directly or immediately injured in some way or he does not have proper legal standing. In this instance suits should be brought by agencies officially charged with protecting the environment. In addition, court judgments have come generally in the form of financial reparation rather than a judicial directive to stop polluting.

Many legal experts argue that individual citizens do have

the right, under current law, to institute environmental class action suits. But since courts have tended to rule unfavorably on these actions, a number of states and the U.S. Congress are considering legislation to affirm the legal standing of any citizen to appear before administrative agencies and courts to defend "a right to a pollution-free environment."

Beyond suits through conservation organizations, or class actions, Harrison Wellford of the Center for the Study of Responsive Law has suggested the following legal possibilities:

- Stockholder suits against corporations—on the grounds, for instance, that the company's failure to control the pollution it generates may subject it to large damage suits or fines, which will diminish its earnings and dividends, and perhaps even hurt sales as a result of the bad publicity.
- Actions (taxpayer suits) against public officials or agencies responsible for pollution control for either neglect to enforce a law or outright violation of the law.
- Nuisance, trespass, and negligence suits against polluters.

In addition, legal experts at a 1970 conference on "Water Quality and the Law" at the University of Wisconsin outlined six courses of action that concerned citizens can use to bring polluters to justice in the courts. The six suggestions are as follows:

1. Use the 1889 Refuse Act, which prohibits dumping into any navigable waterway in the country, except under permit from the Army Corps of Engineers. Half the fine (up to $2,500) goes to those who give information leading to a conviction. In addition, the offender could receive a 30-day jail sentence.

2. If you own land bordering on navigable water which is being polluted, sue for infringement of riparian rights. This means, in effect, that you may sue because the pollution is depriving you of access to or use of the shore, streambed, and water bordering your land (your riparian rights).

3. Use the laws most communities and states have regarding private and public nuisances. These can be especially effective against urban air polluters.

4. Federal officials and agencies can be sued for failing to

carry out sworn responsibilities, or exceeding authority. One recent example is the citizens suit against former Interior Secretary Walter Hickel to prevent construction of the Trans-Alaska Pipeline System.

5. File a verified complaint with your state department of natural resources, or a similar agency. In Wisconsin, for example six citizens filing a pollution complaint can force the state to hold a hearing within 90 days. Citizens there may also prod the state into administrative rule-making against alleged pollution, or file petitions for declaratory rulings. Conservationists banned DDT in Wisconsin through those methods.

6. Last, most states have old laws against littering and dumping, not only on public highways but into waterways, as well. Although the fines are usually small, each offense can be pursued separately.

Additional information about environmental problems and methods of action can be obtained from various conservation groups and government agencies throughout the country. A comprehensive directory of all major national, state, and local agencies and groups is available through the National Wildlife Federation, 1412 16th Street, N.W., Washington, D.C. 20036. The booklet, entitled "Conservation Directory 1971" can be purchased for $1.50.

Other materials available through various conservation groups include the following:

Izaac Walton League of America has prepared a pamphlet "Clean Water—It's up to you" which offers suggestions for ways for citizens to combat water pollution. Free copies of the booklet can be obtained from Izaac Walton League of America, 1326 Waukegan Road, Glenview, Illinois 60025.

The Scientists Institute for Public Information (30 E. 68th Street, New York, New York 10021) offers for $5.00 a set of 8 environmental workbooks (Air Pollution, Water Pollution, Pesticides, Hunger, Environmental Education, 1970, Nuclear Explosives in Peace Time, Environmental Costs of Electric

Power, Environmental effects of Weapons Technology). The Institute plans additional workbooks in the series.

Environmental Action, Inc. 2000 P Street, N.W., Washington, D.C., publishes a biweekly roundup of news and developments on the environmental front: $4.00 for a year's subscription for the general public, $3.00 for students, $10.00 for businesses.

This, then, has been a brief survey of the state of our environment, with suggestions of ways in which the individual and the community can act effectively to improve it. And that is a full-time, rather than a spare-time job—for all of us rather than just a few.

Chapter Six

Combating Crime

"Direct citizen action to improve law enforcement has become an absolute necessity," according to the President's Commission on Law Enforcement and the Administration of Justice. Professionals dealing with the problems of crime are the first to admit that they have neither sufficient manpower nor funds to shoulder the task alone.

Each year, the Federal Bureau of Investigation's Uniform Crime Reports present more alarming statistics to the public. In a recent twelve-month period, over 6 million offenses were reported by police—or one major crime every 39 minutes; a forcible rape every 17 minutes; one robbery and one aggravated assault every two minutes; an auto theft every 41 seconds; a larceny (theft of $50 and over) every 25 seconds; and one burglary every 17 seconds. Additionally, a survey initiated by the President's Commission, indicates that the volume of unreported crime may be nine times that reported, depending on the offense.

The annual increases have been linked to many factors: there are simply more people; the technology of criminal information collecting and reporting retrieves more and more of it; improvements in law enforcement breed a corresponding in-

crease in public dependence on others for law enforcement; in our decaying cities, people are revolting against uninhabitable environments; the "system"—police, courts and prisons—is no longer doing its job.

Whatever the reasons, the damage of such continuous threats to personal safety and to property has become increasingly clear. The National Commission on the Causes and Prevention of Violence believes that the "high level of violence . . . is disfiguring our society—making fortresses of portions of our cities and dividing our people into armed camps. It is jeopardizing some of our most precious institutions . . . substituting force and fear for argument and accommodation."

In addition to its psychological impact, the annual cost of crime to the nation's citizens is astronomical. The government thinks that organized crime alone may net up to $50 billion a year from such activities as labor racketeering, gambling, exploitation of legitimate business, and illegal drug sales. In turn, police estimate that the price to society for crimes attributable to drug abuse may range up to $5 billion. In 1969, according to the FBI annual report, the national loss to burglaries was over $620 million; for robberies, $86 million; for auto thefts, $140 million. Another estimated $7 billion in taxpayers' money was spent by federal, state, and local governments to combat crime.

Yet, according to a task force report of the President's Commission on Law Enforcement, however alarming the statistics, "the cost of the fear of crime to the *social order* may ultimately be even greater than its psychological or economic costs to individuals." The group states that this fear implies "that the moral and social order of society is of doubtful trustworthiness and stability" and that "the tendency of many people to think of crime in terms of increasing moral deterioration is an indication that they are losing their faith in their society."

For these reasons, the call for citizen action against crime has become impelling. Attorney General John N. Mitchell has termed the American criminal justice system "an astounding

tale of neglect." Drawing on material submitted to the Justice Department's Law Enforcement Assistance Administration (LEAA) by individual states, he reports that each area of the system—police, courts and prisons—is in need of attention. For although the three have an interlocking function, each has its own weaknesses.

The nation's $600-million police force is larger and better equipped than ever before, yet crime persists. Most of our 40,000 separate law enforcement agencies explain that their officers are undertrained, underpaid, underequipped, and understaffed. In addition to combating crime on a 24-hour basis, the police force is expected to perform diverse tasks, such as delivering babies and guiding traffic. As Norval Morris of the Center for Studies in Criminal Justice at the University of Chicago puts it: "In many of our cities, we pay the police less than the garbage collectors, overload them with morally pretentious law, and require them to demonstrate wisdom and skill higher than that expected of any of the established professions."

Most states offer little basic training to police. Some offer none. Salaries can range as low as $165 a month. Some stations have only a telephone for communications. One state has only 30 men on duty between midnight and eight o'clock the next morning. Yet the nation's 420,000 policemen—one-third of whom are concentrated in our 55 largest cities—are held solely responsible for maintaining law and order, ranging from the resolution of domestic squabbles to the pacification of burning cities. Yet even the most efficient police work serves only to draw attention to the inefficiency of our overburdened courts.

Our judicial processes have all but stopped in many localities. As a national matter, 40 percent of the jail population on any given day consists of people awaiting trial. The backlogs in scheduling and disposing cases result in other abuses. "Plea bargaining," an administrative device to speed the requirements of due process by allowing defendants to plead guilty to lesser charges, is the daily regimen in many courts. Variations in the temperaments of individual judges make prevalent another

practice, "judge shopping," whereby counsel seeks the jurist most likely to look favorably on his case. In one state, the average sentence for forgery was sixty-eight months in one section; seven months in another.

Such inequities are aggravated by other factors. In some areas, lower court judges and prosecutors are not even attorneys. Since these are the courts handling 80 percent of all criminal cases, errors are not infrequent and can further impede justice. For example, one District of Columbia youth who volunteered to testify in a traffic case fell asleep in the courtroom while waiting two hours for his case to come up. The judge found him in contempt and jailed the boy for a day. In general, the lower courts' processing of law has become so bad that the President's Commission recommended "the best solution to the problem would be abolition of these courts."

Work has now begun on upgrading, streamlining, and coordinating overlapping authorities in the judicial processes, but in the meantime some states still report that their courts are in session fewer than eighty days each year, with chaotic results. Even when they do arrive at convictions, our prison system offers little incentive to those confined to lead more constructive lives when their term ends.

An unbelievable 40 to 70 percent of all released prisoners are later convicted again. According to one FBI study of 18,567 prisoners released during 1963, 65 percent were rearrested by 1970. One criminologist with prison administration experience says, "The genius of American penology lies in the fact that we have demonstrated that eighteenth- and nineteenth-century methods can be forced to work in the middle of the twentieth century." The Crime Commission found our prisons "at best barren and futile, at worst unspeakably brutal and degrading."

When prisoners in the New York jails rioted in 1970, one of the prime reasons was because there was upwards of 100 percent overcrowding. Another reason was that nearly half of all inmates had been awaiting trial from six months to a year and a

A woman inmate in a Texas jail working on ditty bags for servicemen overseas under the direction of a Red Cross volunteer.

half or more. They had not been judged guilty, just "administratively warehoused."

Each year, an estimated 3 million individuals spend time in our jails, reformatories, workhouses, and penitentiaries, yet most state and local prisons and jails have no convict rehabilitation program. The current vocational-rehabilitation counselor to prisoner ratio is 1 to 2,172. And without constructive help available, the President's Commission has found that "for the large bulk of offenders . . . particularly the first or the minor offender, institutional commitments can cause more problems than they solve" in our many thousands of correctional institutions. Further, although the President's Commission has pointed out that the "best data available indicate that probation offers one of the most significant prospects for effective programs in corrections," they also note that "probation and parole services are characteristically poorly staffed and poorly administered." Many counties do not offer such services at all, and in others there is a need for additional manpower. In one state, caseloads can range from 80 to 400 for each parole officer.

The prisoners' need for rehabilitation or help in any form seems evident in the following statistics, provided by the Chamber of Commerce of the United States, about state prison inmates:

- 85 percent are school dropouts.
- 18 percent are illiterate.
- 20 percent are mentally retarded.
- 65 percent come from broken homes.
- 40 percent have no previous sustained work experience.
- The average IQ is 85.

But perhaps the most troubling of the figures is that 50 percent are under age 25. As one authority testified before a Congressional committee, "If you can once handle the juvenile delinquency problem then certainly you can reverse the entire crime trend because it plays such a very, very important and significant role." Yet police in most areas are not given any special training to deal with young offenders, and according to the

President's Commission " . . . the great hopes originally held for the juvenile court have not been fulfilled. It has not succeeded significantly in rehabilitating delinquent youth, in reducing or even stemming the tide of delinquency."

Ironically, it is this admission of failure on the part of law enforcement professionals which has brought renewed interest in the role of the "unskilled" volunteer. The first probation officer in the United States was a volunteer, but the movement faltered when professionals pointed out that untrained workers could not do the whole job. Today, with recidivism rates soaring, professionals believe that a partnership effort with volunteers may reverse the trend. Typically, the concerned nonprofessional can offer one person the concern and support of a relationship based on friendship, acceptance, and shared activities.

Contrary to public opinion, such work does not reflect a "soft" attitude toward lawbreakers. It is, instead, a key to public safety. Ramsey Clark, the former U.S. Attorney General, has estimated that 80 percent of all felonies are committed by those who have been convicted of crime at least once before. Since barely 5 percent of the funds now spent on corrections goes into rehabilitation, the value of volunteers and community support in work programs, community-based facilities, job and other service referral, and counseling is seen as not only the most humane, but also the shortest route to cutting crime. To cite legal expert Norval Morris of the University of Chicago again, who has said: ". . . experience and such evidence as we have lead inexorably to the view that in the preservation and strengthening of the prisoner's familial ties and the preservation and creation of other social links with the community lies our best hope for his avoiding crime on release. We must, in our own interests, preserve and nourish his family and community relationships."

Today, over 1,000 volunteers are at work in the courts, and one of their most meaningful roles has developed in the community-based rehabilitation programs. In Denver, Colorado, where officials pioneered at the turn of the century by establish-

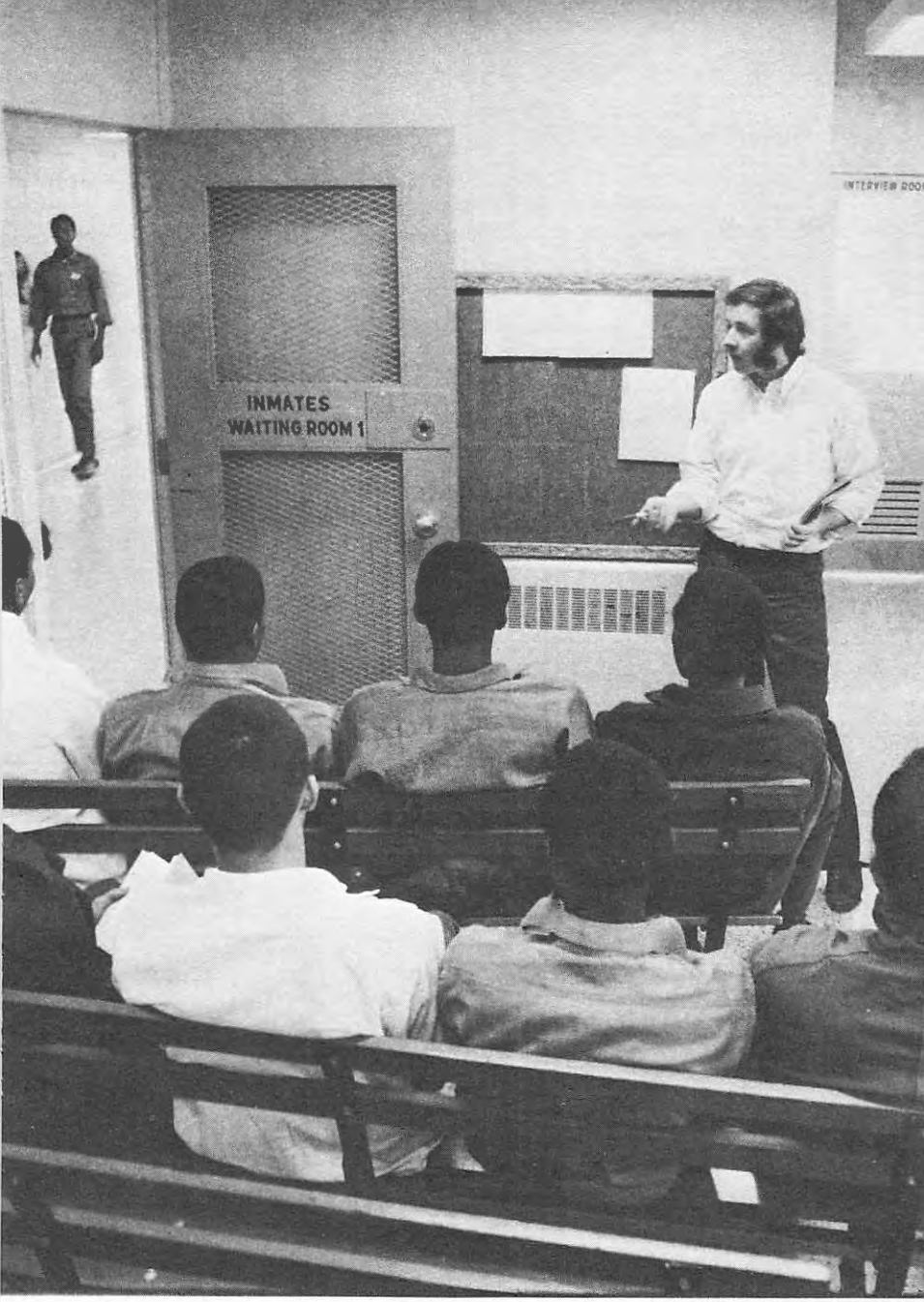
ing a juvenile and family relations court, a "Partners Project" has been established. Conceived by Robert Moffitt, it is designed to offer excitement and fulfillment to teenagers on probation.

Mr. Moffitt shares the view advanced by sociologists that offenders have a low self-image and a general feeling of worthlessness. Put another way, it means that a youngster who does not believe he has a future does not care if he has a past. The Partners Project has set out to change the young delinquent's view of himself. It builds up his ego with repeated experiences in success. It gives him prestige in the eyes of his peers.

Once each week, for a minimum of nine months, a Partner and a young delinquent share an adventure. Volunteer pilots provide airplane rides. The child has a chance to take the controls while the plane is cruising. His house is pointed out to him from the air. His spirits soar with the plane. Experience has taught the Partners that the child will tell family and friends that he had a plane ride arranged especially for him—and that few will believe him. Snapshots showing him in the plane with the pilot are taken. Several days later a letter arrives addressed to the junior Partner. Enclosed are the pictures, substantiating that his tale was true.

Next comes a fishing trip with a built-in guarantee of success. The owner of a fish hatchery, recruited as a volunteer, has filled one lake with good-sized, hungry fish. Before long, another unbelievable and happy event occurs. The child poses with his quota of fish, neatly strung. Again the pictures arrive—a permanent record and visible proof that the child was not telling a "fish" story. Dozens of equally exciting adventures follow. There is a bobsled ride climaxing a trip to nearby snowcapped mountains. An overnight mountain outing brings pairs of Partners together for cliff exploring and fireside singing. The YWCA provides honorary membership cards for Partners, so they can swim, spar, and learn crafts together. And always there are pictures taken.

To insure the success of the project, Mr. Moffitt insisted from the first that everyone must be a volunteer, including the young



A volunteer gives a group of inmates technical training for gainful employment following their release from prison on Rikers Island, New York City.

Partner. He produced an attractive brochure, full of pictures so that even halting readers could get the message. The probation officers of the juvenile court select children for the project and match them with volunteers the Partners Project staff have recruited, screened, and oriented. Each child chosen is told about the "Partners Club," advised that a vacancy exists, that he is free to join if he wishes and can obtain parental consent. The child takes home the brochure and must submit a written application blank.

Once accepted, the young volunteer often finds his life has taken on new meaning. The volunteer visits the home and talks to the parents. He visits the school and talks to the classroom teacher.

"Classes are often so overcrowded," says one Partner "that teachers know the child only as a boy who got into trouble. Their attitudes seem to change when they find someone genuinely interested in the child's progress. The volunteer's concern seems to deepen the teacher's concern."

Partners has been so successful that it is being adopted now by other communities. Juneau, Alaska, now has a novel twist to its Partners Project. The Director found that volunteers were so busy with their young charges that they lacked time to write up the required weekly reports. They solved the problem by installing a 24-hour recording telephone. Now, day or night, volunteers simply call in their reports. A secretary types them the following day, and the senior Partner is freed to devote more time to his young friend.

Another remarkably successful project resulted from the concern of Dr. Ivan Scheier, a former psychology professor at the University of Colorado. After reading that Lee Harvey Oswald had been known to the juvenile court but had received little significant attention during his formative years, Dr. Scheier telephoned the court in Boulder, offering a plan to supplement the meager resources of its limited probation staff by involving the citizenry as volunteers. He offered his own services as a psychologist or in any area they might choose.

Today, Dr. Scheier is Director of the National Information Center on Volunteers in Courts (NICOVIC). In time, he had resigned his teaching position to devote himself to the development of a volunteer program for the Boulder court, to write a manual for volunteer court services, and to offer consultation services to other courts interested in initiating or developing volunteer programs.

"In May, 1967," says Dr. Scheier, "fewer than twenty juvenile courts in the entire country permitted volunteers to serve. By April, 1970, 20 to 25 percent had volunteer services and an additional 15 percent had serious plans for starting volunteer programs." Today, he estimates that nearly half are being served by volunteers.

Many officials credit Dr. Scheier's energy, enthusiasm and devotion with being a major force in the development of the current movement of volunteers into the courts. He has enumerated 155 different kinds of jobs volunteers now perform, from leading group discussions to counseling the families of delinquents that have been adopted elsewhere. Some courts, like the juvenile court in La Porte, Indiana, and the Fulton County court in Atlanta, Georgia, swear in volunteers as deputy probation officers with a caseload of one individual. Others prefer to use their volunteers in a nonauthoritarian role, pairing each with a delinquent who may need help finding a job, being tutored, or simply talking with a friend.

Reasoning that what many juveniles need is attention rather than detention, Dr. Scheier has also called upon the Boulder community to experiment with Attention Homes for delinquents whose home situation was pushing them into further delinquencies. The community responded by providing a house, large enough for eight to ten children for the project. A young, married college couple took on the task of serving as houseparents for a token sum. Volunteers came forth to relieve them for week-ends. A furniture company supplemented other donations. A local diary donates milk; a supermarket supplies food. Other volunteers paint and do repairs in and around the house.

Three of the Attention Homes are now operating in Boulder. Encouraged by their success, other cities have adopted the program. Hays, Kansas, and Rapid City, South Dakota, are among those which have opened the locally-based homes for juvenile delinquents, while other communities like Ferndale, Michigan, are experimenting with the idea for young adults.

In some areas, when there has seemed to be no alternative but to send a child to a correctional institution because he continued to violate probation or was beyond parental control, judges have been relieved to find volunteers willing to take the children into their own homes. One couple in Scottsbluff, Nebraska, won the gratitude of the court and the community by offering their ranch and its open ranges to boys who had been reared in squalor and found few outlets for pentup feelings other than in delinquency.

Such generosity is, of course, unusual, but volunteers without such local resources are increasingly working to make time spent in correctional institutions more valuable. Detention centers are ordinarily used for juveniles who are awaiting a court hearing for a determination of whether probation or training school lies ahead. In Nassau County on Long Island, youngsters usually spend a thirty-day period while probation officers determine what recommendations to make about their future by investigating their past.

Mrs. Mel DelMonte, a social worker with the local Red Cross chapter, recruited volunteers who help the youngsters spend their time profitably. While the school system continues to provide classroom education, the volunteers provide recreation and education for living. One father and son team teaches gymnastics. Before long, some young offenders find themselves doing circus tricks. Square dancing also gives them an opportunity for the release of emotional tensions through physical exercise.

For those who have always failed, there are first aid and home-nursing courses with a guaranteed certificate of completion for perfect attendance. With a captive audience everyone graduates and the better students are rewarded by being given an oppor-

Youthful volunteers (above) patrol neighborhoods and contribute to cutting down crime. Volunteers with a mobile unit (below) touring a neighborhood in a crime prevention campaign.

tunity to teach.

In North Dakota, another active group of volunteers provides social and recreational activities for boys at the State Industrial School. On one occasion plans for summer camping fell through because state funds could not be made available for a proposed cabin. In no time, the volunteers stepped in and raised the $4,500 necessary to make the cabin a reality.

In Miami, Florida, Mrs. Ruth Wedden introduced a volunteer program in the Detention Center which utilizes retirees. Senior citizens, some in their eighties, have taught fly-tying and leather tooling, and entertained the boys with stories of their own youth, before there were any automobiles to steal.

Dozens of retirees also staff one of the most successful volunteer programs in the lower courts today. This "army" was recruited by Judge Keith Leenhouts of Royal Oak, Michigan, when he discovered that he felt inadequate to his responsibility of choosing between fines and jail for the offenders who came before him. Working with a slender budget and no probation department, he worried that he might be making improper decisions.

Today, Judge Leenhouts has resigned from the bench to give full time to his new position as Director of Volunteers in Probation, Inc., a privately-funded organization. He has left behind a court with one of the lowest recurring rates in the nation. Credit for the high number of rehabilitations goes to the efforts of volunteers who offer friendship, employment services, specialized training, group therapy, foster care, psychiatric help, mothering, recreation, inspiration, and personal involvement.

A different kind of volunteer service was initiated by Mrs. Rosemary Goodenough in her small California community, after the local sheriff told her one day about a prisoner who was neither eating nor sleeping because of worry about his family. Mrs. Goodenough visited him in jail and at his request called upon his wife. There, she found poverty, fear, and isolation. The plight of the children in particular touched her deeply. Once she had secured aid for the family and arranged some

recreation for the youngsters, she reasoned that there must be many more men in jail who were concerned about their families' needs.

She found so many that she enlisted her friends, her neighbors, and their friends as volunteers. Soon they were making regular visits to the jails and calling on prisoners' families. They organized summer camping trips for the prisoners' children. They arranged coffees and socials for the prisoners' wives, and even recruited them as volunteers. And wherever they went, prison officials reported better morale. When the prisoners were released they were aided in finding jobs. Today, other California communities have adopted their format. When one of their members moved to Washington, D.C., she began recruiting neighbors for a "Friends Outside" service at the District jail, even before she was fully unpacked.

Just as the wives of prisoners have become volunteers when given an opportunity, the prisoners themselves have also willingly offered to help. Mrs. Elizabeth Mary Remar, Director of Volunteer Services for the Massachusetts mental health agencies describes her distress on visiting the adult male ward of a state institution for the retarded. "The stench was horrible," she says. "There was excrement from the floor to the ceiling. The situation was so bad the nurses refused to enter the ward. Meals were served in a bowl, with each course piled on top of the other. . . . The men ate on the floor. No utensils were supplied because the men did not know how to use them."

Mrs. Remar went into action immediately. A state prison was nearby. She marched into the warden's office, laid a plan before him and promptly won his cooperation. Most of the prisoners volunteered even though they were told it would probably earn them no personal advantage, such as an early parole. A visit to the ward was arranged, after which half of them withdrew. The remaining volunteers were screened to exclude former sex offenders and men with a history of violence. Fifteen prisoners and two armed guards completed a training course taught by nurses at the state institution.

Today, the retarded male ward for adults is a model. The men use the toilet facilities. They eat with knives and forks. The offensive odors are gone. Many of the prisoners who were volunteers are now state employes, serving humanity instead of "time," and the warden says that none so far has returned to crime. They had rehabilitated themselves through rehabilitating others.

Increasingly, volunteering is also being offered to misdemeanants as an alternative to a fine or short jail term for such offenses as speeding and disturbing the peace. Judge William Burnett recently had a volunteer center completed in record time in Denver at little cost to the taxpayer by using this idea. First, he enlisted a retired city maintenance supervisor to act as coordinator for the project. He then proceeded to offer mechanics, carpenters, and painters who had been brought before him on minnor charges a chance to square themselves with society through volunteering.

Sometimes probationers, themselves, have had remarkable success as volunteers with other probationers. One of these was a college student arrested for assaulting a policeman. In partnership with his probation officer, he has been able to reach and help offenders from the inner-city, and now uses his energies as a volunteer to build up the disadvantaged rather than to tear down the establishment.

VISTO (Volunteers in Service to Offenders) has won national attention for its success in helping narcotic users. It draws heavily upon the services of former addicts in rehabilitation work, and group officials note that: "Many volunteers can quickly establish a meaningful contact with probationers because they have first-hand knowledge of the community and have shared many of the same life experiences as the probationers." One measure of the group's success is that since 1968 it has grown from a pilot project using 150 volunteers to a state-funded organization boasting fourteen area offices and almost 1,000 volunteers by the end of 1970.

Similar to VISTO is the latest project of Volunteer Oppor-

A lawyer, enlisted by Neighborhood Legal Services, offers free legal assistance to a poor man.

tunities, Inc., which attacks crime and drug abuse through the use of volunteers. Aimed at the adolescent past juvenile court age, it works with the Vera Institute in New York City. Volunteers are residents of the high-crime area in which it operates, as well as a mixture of former felons and suburban ladies. The program directors feel that each person has something unique to contribute, and even boast two district attorney-volunteers who spend their working hours arguing for conviction but return in the evening to help probationers in a personal way.

All of these services are valuable in preventing further offenses by augmenting or replacing the functions of what Mrs. Cynthia Nathan of the Department of Health, Education and Welfare has described as "Training Schools that neither train nor teach; Reformatories that do not reform; and a Corrections System that needs systematic correction." But many feel that the most valuable volunteer work can be accomplished by preventing the first crime from occurring.

There are a number of citizen groups across the country now dedicated to this task. Some are informal, like the fathers in Washington, D.C., who volunteered to stand guard, four to a block, when mothers were afraid to venture out to PTA meetings. Others, like the tenants of one high-crime area in New York City, have enlisted the full cooperation of their entire neighborhood to organize mutual protection groups. Their sentries have been credited with eliminating crime in that area of the city.

Still others, like Crime Check, have grown nationwide. The program's aim is to educate citizens to take basic steps to combat crime in their areas. "If you see it, report it" is the motto, and educational and promotional materials are now available to interested localities from the International Association of Chiefs of Police. Under names such as Crime Alert, Crime Stop, and Chec, the project is now operating successfully in Hartford, Connecticut; Indianapolis and Hammond, Indiana; Minneapolis, Minnesota; Omaha, Nebraska; Cincinnati and

Lima, Ohio; Norfolk, Virginia; Alton, Chicago, Peoria, and Rockford, Illinois; Fall River and Brockton, Massachusetts; Kansas City, Missouri; Honolulu, Hawaii; Waterloo, Iowa; and Buffalo, New York, among others.

Organized citizen action has also brought about crime prevention aids such as better lighting for streets. Studies have shown that bright illumination is the criminal's natural enemy. In some areas, new lighting has brought with it claims of up to 90 percent reduction of certain kinds of criminal activity. One remarkably successful project in Indianapolis, Indiana, resulted in the installation of 9,000 new street lights and 6,000 dusk-to-dawn lamps over a six-year period. Initiated by the women's Anti-Crime Crusade, in cooperation with other local groups like the Chamber of Commerce, the program has resulted in increased citizen safety across the city.

Still other ideas for volunteer needs in your own community may come from the following list, drawn up by the Youngstown, Ohio, Chamber of Commerce: *

- Follow-up on current survey of local police being conducted by the International Association of Chiefs of Police to insure that appropriate recommendations are adopted.
- Generate maximum public support to police officials in the proper conduct of their office, keeping foremost in mind the good of the general public.
- Observe police behavior toward the public.
- Inform the proper authority whenever it appears that a breakdown or irregularity in law enforcement procedures has developed.
- Encourage independent operation of law enforcement agencies—as free as possible from political interference.
- Review civil service procedures.
- Promote cooperative efforts and singleness of purpose between law enforcement authorities in the area.

* This material and statistics elsewhere are drawn from *Marshaling Citizen Power Against Crime,* compiled by the Chamber of Commerce of the United States, Washington, D.C., 1970.

- Assist law enforcement officials in obtaining qualified speakers from within the ranks of professional and business people in the community for on-the-job training.
- Consider the possibility of obtaining scholarships for selected police officials to attend professional law enforcement schools.
- Compile a single uniform list of crime statistics from the several agencies issuing such data in order to determine the "true crime situation" within the area.
- Encourage law enforcement officials to send additional investigative personnel for short courses of instruction at professional schools.
- Prepare news releases giving public support to steps taken by law enforcement authorities toward improved law enforcement or better public protection.
- Establish "Policeman of the Year Award."
- Request large retail distributors, professional groups, or public utility firms to print posters, pamphlets, and folders for distribution on an occasional basis to the general public in connection with timely subjects, such as holiday shopping hints to avoid thefts; security hints around the home; tips to school children on what to do when approached by a stranger; and what to do when you observe a crime or an accident.
- Suggest to the mayor that he create a special post office box for citizens' reports of unchecked crime or criminal activity in their neighborhood.
- Request news media to agree to a limited time-delay in the release of intercepted police communications in order to enable law enforcement authorities to reach the scene before public announcement is made.
- Encourage one or more active women's organizations to spark an interest in better lighting programs; encourage school dropouts to resume their education; organize a Court Watchers Program; help obtain part-time jobs for exceptionally deserving students.

There is an increasing number of private groups which have

their own programs or work with others in cooperative efforts. Some are national, with headquarters offices in the major cities such as New York or Washington. Some have only one base but provide assistance to a nationwide constituency.

The following list provides a sample of the groups currently involved in providing assistance and ideas to those interested:

The Chamber of Commerce of the United States 1615 H Street, N.W., Washington, D.C. 20006; Wayne Hopkins, Senior Associate, Crime Prevention and Control, telephone 202/659-6175. The Chamber's national headquarters have compiled records on what local groups have accomplished in combating crime across the nation and have issued a number of excellent publications for use by concerned citizens. Their 133-page booklet, *Marshaling Citizen Power Against Crime,* provides an excellent analysis of the criminal justice system and is highly recommended as a detailed guide to constructive action at the local level. A single copy costs $2.00, and bulk rates are available.

The National Council on Crime and Delinquency 44 E. 23d Street, New York, New York, 10010; Milton Rector, Director, telephone, 212/254-7110. NCCD was started in 1907, has regional offices in Homewood (Chicago), Illinois, Austin and San Francisco, besides New York, and citizen action councils in twenty states. It furnishes consultation, professional guidance, action programs, publications and information (and claims the biggest library on crime and delinquency in the country).

The National Council of Churches 475 Riverside Drive, New York, New York, 10027; the Rev. Dean M. Kelley, Director for Civil and Religious Liberties, telephone, 212/870-2483. The Council, through its more than 30 Protestant and Orthodox denominational members and affiliates, has been active in civic affairs since its formation twenty years ago. Currently, a major program focus is in the field of police-community relations.

Joint Strategy and Action Committee 475 Riverside Drive, New York, New York, 10027; Norman E. Dewire, Executive Director, telephone, 212/870-3105. "Jaysac" was formed by six

of the major Protestant denominations several years ago and is designed to provide support for such programs as local criminal justice initiatives.

The Board of Christian Social Concerns United Methodist Church, 100 Maryland Avenue, N.E., Washington, D.C. 20002; the Rev. John P. Adams, Director, Department of Law, Justice and Community Relations, telephone, 202/546-1407. The Department serves as liaison and catalyst for action in local communities, has been of special assistance in half a dozen cities across the nation.

The National Conference of Christians and Jews 43 W. 57th Street, New York, New York; Donald McEvoy, telephone, 212/MU 8-7530. NCCJ has sponsored criminal justice conferences and related activities for many years. They publish "Hot Line," a news digest in the field.

The National Urban Coalition 2100 M Street, N.W., Washington, D.C. 20037; Donald Canty, Director of Publications, telephone, 202/293-7625. Some of their publications in the field include "What Can You Do," a guidebook for participating in the "Safe Streets" program, and "Taking the Blindfold Off Justice," a report of the operations of the Vera Institute of Justice and the Criminal Justice Coordinating Council in New York City.

The Lawyers' Committee for Civil Rights Under Law 1660 L Street, N.W., Washington, D.C. 20036; Mrs. Sarah C. Carey, Assistant Director, telephone, 202/659-7638. The organization is one of the foremost groups of lawyers in the civil rights field in the nation. Mrs. Carey was responsible for the preparation of many of the criminal justice materials in use by the Coalition (see above). More recently, the Lawyer's Committee surveyed law enforcement and justice programs in fifteen cities in five Midwestern states.

The National League of Cities/United States Conference of Mayors 1612 K Street, N.W., Washington, D.C. 20006; Manuel Deese, 202/293-7300. Engaged in projects throughout

the country to upgrade criminal justice processes. With the Coalition, one of the chief forces seeking wider citizen participation in the "Safe Streets" program, as well as more direct funding for urban crime fighting.

The Vera Institute of Justice 30 E. 39th Street, New York, New York 10016; Herbert Sturz, Director, telephone, 212/YU 6-5380. Vera was started in 1961 in order to reform bail practices, has now become an integral private element in the city's criminal justice system. Along with bail reform, the Institute has pioneered the use of summonses for lesser crimes, treatment for alcoholics, and work programs for offenders, methods that have come to national attention. The Bail Reform Act of 1966 is a direct result of the Institute's work and research.

The Criminal Justice Coordinating Council 51 Chambers Street, Room 125, New York, New York 10007; Henry Ruth, Director, telephone, 212/267-7070, -7061, -7062. Created in 1967 in response to the recommendation of the presidential Crime Commission as an informal structure, it was inaugurated as a formal, staffed mechanism in the spring of 1970. Similar projects have been started in Hartford, Cleveland, and other cities. The program may be the forerunner to implementation of the Violence Commission—recommended establishment of centralized offices of criminal justice.

The Institute of Judicial Administration, Inc. 33 Washington Square West, New York, New York 10011; Lawrence A. Resnick, Editor, telephone, 212/777-5510. The Institute's new biweekly "Criminal Justice Newsletter" is an excellent roundup of criminal justice developments from all parts of the country.

The federal government, itself, has many programs in the criminal justice field. A ready source of information about them is a blue paperback catalog called, "The Role of Federal Agencies in the Crime and Delinquency Field." It was prepared by the National Institute of Mental Health, 5454 Wisconsin Avenue, Chevy Chase, Maryland, 20015. Its costs $1.25 and is available

from the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402. It covers programs administered by the Department of Health, Education and Welfare, the Justice Department, the Department of Housing and Urban Development, the Labor Department, and the Office of Economic Opportunity.

One agency the catalog omits is the Community Relations Service of the Justice Department. CRS is located at 550 11th Street, N.W., Washington, D.C. The agency was created by the Civil Rights Act of 1964 and serves as mediator, liaison, and program resource to organizations and municipalities around the nation.

The Director of the Community Relations Service is Ben Holman. The main telephone number in Washington is 202/739-4011. The agency's Administration of Justice Unit is staffed by former police command officers. The Unit's telephone is 202/739-4077.

The most potent weapon the federal government has provided for fighting crime is the Omnibus Crime Control and Safe Streets Act of 1968. The law channels funds through state block grants to help "in strengthening and improving law enforcement at every level" of state and local government. About $63 million was appropriated for the program in its first year. Approved funds have now reached the level of $3.55 *billion* for the next three years.

The Act created an agency within the Justice Department called the Law Enforcement Assistance Administration (LEAA), which is located at 633 Indiana Avenue, N.W., Washington, D.C. 20530. The telephone number is 202/386-3112 or 386-4551. There are planning agencies in all 50 states and the District of Columbia, Puerto Rico, American Samoa, Guam, and the Virgin Islands. There also are seven regional offices:

Boston, Region 1:
Joseph R. Rosetti, Director
Law Enforcement Assistance Administration

U.S. Department of Justice
Post Office and Courthouse, Room 1702
Boston, Massachusetts 02109
Telephone: 617/223-7256

Philadelphia, Region 2:
Arnold J. Hopkins, Director
Law Enforcement Assistance Administration
U.S. Department of Justice
928 Market Street (Second Floor)
Philadelphia, Pennsylvania 19107
Telephone: 215/597-7846

Atlanta, Region 3:
George M. Murphy, Director
Law Enforcement Assistance Administration
U.S. Department of Justice
730 Peachtree Street, N.W. (Room 985)
Atlanta, Georgia 30308
Telephone: 404/526-3556

Chicago, Region 4:
John J. Jemilo, Director
Law Enforcement Assistance Administration
U.S. Department of Justice
O'Hara Office Center (Room 121)
3166 Des Plaines Avenue
Des Plaines, Illinois 60018
Telephone: 312/296-3378

Dallas, Region 5:
Norval Jesperson, Director
Law Enforcement Assistance Administration
U.S. Department of Justice
500 S. Ervay Street (Room 407-C)
Dallas, Texas 75201
Telephone: 214/749-2958

Denver, Region 6:
Edwin R. LaPedis, Director
Law Enforcement Assistance Administration
U.S. Department of Justice
Room 6519, Federal Building
Denver, Colorado 80202
Telephone: 303/297-4784

San Francisco, Region 7:
Cornelius Cooper, Director
Law Enforcement Assistance Administration
U.S. Department of Justice
1838 El Camino Real (Suite 111)
Burlingame, California 94010
Telephone: 415/341-3401

The Act in general and LEAA in particular have been sharply criticized in their first years. Nevertheless, the law is the first massive federal aid program to localities for the war on crime. Congressional amendments promise to bolster allocations to corrections work. Still promising, if public awareness can be mustered to help it work, is the language of the law itself which calls unmistakable for a "comprehensive" and "innovative" approach to criminal justice planning and programs. The opportunities for involvement of private citizens in the operation of LEAA-funded programs is already on the increase: ex-convicts in Washington recently won a substantial grant through the local Department of Corrections, to run a halfway house. Interested groups should contact their city administration, state legislator, and/or state LEAA planning agency for information about what "Safe Streets" programs are going on in their state and community and how they, as the LEAA Guidelines require, can also participate through contacts on the local level.

Chapter Seven

Volunteers in Welfare

The hope of America is equal opportunity for all—the chance for each individual to realize his capabilities and to reach for success. Yet for millions of Americans this is a distant dream. Hunger, poverty, and disease are their realities. Alienation and ignorance limit their abilities and their achievements.

Welfare checks and food stamps offer these Americans the means to survive, but monetary aid lacks the human touch that is necessary to spur the disaffected, poverty-stricken individual toward personal improvement. The trained caseworker can, and often does, add this "human touch" to welfare aid. But there are so many who need help and so few who are trained to give it. Fortunately, help is coming from another source. Volunteers in communities across the nation are stepping in, offering friendship, understanding, and, above all, a helping hand to those in need.

This voluntary aid is invaluable in a time of deepening crisis. Welfare programs are in trouble. Relief rolls are rising sharply, bringing alarm and fiscal crisis to cities from coast to coast. In seven of the nation's twenty largest cities, at least one resident in ten is on welfare. According to the Department of Health, Education and Welfare, Boston leads the list. Fifteen percent

of its population receives public assistance. Six other cities have also passed the 10 percent mark. In New York, 13.4 percent of the people receive welfare aid; in Baltimore, 12.8; St. Louis, 12.5; San Francisco, 11.7; Philadelphia and Newark, 11.5 each.

The program known as AFDC (Aid to Families with Dependent Children) now aids 10 million people. New York City, sometimes called "the welfare capital of the world," has a caseload of 800,000, a jump of 600,000 from its welfare roll of 1960. Ten years ago, New York City spent an annual amount of $89 million for all welfare costs. In 1970, the city spent $182 million on the AFDC program alone. It paid out $500 million for all public assistance. Expenditures in other cities and states are just as alarming, as welfare rolls from Maine to California and from Alaska to Florida continue to swell. Local governments fear bankruptcy. Taxpayer groups threaten revolt.

On the other hand, welfare recipients claim that payments are inadequate. Many charge that they cannot keep body and soul together on their welfare budgets.

The nation is divided not only over the problem but also over its solution. Some government officials desire more stringent welfare requirements accompanied by smaller payments to prevent cheating and to encourage recipients to leave the relief rolls. Others believe that an intense effort to create training and job opportunities for the poor should be the first step in welfare reform. Finally, many officials and experts are calling for an intensive study of the causes of poverty. Only then, they claim, will we find lasting, humanitarian solutions to the problems of poverty and public assistance.

Although no lasting solutions have been found, some advances toward a more humanitarian handling of the problem have been made. In the mid-sixties, the War on Poverty called the nation's attention to the plight of the poor. People were eager to volunteer. In a few cities across the nation, volunteers began to offer their time, talent, and resources in an effort to help members of underprivileged families discover their own abilities.

A home economist (above) delivers a lecture on nutrition and food preparation at a rural clinic run by the University of Virginia. A mother (below) who had migrated from the poverty-stricken region of southern Appalachia enlists the support of a volunteer worker to give her children a holiday in a Baltimore, Maryland, summer camp.

In Lansing, Michigan, a Family-to-Family program was instituted. It pairs a financially-independent family with a welfare family. The volunteer family offers assistance in any area important to the welfare family. In many instances, the volunteers have helped one or more members of a welfare family toward independence and self-respect.

In one case, a young welfare mother whose husband had deserted her feared to leave her home. She was afraid that the welfare allowance on which she and her children depended might vanish. The volunteer family learned that she had failed to complete high school because of her early marriage. They convinced her to review her textbooks and then cared for her children while she took the high school equivalency exam. Next they helped her look for employment. As a result, she obtained a job with a poverty agency and arranged for a neighbor to care for the children. Today she has advanced to a civil service position in the county recreation department. She credits the volunteers with inspiring her to seek an independent livelihood.

As she describes it: "If not for the volunteers, I'm sure I would still be sitting home, feeling hopeless. The volunteers found my husband and helped me to bring him to court. Now I get child support in addition to a regular salary. I'm sure the welfare workers were good, kind people, but I was afraid of them. They control your money and hence your life. But I relaxed with my volunteer family. I knew that whatever happened, they would stand by me. I wasn't afraid to go out of the house and look for work, because they knew where I was and what I was doing."

Now, in addition to her full-time job, this former welfare recipient is a volunteer to a family that is still struggling on assistance.

Simultaneously, Lansing volunteers started Operation Get-Acquainted to help underprivileged youngsters. Under this program, a suburban volunteer family "adopts" a welfare child for a week to ten days. The time spent together is a learning experience for both the child and the volunteer.

News of Operation Get-Acquainted spread to other parts of Michigan. In one county, Head Start teachers arranged for volunteers to offer companionship to the older brothers and sisters of Head Start pupils. Eventually, the county welfare department assumed responsibility for this project.

During the early sixties, another successful volunteer project was launched in New York City. Volunteer Opportunities, Inc., a privately funded group supplied both the volunteers and the money for a children's corner in the waiting room of the Kingsbridge welfare office. In addition, many welfare mothers offered to help. Volunteer work became an absorbing interest for them. By offering their time to a volunteer project many achieved a new sense of confidence. For some, volunteer work was the first step toward full-time employment. Many arranged for their children's care and went out to find paying jobs.

One volunteer who went from relief roll to payroll said that Volunteer Opportunities was instrumental in changing her attitudes. She felt that service as a volunteer had given her a new sense of self-esteem. She realized that she did have abilities to offer an employer. As a result, she obtained her high school equivalency certificate and now plans to become a teacher.

Despite the success of these and a few other projects, volunteer programs designed to help the poor remained rare phenomena until the late 1960s. Successful programs were confined almost exclusively to the cities in which they originated. Nationally, the achievements of these projects went unnoticed.

Then, in 1967, Senator Fred Harris of Oklahoma connected the concept of voluntarism to welfare aid and proposed that it be adopted as federal law. Consequently, he formulated and introduced volunteer provisions which were passed as part of the 1967 amendments to the Social Security Act. Known as the Harris amendments, they require the use of volunteers in state welfare programs. In fact, federal aid for these programs is contingent upon the use of voluntary help.

In his remarks before Congress, Senator Harris stressed the

need for greater understanding between the affluent and the poor. He said:

> . . . there is great and growing hostility on the part of the poor against the effect and operation of many (welfare) programs. . . . Overworked social workers come to be regarded by many welfare recipients as persons who only enforce the law against the poor, rather than the friendly, helpful advisers they should be. . . . I have found . . . the lingering feeling in the minds of many . . . that the poor should be punished for their poverty. . . . This volunteer program would . . . fill a desperate need which exists in this country for middle-class people, personally, to know more about the poor people, their living conditions, their problems, their needs, and their desires. . . . The social service volunteer program is designed to provide another and very important avenue for all American citizens, young and old, to give of themselves to others.

Since the passage of the Harris amendments, state and local welfare agencies have begun to encourage and to help organize social service projects that bring the affluent and the poor together. Through these programs, middle-income volunteers are learning to "give of themselves" in many ways.

Some are breaking the cycle of poverty by helping welfare children realize their capabilities. In Chicago, for example, several projects have been established to develop the potential of underprivileged children. Operation Talent seeks out those youngsters who possess exceptional abilities and pairs them with volunteers who have the capacity to develop their talents. As a case in point, volunteers helped two talented youngsters embark on careers in the ballet. They took the children to dance studios and to recitals and helped them obtain scholarships to the ballet school of the Chicago Opera Company.

In Los Angeles, more than a thousand volunteers have participated in the project, Share-a-Trip, which is designed to broaden the horizons of welfare children. According to the volunteers, many of the youngsters had never ventured more than a few blocks from their homes. Many had never seen wild

A volunteer renews human contact with a forgotten old man.

flowers, fields, or live cows. Few had ever been to the zoo or to an airport.

Reynold Newfeld, former Volunteer Services Coordinator for the Los Angeles Public Welfare Office, tells of a bright AFDC boy who was barely passing in school. The Share-a-Trip project paired the youth with a former air force pilot who took him on a tour of an airport control tower. The boy was fascinated by the world of flight and asked his friend how one prepared for careers in this field. Suddenly, education acquired a new meaning for him. At the boy's request, the volunteer turned tutor. As a result, the youth made the honor roll for the first time and is now aiming toward a college education.

Some projects pair welfare children with volunteers of the same age. A Teen-to-Teen program operated by the Westchester Volunteer Bureau in New York pairs AFDC teenagers with more affluent adolescents. According to Mrs. Carol Shore, Director of the Volunteer Bureau, the middle-income youth is able to share his resources and opportunities with his welfare partner. It is an enlightening experience for both as each learns to see the world through a new perspective.

In many situations, the age of the volunteer is immaterial. Volunteers recruited from grade school are often as successful as those who have graduated from college. In rural Douglass County, Georgia, the welfare department recruited students from a "white" elementary school to tutor black AFDC children who were struggling scholastically. In one case, however, a ten-year-old volunteer returned to the department and reported that her second-grade "pupil" was smart.

"She doesn't need tutoring," she said.

"Then just be her friend," advised Mrs. Sandra Prince, Welfare Coordinator of Volunteer Services, "you can always go for a walk."

Consequently, they walked over to the county library. Since the black child was fascinated by the huge storehouse of books, her new friend suggested that she apply for a library card. Although the librarian was reluctant, the young volunteer per-

sisted. Thus, for the first time in that central Georgia town, a black child was permitted to sign out books from the county library.

In essence, this is what volunteers of all ages, in all parts of the country, are accomplishing. They are offering friendship and support to children whose lives have been shadowed and circumscribed by poverty. They are bringing the American sense of fair play into action by using the skills and resources they possess to enrich the lives of those less fortunate. In many cases, volunteers help make equal opportunity a possible reality instead of a hopeless dream.

According to Mrs. Catherine Healey, the Director of Volunteer Services for the Georgia State Welfare Department:

> The volunteer who has achieved success can help the welfare client use the numerous resources (in his community) while the professional social worker can help the client use the resources that lie within him. In other words, professional caseworkers concentrate on changing the individual. Volunteers concentrate on enabling the individual to use his environment. Sometimes this means changing the environment. Sometimes it means giving help in very practical ways.

Welfare mothers often need to learn the basic elements of household management, child care, and nutrition. Since professional social workers rarely have time to offer this practical aid to their clients, welfare directors have encouraged volunteers to undertake the task.

In one Pennsylvania community, for example, approval of a low-rent housing project was being delayed because officials feared that tenants from slum dwellings would abuse and destroy the property. The welfare department and concerned citizens felt they could solve this problem by teaching the prospective tenants the essentials of property upkeep. Volunteers arranged to hold classes for the tenants. They discovered that many of the welfare clients had never used an electric refrigerator and, thus, had no idea how to care for one. Other in-

dividuals were living in hovels that lacked indoor plumbing. They had to learn methods of cleaning and other essentials of housekeeping that most Americans take for granted. After the classes were finished the welfare tenants and the volunteers formed a permanent committee to insure that the property would be well-kept.

Another area in which volunteers are providing valuable and badly needed assistance is that of proper nutrition. Efforts range from individual crusades to statewide campaigns.

Among those who have taken individual action to combat hunger is Mrs. Sophie Leavitt of Lana Lobell Farms, Hanover, Pennsylvania. When Mrs. Leavitt realized that many welfare recipients were unable to prepare balanced meals with the surplus food available to them, she decided something should be done. First she tested the government food in her own kitchen. Satisfied that it was wholesome, she began experimenting with simple recipes and compiled several easy-to-prepare menus. She demonstrated these cooking skills whenever and wherever she could find poor people gathered together.

Mrs. Leavitt's demonstrations proved so successful that she taped them for educational television. Still, she felt the need to reach a wider audience. Consequently, she recorded her cooking lessons and took them to the U.S. Department of Agriculture. USDA felt that her recordings were valuable and arranged to distribute them to a network of radio stations. As an award for her extensive contribution to the fight against hunger, the White House named Mrs. Leavitt as a delegate to the 1969 Conference on Nutrition. Mrs. Leavitt has served as both an inspiration and a model for other volunteers. Encouraged by her success and, in many cases, armed with her materials, they have moved in to help conquer hunger and malnutrition.

In Missouri, for example, a statewide program to combat hunger has been organized. Led by Mrs. Betty Hearnes, wife of Governor Warren E. Hearnes, the campaign aims to educate welfare recipients in the essentials of proper nutrition and to help them obtain more for every food dollar. Volunteers have

been recruited from colleges and communities throughout the state. Home economics majors demonstrate cooking techniques and give illustrated lectures on balanced diets and the value of vitamins. Housewives give shopping tips.

In East Carroll Parish, Louisiana, volunteers have taught outreach workers employed by the Office of Economic Opportunity the basic elements of proper nutrition so that they in turn can instruct welfare clients.

In many situations volunteers play a supporting role, enabling welfare recipients to purchase the most food for the least price. Occasionally volunteers monitor supermarkets that have been accused of raising prices on the day welfare checks arrive. More often they provide welfare recipients with transportation to suburban food stores so that these disadvantaged shoppers can benefit by cheaper prices. In New York City, volunteers have even organized buying clubs. The members are welfare clients who pool their money in order to purchase food in large quantities. They distribute the food themselves, thereby reducing the cost of each individual's share.

STOP GAP is an example of another type of volunteer project that has been successfully employed to help the poor obtain better nutrition. In 1969, a series of magazine articles called attention to the plight of the poor in Brevard County, Florida. The series ended with a plea for volunteers. Seventeen people answered. They formed STOP GAP in July, 1969, and began recruiting everyone from businessmen to Boy Scouts. The latter collected 25,000 cans of food in one day. Other young volunteers organized a "Walk Against Hunger" which netted $5,750 from sponsors who agreed to pay the youngsters for every mile they marched. By the summer of 1970, STOP GAP had opened four distribution centers in the county. All are manned by volunteers.

Chicago volunteers organized a similar program when they learned that the death rate for infants in the black ghettoes of their city was five times as high as that in Chicago's suburbs. Doctors said the high mortality rate resulted from the poor

diets of both mothers and babies. Consequently, volunteers organized a "Walk for Development" in May, 1970. Merchants and other donors agreed to pay the marchers a specific sum for every mile. Church and school groups also contributed. Now every Wednesday, more than a hundred infants whose parents cannot afford to feed them properly receive packages containing formula, vitamins, and baby food. Nurses and social workers from the local public assistance agency make the referrals while teenage volunteers assemble and distribute the packets.

In Long Beach, California, the Carmelitos Free Breakfast Program was organized to feed school-age children. According to Jerry Grina, the project director, 90 percent of the participants are from families on welfare. He noted that, "The welfare budget averages about twenty-two cents a meal. As a result, most children went to school hungry."

Volunteers decided to put an end to this situation. They organized a "Long Beach to Lakewood Walk Against Hunger" and raised $4,300. Wholesalers reduced food prices. Some donated food free of charge. Fifteen welfare mothers volunteered to help with the breakfasts. Others were recruited by the Youth Action Program. Now 150 children are fed a hearty breakfast five days a week. Consequently they are able to concentrate on their lessons instead of their hunger pains.

Malnutrition is a problem among the old as well as the young. The thought of institutional life is distasteful to many elderly persons. They prefer to remain in their own homes. Unfortunately many older persons who live alone do not eat regular meals. Some are too feeble to shop for food. Others consider eating alone an unpleasant task. As a result, they either forget to eat or else refuse to "waste" time cooking. Moreover, many of these senior citizens are recipients of welfare aid. They cannot afford to hire help yet they want to remain in familiar surroundings.

The program "Meals on Wheels" is designed to aid the elderly poor. It is now operating in twenty-six states and the District of Columbia. In some cities church groups handle the program.

A volunteer worker with the Jewish Social Service in Rockville, Maryland, prepares to deliver meals to the homes of infirmed adults.

Volunteers prepare balanced dinners in the church kitchen and deliver them daily. Elsewhere, restaurants, YMCAs, or settlement houses prepare the meals.

In Davenport, Iowa, concerned physicians and their wives founded the program. The doctors were concerned about elderly patients who were discharged from the hospital. Many refused to enter nursing homes but were too weak to prepare proper meals for themselves. The physicians convinced the hospitals to do something.

Today, St. Luke's and Mercy hospitals in Davenport prepare daily meals for the elderly and the convalescent who have no one to care for them.

According to Mrs. Arlow H. Shadwell, who works for the local antipoverty agency in Davenport, the meals consist of "plenty of meat . . . vegetables, potatoes, and dessert. Special diets for diabetics are prepared. The whole meal costs only eighty cents. However, special donors pay for those who cannot afford even that sum."

Volunteers collect the names of those who want the service and map out the most efficient routes for the drivers who deliver the meals. Davenport's project has been so successful that four neighboring towns have copied it and the Commission on Aging is lending a hand.

In many communities, projects are being organized to provide the poor not only with better nutrition but also with adequate clothing, furniture, and appliances.

In Contra Costa County, California, welfare mothers staged a peaceful demonstration in their local welfare office to alert the officials to their need for furniture. What they needed most were beds. One child had outgrown the dresser drawer in which he had been sleeping. Another was still sleeping in a cardboard box. Three children were sharing a bed with a fourth who had measles.

To remedy this situation, the Contra Costa community organized OPERATION BED POST. During the first ninety days of the project's operation, concerned individuals donated

A nun offers some friendly advice to a disadvantaged youth in a poor region of Louisiana.

fifty mattresses and bedsteads. Social workers at the county social services department certify each applicant's need for beds, while volunteers sterilize mattresses, renovate the beds and deliver them to the families.

A similar program operates in Pontiac, Michigan. It was established as a collective project by ten churches in 1968. Volunteers collect, repair, and deliver usable furniture, appliances, and other household goods to families certified by welfare agencies as being in need. Twice a week volunteers collect donations and deliver renovated furniture to designated welfare clients.

The extent to which some communities are committing themselves to the war against poverty is illustrated by the Virginia Beach Ecumenical Council. Formed in July, 1969, the Council offers the poor a wide range of social services. Its welfare project began, however, as a transportation service. Volunteers were recruited to drive sick and disabled welfare clients to the doctor. Soon the volunteers were searching out the wheelchairs and eyeglasses that these patients needed but could not afford. The Council now runs a food bank, shoe bank, and clothing bank for the poor.

According to one volunteer, Mrs. D. E. McCoy, "limited involvement became utter involvement."

It is this continuing involvement of the affluent in the problems of the poor that offers hope in a time of crisis. However, this citizen and community concern must be more than a token investment. It must be a deep and lasting commitment.

More and more persons are beginning to believe that lasting solutions to the welfare crisis will come only through massive involvement of America's citizens in a partnership that includes the professional social worker, the welfare recipient, and the volunteer.

The Office of Citizen Participation which is part of HEW's Social and Rehabilitation Service offers suggestions as to how this partnership could be formed.

In a speech delivered before a National Conference on Social Welfare in San Francisco, Mrs. Cynthia Nathan, Staff Adviser

on Citizen Participation for the Social and Rehabilitation Services, described the basic elements of a social services volunteer program that could be adopted by welfare agencies at the state and local level. This program would be based on total community involvement.

She said there would be a Director of Volunteer Services at the state and local level and then she explained:

> At this point in our developmental thinking, we see this Director primarily as a coordinator, a match-maker, if you will, responding to an advisory council of recipients who will discuss and determine the help they seek from volunteers. The director will be a catalytic agent who brings recipients together, and then helps them to focus and to establish priorities. Their requests will be transmitted to a committee of volunteer representatives who will undertake to meet those of the requested services which seem feasible. The committee of volunteers will always be free to make suggestions for services they regard as important. But no services will be given until they have been considered and accepted by the recipient council.
>
> The Director of Volunteers would also chair a staff committee of interested agency personnel, who were sensitive to the expressed and unexpressed needs of recipients. This committee would also make suggestions for pertinent volunteer services, such as for assistance in letter-writing or landlord-tenant relations, and these, too, would be presented to the recipient council. But where individual recipients had made requests for individual services, every worker would be free to refer directly to the Director of Volunteer Services, who would in turn present those requests to the volunteers.

According to Mrs. Nathan, this program could serve as "an avenue leading the poor to participation in community affairs, leading them to a determination of their own destinies, so that their feelings of alienation, their sense of exclusion may be replaced by the knowledge that the community is not callous."

Moreover, the affluent will develop an acute awareness of the problems of the poor through involvement in their lives and in the functioning of the welfare agency. As Mrs. Nathan noted, the affluent "will understand the hopes, the dreams of the young poor. They will understand the frustrations, the shattered dreams, the nightmare life of the parents of poverty's children. They will understand the limitations of the agency. They will understand how to help."

The individual who wishes to help must make his desire known. Moreover, he must convince others to join in. If the welfare agencies and institutions in your area do not yet have a volunteer services program, ask the director of the local agency to institute the service. Remind him that Congress, by an amendment to the Social Security Act, has required all states to plan for the use of volunteers in public welfare programs and, by an amendment to the Older Americans Act, has created a Retired Senior Volunteer Program to encourage volunteer services.

In addition, the individual citizen can bridge the gap between the privileged and the underprivileged. For those who wish to help on an individual basis the Office of Citizen Participation offers the following suggestions:

Share-a-Trip: Many children have never been to a zoo, an airport, or a backyard cookout. They have never seen a live cow or a field of wheat, a river, a boat, or a wild flower. Frequently, such children live in public assistance families, in institutions, or in foster care. Their poverty is also a poverty of experience. Open new vistas. Enrich one child's life by including him in a family excursion at least once a month. You will get to know him and perhaps his family. Your insights will deepen as you share new experiences.

Agencies to approach: Volunteer Bureau, Department of Public Welfare, schools and churches in low-income areas. children's institutions, Model Cities, Head Start (for older brothers and sisters), Community Action.

Share-a-Meal: Many senior citizens live alone and in poverty. Some never leave institutions because friends and family are

gone. Their lives are drab and lonely. Studies show they lose the incentive to eat properly. Invite such a person to dinner at least once a month. Let friendship develop.

Agencies to approach: Volunteer Bureau, Department of Public Welfare, Senior Citizen Centers, Nursing Homes, Chronic Care Facilities, Health Department.

Share-a-Skill: Many public assistance clients want to learn how to make curtains or hem a child's dress, how to read or use credit wisely, how to turn empty oatmeal boxes into useful household items. They are interested in personal grooming and home improvement. You may learn, as you teach, the total meaning of the term "underprivileged."

Agencies to approach: Volunteer Bureau, Department of Public Welfare, Community Action, Model Cities.

WIN-a-Job: Urban surveys show that three-fourths of the mothers receiving public assistance want employment. The Congress has created a Work Incentive Program (WIN) to provide job training for public assistance recipients. But this program needs you. Just as you might help a friend or relative find and hold a job—help a welfare client, a senior citizen, a handicapped person, or an offender. Help a client reschedule household routines, explore child care resources, find the right bus, or regain self-confidence.

Agencies to approach: Volunteer Bureau, Public Welfare Department, Senior Citizen Centers, Juvenile Court.

Offender's Friend: Experts report that delinquents have a poor self-image and feel no one cares about them. Judges often have no alternative to institutionalizing a teenager because no relative can help and no community friend steps forward. Volunteers now serve one thousand courts in this country. They are also needed in Detention Centers and in the so-called Training Schools. Get to know one offender well. Find satisfaction by helping him find success within the law.

Agencies to approach: Volunteer Bureau, Juvenile Court, Detention Centers, Training Schools.

It is up to the individual citizen to decide whether he wants

to volunteer. It is up to the community to convince public agencies to respond to the need for volunteer services.

Chapter Eight

Helping With Housing

In 1968, Congress fixed U.S. housing goals in terms of quantity. The Housing and Urban Development Act of that year estimated that by 1978 the nation would need twenty-six million new housing units, of which six million would be subsidized housing specifically earmarked for low- and moderate-income families. The Housing Act also gave the Department of Housing and Urban Development two important new tools. It provided a program whereby low- and moderate-income families could purchase their own homes with the aid of federal subsidies. This provision brought ownership of homes within reach of thousands of families who otherwise could not have achieved it.

Another section of the Act offered a federal subsidy to private builders and organizations of multifamily housing. As a result, hundreds of nonprofit voluntary groups have joined in a working partnership with the federal government to provide new housing in vast quantities for families who have been living in substandard apartments and tenements.

In the area of housing, volunteer service fills two basic needs. The first involves the actual construction of buildings and the many skills and professions related to that process. The second

concerns the social needs of the people who will live in the housing.

The actual construction phase of housing, from a volunteer point of view, is mainly in the area of nonprofit developers. Although groups of citizens seldom come together for barn-raising anymore, a similar spirit of volunteer effort is seen in the sponsorship of multifamily housing. In many cases construction of multifamily housing is sponsored by churches, labor unions, civic and service organizations. These groups of concerned citizens form nonprofit corporations to build housing under federal programs. Consequently, the sponsor can afford to charge low rents.

In Detroit, Michigan, the Reverend Nicholas Hood formed a nonprofit group called "Modern American Living Non-Profit Housing, Inc." This group began its efforts in 1963 with no financial resources but with a strong desire to help meet the housing shortage in its community. Using volunteers, this local group has been successful in building housing units for low-income families. The rents range from $50 to $135 per month.

The "Modern American Living" group accomplished this with a paid staff of two, one of whom was a secretary. Planners, management people, community workers, financing specialists, and other skilled and unskilled workers contributed time and effort. The group, to date, has built or has in some stage of development, over five hundred new or rehabilitated units of housing.

A small village in northeastern Wisconsin illustrates another way in which volunteers can help in housing. The Housing Authority in Reedsville has developed thirty apartments for the low-income elderly. The project, which is financed with federal funds provides housing for retired persons whose retirement income is not adequate for their needs. Farming has been the only way of life for these persons, most of whom come from a ten-square-mile area around Reedsville.

The staff of the Housing Authority consists of one part-time executive director and one part-time janitor. Five volunteer

board of directors, one of whom is the Superintendent of Schools in this community, oversee the program. Other volunteers assisting in the program are from school and church groups in the area.

Voluntary action such as this has made a significant difference in the lives of the elderly. It has improved the community by reducing substandard housing. Improvement should continue as more decent housing is developed for the low-income elderly. This type of cooperative voluntary action has been successful in many communities where the retired population had been living in substandard housing.

The nonprofit sponsors of low- and moderate-income housing represent organizations ranging from locally organized groups, using citizen volunteers in all aspects of planning, financing and building, to corporations, foundations and banks providing seed money, management expertise, and other related services on a voluntary "not for profit" basis. Individual volunteers are needed with specialized skills to help make these groups successful, not only in the building of homes but also in the management of multifamily housing.

Another example of voluntary action in meeting the nation's housing needs is the Rural Housing Alliance, Washington, D.C. Through various local groups it provides technical services to those who want to build their own homes. The "self-help" concept of home building can only work with the assistance of highly skilled craftsmen who volunteer to teach the necessary skills involved in building a house. These self-help housing groups also provide training in money management, home economics, and home maintenance, and, with the help of volunteer lawyers, they provide legal services to the "self-help" home builders.

Churches play a major role in the sponsorship of nonprofit organizations to build all types of housing. Church activity in the building of housing ranges from the large multifamily projects to individual one-to-one activities of churches who seek to put their religion into action.

St. Camillus Roman Catholic Church in New Castle, Pennsylvania, has found, in cooperation with other resources in the community, a way to help needy families by renovating their homes. Students in Confraternity of Christian Doctrine (CCD) classes of the church undertook to completely renovate a home that was considered substandard. Technical assistance was given by the building trades to guide the CCD youngsters in the rehabilitation of the home. They worked with Vocational Technical High School students who assisted in the cleanup and repair. Professional guidance was given by a local banker and architect who served as instructors. Funds to pay for the material and labor were donated.

One volunteer project that represents a total community involvement in housing is the Raritan Valley Community Development Foundation of New Brunswick, New Jersey. This organization has been in operation for four years. An all-volunteer staff of about thirty people representing architects, planners, clergymen, educators, social workers, and persons of other diverse disciplines have joined forces to fill the gap between the public and private housing sectors. They work to promote better housing that will enhance the overall urban environment.

The Foundation serves as a catalyst in assisting and motivating other agencies, groups, and individuals to build or rehabilitate housing and to help individual families to homeownership. A significant aspect of the present volunteer makeup of the organization is the use of a group of Princeton undergraduate and graduate students of architecture. They perform basic services with professional faculty guidance in doing prefeasibility studies and architectural services, thus providing services that can be used in lieu of seed money for projects designed to provide homes for low- and moderate-income families. To date they have helped create more than one hundred new housing units and assisted in the rehabilitation of thirty-two older public housing units.

They serve as a bridge between public controlled rental and private ownership through the purchase and rehabilitation of

Unemployed men, working as volunteers, are retrained as construction workers while repairing homes of elderly persons on old-age relief.

private homes for sale to low-income families as relocation housing. In one specific example, the Foundation, in cooperation with legal aid sources, arranged for social and financial assistance to aid a large local family about to be evicted. The Foundation also arranged for legal assistance and financial counsel, and paved the way for the preparation of architectural drawings and construction contracts. In addition, the Foundation helped in arranging financing for rehabilitation and a new mortgage, and supervised renovation of the home which the family now owns.

Student volunteers play a vital role in many communities. The University of Missouri at Rolla has a program called "Work Learning Projects" which provides an opportunity for interested students to understand and help with inner-city problems.

More than 1,000 engineering students have been active in a number of volunteer projects in the Rolla and St. Louis areas in an effort to come closer to and make a contribution to the problems of rural and inner-city life. In addition, students from ghetto areas have been brought on campus for eight-week periods where they have learned to be engineering aids and laboratory technicians.

In the St. Louis inner-city area, students have built or repaired Head Start day care and tutorial centers. They have worked with local homeowners in renovating their homes and helped to develop sites as vest-pocket parks. In rural areas, they have surveyed boundaries of church camps, wired a camp for underprivileged children, and worked on a topographical study of land to be developed as a recreation area.

In the Rolla area, students helped rebuild the local historical museum, chopped wood for elderly persons on welfare, assisted at the Rolla Sheltered Workshop, and aided in the maintenance of the buildings at the Boys Town of Missouri.

The projects have involved about 20 percent of the student body as well as many members of the faculty. Students discuss their volunteer experiences in class, bringing information back to a wide group of classmates.

In addition to volunteer services concerned with the actual construction of houses, efforts are also being made to fulfill the social needs of the people who will live in the housing. One strictly voluntary program authorized by the 1968 Housing Act was Section 237. It was designed to assist families who, because of poor credit histories, could not qualify for homeownership. As a result of Section 237, families with poor credit records, or irregular income patterns, have been able to acquire home mortgages. This program is administered by the U.S. Department of Housing and Urban Development, which provides for budget, debt management, and related family counseling. Assistance under this program for families of low and moderate income is presently being provided on a voluntary basis without charge by public or private organizations.

As of February 1, 1971, HUD had signed agreements under Section 237 with over seventy voluntary counseling agencies in twenty-nine states, the District of Columbia, and the Virgin Islands. Local chapters of the National Urban League, National Association for the Advancement of Colored People, the Catholic Social Service, Travelers Aid, and the National Foundation for Consumer Credit are examples of the agencies which are pursuing an aggressive program of counseling low- and moderate-income families. Although, some 4,000 families have received counseling under the program, the latest figures indicate that there have been only nine foreclosures under Section 237, a fact that attests to the value and impact of the counseling effort.

Organizations selected to provide counseling carry out three major functions: screening, counseling, and social service liaison.

In the screening process, the agencies interview applicants and review the records referred to them by HUD or the mortgagee. The counseling agency then recommends to HUD those applicants who appear to have a reasonable chance to become homeowners if counseling is made available to them.

The agencies provide continuous budget, debt management,

and related counseling to those families recommended by them and whose mortgages are insured under Section 237. Counseling under the section is mandatory.

An applicant whose credit record is unacceptable under regular housing programs can establish eligibility under Section 237 if it is found that counseling will bring about an improvement in his credit attitude and financial management to a degree that reasonable prospects for repayment of the mortgage obligation can be expected.

Counseling may last for six months to three years, depending on the needs of a particular family. These sessions include counseling the families on installment credit purchases, with special attention to large purchases such as furniture, major appliances, home improvements, and automobiles.

Counseling may also include families otherwise eligible who lack sufficient funds for the initial investment in the home mortgage.

In carrying out the social service liaison function, agencies advise families on services available in the community which may be helpful to them, financially and otherwise. For example, the agencies are expected to advise applicants with insufficient income on how to upgrade their skills or get a better job, and refer them to other agencies which can help them.

Counseling in the area of housing is not confined to the Section 237 Credit Counseling Program. Volunteer organizations are providing a huge variety of social service counseling and assistance to new home buyers and homeowners.

HOPE, Inc., which operates in the Toledo, Ohio, area, has developed one of the most comprehensive programs to assist home buyers. Their 10-point program to insure successful homeownership is as follows:

1. Real estate guidance: Counseling with families desirous of purchasing a home, approving purchase contracts, inspecting houses and appraising the value of property for families, assisting them with all real estate procedures.

2. Financial counseling: Counseling families in budget and

Students install electric wiring as local volunteers wind up their work of converting an abandoned warehouse into a museum in Caruthersville, Missouri.

money management, correcting poor credit histories, assisting families to purchase a home under Sections 235 and 237 of the 1968 National Housing Act.

3. Homeowner training: Counseling families in food planning, housekeeping, and home maintenance.

4. Legal counseling: Assisting individuals and families in the solution of problems involving legal procedures, such as real estate and financial counseling procedures.

5. Rehabilitation: Fixing up old homes so that they can be sold to low-income families.

6. Research: Keeping abreast of all housing trends and legislation, as well as devising a comprehensive housing inventory for the city as a whole.

7. Consumer protection: Counseling families who are purchasing major items for a home, such as a new furnace or having major repairs made in their home, such as wiring or plumbing.

8. Fair housing: Assisting minority families in purchasing housing anywhere in the city according to their economic ability.

9. Loans: Providing low interest loans from a revolving fund to families in exceptional need.

10. Rentals: Maintaining a file of rental units for individuals and families not in a position to purchase property.

Operation Equality of the Urban League in Seattle, Washington, provides similar services. In addition, they have provided technical assistance to nonprofit sponsors who subsequently were approved by HUD. Their legal department has been working with an Indian tribe to establish an Indian housing program. In general, Operation Equality has taken the role of a consumer advocate in the housing field in Washington state.

In Milwaukee, Wisconsin, the Welfare Department, University of Wisconsin Extension Center, and Junior League have joined together to assist welfare recipients in homeownership education. They developed a Home Improvement Program

Job Corps trainees work on a community center for Indians on a reservation near Cherokee, North Carolina.

(HIP) to deal with home maintenance, home beautification, consumer education, and financial management. Each person enrolled in HIP attends six classes a week for eight weeks. The topics covered range from upholstery and refinishing to general home maintenance and financing. In addition, the person interested in purchasing a home meets with the FHA housing counselor and may attend a home buying clinic at the Welfare Department. Much of the training is done by volunteers.

Operation LEAP, in Phoenix, Arizona, also has a program directed at home improvement. In this program materials are donated from the community and stored in a city warehouse until they can be put into a house that needs repair. A former home-remodeling contractor supervises the program which has a staff of three instructors, a carpenter, a plumber, and an electrician who teach homeowners how to do the work themselves.

Another aspect of voluntarism which relates to the social concerns of housing is the promotion of the Fair Housing Law of 1968. There are over two thousand fair housing organizations in the country which are working towards achieving truly open communities. While the Civil Rights Act of 1968 and a recent Supreme Court ruling have established the illegality of racial discrimination in the sale or rental of all housing, there are still many areas throughout the country where the law has not been implemented. These organizations have played a tremendous role in carrying out the spirit of the law.

Local fair housing groups are basically organized to help minority members exercise their legal rights in securing housing wherever they choose. A typical fair housing group may provide listing of homes; education about the law; legal assistance when necessary; volunteer checkers who establish the necessary evidence for a discrimination complaint, and community support for fair housing.

The Leadership Council for Metropolitan Open Communities operating in the Chicago area is an excellent example of a successful local fair housing group. This group began as a strictly volunteer organization whose purpose was to

open up the Chicago suburbs to minorities seeking housing.

Due to the effectiveness of the Leadership Council, they received a Demonstration Grant from the U.S. Department of Housing and Urban Development to carry out their task. They are currently operating with a twelve-man full-time staff composed of lawyers and investigators. A good portion of their funds still come, however, from private donations and local fund raisings.

The Leadership Council's orientation is legal. Working under the 1968 Civil Rights Act and the Jones vs. Mayer Supreme Court Decision, they take housing discrimination cases into the federal courts within twenty-four hours of the alleged incident. While the Council employs four attorneys, they also have twenty-five volunteer lawyers who assist them. Investigations are done by their own staff personnel and community people whom they have trained in "testing devices."

A unique outgrowth of this organization is its involvement in providing housing for low- and moderate-income families in the suburbs. In 1968 the Council received a grant from the Illinois Housing Development Corporation to start a nonprofit Housing Development Corporation. Now, a sister corporation, the Metropolitan Housing Development Corporation, has built homes in South Elgin, Illinois, under Section 235 and is currently building 190 units under Section 236 in Arlington Heights. These are two examples of planned metropolitan development locating low- and moderate-income families near jobs.

Of a different nature, the National Committee Against Discrimination in Housing is the largest fair housing organization in the country. The Committee performs the task of coordination and technical assistance to local fair housing groups. They are also involved in a great deal of research and litigation of national concern.

There are literally thousands of examples of voluntary cooperative actions affecting the nation's housing problems taking place all across the nation. They involve millions of per-

sons. But if America's housing needs, both in terms of dwelling units and human aspirations are to be met, millions of additional volunteers will be needed. Some of these needs can only be met by highly specialized types of voluntary action, but the need to help neighbors, whether it be in the house next door or "the city or suburb, town or village" can be met only by the individual volunteer relating on a one-to-one basis to human needs of the family that occupy the home.

In this society the family unit has always been the most potent force in building of a civilization that has become second to none in all history. The housing that people must have is the home that ties the family into a healthy, viable working unit which contributes to the well-being of the total society. Each person from every walk of American life can make a contribution, whether it be a banker who helps to finance nonprofit organizations to build the housing or a group of concerned citizens who seek to provide housing on an open, equal basis in a community, or an individual who cares enough to provide counsel in helping a family to live better and fuller lives in new environments. They all can perform a vital service.

The housing problems of this nation have reached crisis proportions. To help solve the problems, people must first know what the problems are in their own community and then, either as individuals or groups, apply the voluntary resources of their community to develop solutions. Housing and its related problems are basically human problems. George Romney, Secretary of Housing and Urban Development, has sought to include these human needs in the goals of the federal programs administered by his department. As he put it, "The best solutions to the human problems of one individual often begin with the constructive involvement of another individual. Nothing can dissolve an individual human problem faster or more effectively than the willingness of one person to involve himself voluntarily, persistently, and sensitively in helping someone else to help himself."

Chapter Nine

Volunteers in Politics

Americans have been banding together voluntarily to make their voices heard in the political arena since the Boston Tea Party. Typical was the crusading, colorful Populist Party which grew out of the Farmers' Alliance movement in the late 1800s.

In the 1894 presidential campaign, the Populists named Nebraskan lawyer-politician William Jennings Bryan as their candidate. Though Bryan lost to Republican William McKinley by over half a million votes, he was credited by historians Allan Nevins and Henry Steele Commager with having staged "the most spectacular campaign in American history." The writers of history observed that Bryan's battle ushered in two decades of revolt and reform "in almost every department of American life . . . political practices were subjected to critical scrutiny and those which failed to square with the ideals of democracy were rejected."

Such was the power of popular discontent at the turn of the century. Today, politically-oriented volunteers similarly exert great influence. There are many avenues through which American citizens can express their concerns about problems of contemporary life.

First, almost every adult American citizen can register and

vote in local, state, and national elections. Unfortunately, many neglect the power of these basic acts of citizenship. The 47 million Americans who, for one reason or another, did not vote in the 1968 presidential election numbered 16 million more than the 31 million voters who put President Richard M. Nixon in the White House.

Moreover, most adult American citizens have more than enough opportunity to inform themselves on public issues through mass-media channels of communication. They can speak out freely on issues at public functions or public hearings. They can also express their views and concerns by writing letters and taking advantage of reduced-rate public-opinion telegrams to their elected representatives and appointed officials.

Although the American form of democracy begins in the privacy of the polling booth, political power is becoming increasingly concentrated in administrative agencies. Giant public institutions and private corporations also have grown into major centers of political power. Decisions of nationwide significance are often made by experts and special consultants, who may not have any immediate contact with or responsibility to the constituents affected by the decisions. Faceless bureaucrats and managers could be made more responsive to public opinion, which is the source of political survival for elected officials.

Nathan E. Cohen, former Dean of the School of Applied Social Sciences at Western Reserve University, said:

> The challenge of today is to recapture, within our present framework, the sense of meaningful participation, the feeling of worth as an individual, and a sense of responsibility for the goals and policies which affect our lives. If democracy is to survive, individuals must be helped to accept responsibility and ways devised which will stimulate voluntary cooperation in all types of endeavors under both private and public auspices.

"Meaningful participation" might well begin with specific steps by citizen volunteers which would make seemingly un-

Volunteers get out the vote.

A campaign worker garnering votes for her candidate.

responsive institutions take note of their views and, hopefully, take them into consideration in arriving at national decisions.

The freshman volunteer will soon discover that more than investigation and publicity are needed to achieve reforms in public policies. The electoral process eventually becomes the major road to reform. Citizen power in a democracy ultimately resides in the ballot box, and the citizen volunteer, by supporting the candidates of his choice, by running for office himself, and by getting out the vote on election day, is in a position to influence the verdict of the ballot box.

The major political parties of the country, of course, rely heavily on volunteers at national, state, and local levels. While campaign money is essential (and volunteers play an important role in raising such funds), money alone is unlikely to determine the outcome of a contest. The party and the candidate who succeed more effectively in arousing and mobilizing an enthusiastic team of volunteer workers are the ones who undoubtedly hold an advantage and who score the surprising upsets.

There are numerous examples in recent elections. Senator Eugene McCarthy, at one time seemed to have been both surprised and startled by the wave of support which a relatively small group of determined youths were able to arouse on his behalf as a presidential candidate.

The increasing activity of young people is a rather new development in American politics. Students on college and university campuses played important and even decisive roles in some of the 1970 Congressional contests. In Michigan, for example, more than 5,000 students helped insure Senator Philip A. Hart's re-election. Backed by a strong Students-for-Hart organization, some 400 students entered the Democratic primary in August and captured about 20 percent of the 2,000 precinct-delegate seats at the state convention.

In Maryland, students and housewives joined other Republican party workers in blanketing the state with mail, ringing doorbells, and making telephone calls which, in the end, re-

sulted in the election of their candidate for the Senate, Glenn Beall, and the surprising defeat of his incumbent Democratic opponent, Joseph Tydings.

In New York, an estimated 2,000 Young Americans for Freedom helped Conservative candidate James L. Buckley score a stunning upset of his Republican and Democratic opponents and secure a U.S. Senate seat.

Thousands of impassioned, conservation-minded, volunteer campaign workers were largely responsible for putting their candidate, former State Senator Cecil Andrus, in the governorship of Idaho, defeating incumbent Governor Don Samuelson in the 1970 elections. The Washington-based League of Conservation Voters (LCV) contributed $10,000, part of it channeled through Idaho conservation groups, and the Idaho Environmental Council (IEC) collected another $3,000 at a fund-raising dinner. Both the IEC and another state environmental group called the Greater Sawtooth Preservation Council recruited an army of volunteers for Andrus.

At issue was the proposal of the American Smelting and Refining Company (ASARCO) to strip mine a billion-dollar molybdenite deposit in Idaho's scenic White Cloud Mountains, under U.S. Forest Service jurisdiction. Molybdenum is a heat-resistant metal used in the manufacture of jet-plane turbines, automobile gears and high-speed industrial machinery. The Greater Sawtooth Preservation Council mobilized conservationists in a drive against the proposed mine, which would block the Council's plan to create Idaho's first national park out of three wilderness areas, including the White Cloud Mountains in the jagged Sawtooth range.

Former Governor Samuelson, along with some other elected state officials and several leading state industrialists, supported the proposed mining venture on the grounds that it would create hundreds of new job opportunities and add a million dollars to the state's annual income.

More and more women are appearing in the front ranks of volunteers in politically orientated activities. This is a march

One member of the League of Women Voters looks after an information table while two others prepare to canvas neighborhood homes.

which dates back to 1920, when women won the right to vote, and to the early days of the League of Women Voters, which instructed them in how to make the best use of it.

Since then it has adopted a highly effective three-step "study-to-action-to-law" program on behalf of good government at local, state, and national levels. Throughout the years the League has made major contributions to the enactment of such landmark legislation as the 1935 Social Security Act, the 1938 Pure Food, Drug and Cosmetic Act, the 1965 Water Resources Planning Act, and the 1967 and 1969 Economic Opportunities Amendments dealing with civil rights.

The League has been so successful informing and motivating women voters that many a preoccupied, bread-winning husband has dashed off to the polls on election day clutching his wife's carefully-researched, nonpartisan League rundown on a candidate or an issue.

The League, perhaps, has become best known for its lively meetings at which candidates are thoroughly interrogated on their positions. Many a candidate has emerged somewhat shaken from these meetings with increased respect for women voters.

League members now number some 157,000 in more than 1,275 locals in every state in the Union and in the District of Columbia, the Commonwealth of Puerto Rico, and the Virgin Islands. Local, community League members automatically belong to their state Leagues and to the National League of Women Voters.

About three-quarters of the League's annual income are secured from contributions by members and other public-spirited citizens. The rest comes from local League dues. Total annual expenses run to about $3.6 million, more than half of which local Leagues spend in their own communities. League officers and directors serve without pay.

In addition to sponsoring meetings with candidates and distributing nonpartisan run-downs on candidates and issues, thousands of League volunteers all over the country conduct election-year community registration and vote drives. They also or-

A volunteer lobbyist (above) checks the daily schedule of the Florida State Legislature. Enthusiastic young supporters (below) promote their political candidate.

ganize community courses in practical politics and field trips to city halls, state legislative assemblies, schools, jails, and public institutions for dependent children, the aged, the sick and the poor.

The League takes firm stands on national issues singled out by its members for study, decision, and action at all levels of government. League programs have encouraged new city charters, revisions of state constitutions, and court reforms.

Support of efforts to reform the nation's welfare system was assigned the highest priority by the League's Board of Directors for its 1971 program. "The decision to work for constructive alternatives to our present welfare system . . . represents a consensus of studies made by more than 900 local Leagues and views which prevail in all sections of the country," according to Mrs. Lucy Wilson Benson, the League's President.

League members believe that the major responsibility for financing and administering a welfare program should be borne by the federal government. They also believe, Mrs. Benson explained, "that a punitive relationship between income assistance and job programs should be avoided. Work should be encouraged, but counseling, realistic training for actual jobs and financial incentives—not work requirements—should be the link between job programs and income assistance."

Mrs. Benson added: "Our present welfare system is an admitted mess which all too often puts down the very people it is supposed to be helping. . . . It's time to have assistance programs which encourage choice and movement instead of locking people onto a treadmill that goes nowhere."

The League's national office began a concerted campaign in Congress, in state legislatures and in city halls throughout the nation with a letter to the House Ways and Means Committee elaborating on certain aspects of their stand such as their opposition to mandatory work requirements in favor of work incentive programs.

Convinced that the time was ripe for a popular reform movement, John W. Gardner, former Secretary of Health, Education

and Welfare, founded a new citizens' lobby called Common Cause in August, 1970. He described it as "a new, independent, nonpartisan organization to help in rebuilding this nation . . . a third force in American life, deriving its strength from a common desire to solve the nation's problems and revitalize our institutions of government. . . . We must bring about a drastic change in national priorities. We must renew our attack on poverty and discrimination. . . . We will call for new solutions in housing, employment, education, health, consumer protection, environment, family planning, law enforcement and the administration of justice."

More than 100,000 Americans joined Common Cause during the first seven months of its existence. Offers of voluntary service poured into its Washington, D.C., headquarters, together with unsolicited cash contributions from a dollar up. People of all ages in many parts of the country offered to do what they could.

Like the Populist movement of the troubled 1800s, Common Cause appears to have touched a responsive chord in its effort to improve the quality of American life. The overriding issue, as before, is political and governmental reform. Mr. Gardner maintains that "The need is great. State governments are mostly feeble. City government is archaic. The Congress of the United States is in grave need of overhaul. The parties are virtually useless as instruments of the popular will. We can no longer accept such obsolescence."

Common Cause is given credit for contributing to a victory in the area of congressional reform n January, 1971. The issue it chose for its first major thrust was the rigid seniority system of selecting congressional committee chairmen.

Volunteers manned a fourteen-telephone bank in Common Cause's Washington office to organize grass-roots pressure for seniority reforms in over 100 congressional districts in forty states. Common Cause members all over the country bombarded key Congressmen with a barrage of 10,000 letters and telegrams, hundreds of phone calls, and dozens of personal visits

urging a change. Washington staff members followed up this grass-roots effort with professional lobbying on the Hill. Press, radio, and TV publicity also helped to make the seniority system a national issue.

Over 100 volunteers go to Common Cause's Washington office every week to do whatever needs to be done—manning telephone banks, collecting lobbying data, and performing office chores such as drafting letters and typing.

"We couldn't run the office without them" a spokesman said.

Mr. Gardner scoffs at charges that idealistic citizens' movements like Common Cause tend to be ineffective: "The folk cynicism about citizen action is just wrong. Relatively small groups of idealistic citizens won the vote for women, abolished child labor, launched the conservation movement, made family planning a respectable issue, forced us to care about retarded children, prohibited cruelty to animals, and so on. Those who don't grasp the impact of such citizen action don't understand the workings of this free society."

Common Cause, of course, has no monopoly on volunteers' intent on reform and good deeds. These volunteers are also pursued through or parallel with established political parties. For example, two Republican women leaders of Buffalo, New York, Mrs. Marian K. Moppert and Mrs. Phyllis Kelly, organized Women United to Combat Drug Abuse, an all-volunteer undertaking. Since an intensive effort was needed to combat Erie County's severe drug problem, Women United recruited 10,000 volunteers from 200 organizations representing every segment of the community, from Buffalo's Junior League and American Association of University Women chapters to ghetto block clubs and neighborhood associations. About 2,500 of Women United's 10,000 volunteers live in black and Puerto Rican inner-city communities where they work on the organization's addiction-prevention programs.

Women United turned out en masse on Mother's Day, May 15, 1970, when all 10,000 volunteers strong dispersed them-

Volunteers tour neighborhoods in different parts of the country to persuade voters to go to the polls.

selves around Erie County's urban, suburban, and rural communities to deliver some 300,000 leaflets to almost every household in the county.

"Is Your Child Using Dangerous Drugs?" asked the one-page leaflet listing danger signals and suggesting what parents and young people can do about them. "PREVENTION is the only reliable cure for drug abuse," the leaflet counseled.

Women United also sponsored Extra Smart Person (ESP) Week in Erie County junior high schools. An ESP is one who does not experiment with drugs. Several hundred volunteers put in several hours a day during ESP Week distributing buttons, leaflets and films, setting up exhibits, running poster, essay and song contests, and conducting assemblies, seminars and panel discussions in junior high schools on the dangers of drug abuse.

One of the results was a pledge signed by a number of junior high school students who promised not to experiment with drugs. Another result was the creation of at least ten senior high school addiction-prevention committees which students themselves organized. Research and publicity about sources of professional assistance was also part of the students' self-help program.

In addition to drug-alert and educational programs, Women United volunteers operate a speakers bureau of sixty members who have addressed at least 250 groups, ranging from Rotary Club meetings to fourth-grade elementary school classes, on how to prevent drug addiction.

The cause of organized labor is promoted by an army of volunteers mobilized through the AFL-CIO's nonpartisan Committee on Political Education (COPE), established in December, 1955, for the purpose of "encouraging workers to register and vote, to exercise their full rights and responsibilities of citizenship, and to perform their rightful part in the political life of the city, state, and national communities."

State and local COPE bodies, representing affiliated unions at these levels, recommend candidates for local, state, and fed-

Members of the League of Women Voters campaigning successfully to secure representation for the District of Columbia in the U.S. Congress.

eral offices, with the exception of candidates for president and vice-president. The recommendations to the union's membership are made on the basis of candidates' records and programs as they compare with AFL-CIO policies. The AFL-CIO's General Board recommends presidential and vice-presidential candidates on the same basis.

COPE provides AFL-CIO members with information on issues and candidates and publishes voting records of elected officials. It also conducts extensive registration and vote drives and raises funds "for use in federal elections" by soliciting contributions from members of affiliated unions.

Ben Albert, who handles Public Relations for COPE, estimates that 100,000 AFL-CIO members served as volunteer political workers on election day in 1970. In Cleveland, Ohio, the Committee's program enlisted about 75 women volunteers to launch a registration drive in target precincts—that is, precincts with twelve or more eligible, unregistered members. They made some 11,000 phone calls which recruited about 3,000 volunteers from union members and their families. These volunteers, working a total of some 17,000 hours, helped mail over 37,000 postcards reminding eligible voters to register and telling them where and when to do so. Volunteers also hung some 40,000 domicile door-knob reminders to register. Mr. Albert said that "partly as a result" of this all-out effort in target precincts some 55,000 new registrations were recorded in a special ten-day registration period.

The cause of free enterprise and business is promoted by political education activities of the United States Chamber of Commerce. The Chamber's nonpartisan "Action Course in Practical Politics" encourages participants to become involved in local political and community affairs.

The course claims more than a million "graduates" in over 1,800 communities in all fifty states since its inception in 1959. It consists of seven two-hour, weekly workshops conducted by discussion leaders for small groups of from twelve to twenty people. It is sponsored without charge by local chambers of

commerce, business firms, trade associations and other public-minded organizations for their employes or members. The national chamber charges sponsoring organizations modest amounts for work materials which include a discussion leader's manual and a set of six booklets and assignment guides for students.

The aim is to motivate businessmen and women to become more active in the party of their choice on behalf of pro-business political interests.

The immediate objective is to examine the role of individual citizens in local politics. The course helps participants find their own, particular niche in the local, political scene. It improves their understanding of what it takes to win elections, and it gives them a chance to get first-hand information about politics in their home communities from local, county, and state politicians.

Democratic Senator Birch Bayh of Indiana expressed the opinion that "the Action Course is making a substantial contribution to the effectiveness of our democratic system." Republican Senator Hugh Scott of Pennsylvania agreed: "Having been a practitioner of practical politics for many years—and having written two books on the subject—I can vouch for the extraordinary effectiveness of the Action Course in getting people interested and active in politics."

One interested person is D. Dwight Browning, Assistant Director of Research for the Armstrong Cork Company, with headquarters in Lancaster, Pennsylvania. After taking the course, Mr. Browning served as a volunteer party precinct worker in Lancaster for about five years. He made a major contribution to one mayoralty campaign in which his precinct received 764 out of 955 eligible voters to register and go to the polls on election day. It was the highest percentage of votes in any Lancaster County precinct in that election and an all-time record turnout for his precinct in an off-year election.

Over 1,000 employes have taken the course in the past ten years at the Armstrong Cork headquarters. Some 22,000 em-

ployes have taken it at other Armstrong plants located in the United States and at domestic subsidiaries.

Some firms, such as Pacific Gas and Electric, American Can, and Western Electric, have adapted their own individualized courses from that of the chamber of commerce. Other firms and organizations, such as Republic Steel and the American Medical Association, have produced their own pamphlets and movies in an effort to involve citizens in politics.

It is through the free play of different ideas, parties and groups, among which the volunteer has secured a high place, that Americans have learned to strike a balance and to secure a measure of domestic peace which continues to rank among the outstanding of the world.

Chapter Ten

Volunteers in Education

Students are not the only ones disgruntled with schools and the people who run them. Their parents are equally upset. They tend to blame the schools for many of the ills of the day; the rebellious attitude of students toward schools and parents alike; failure to establish discipline in the corridors, in the classroom, on the campus; failure to cope with the "drug problem"; failure to teach their children how to read, write, and, not least of all, how to think.

There may be in all this, as some teachers say, an attempt to blame the school for the failures of the parent. And there may also be an element of truth in the complaint that teachers seek to shift the failures of the school to the parent. But whatever the case, one thing is abundantly clear, both teachers and parents are dissatisfied with the situation in the schools.

According to a 1970 Gallup poll conducted for the Charles F. Kettering education foundation, "Up to this point in history, the majority of citizens have been quite willing to take the word of the school board and of the teachers and administrators that the schools are doing a good job . . . but evidence in the present study indicates that this way of judging the quality of education may be in for a change." Among other

things, the survey found that:

- 56 percent of adults questioned said they would vote against any request for additional taxes to finance schools.
- 67 percent favored a school system that would hold teachers and administrators accountable for students' progress.
- 53 percent opposed the "tenure rules" that make it difficult to fire unsatisfactory teachers.
- 75 percent favored the use of national tests that would allow them to compare the progress of their children with that of students in other parts of the country.

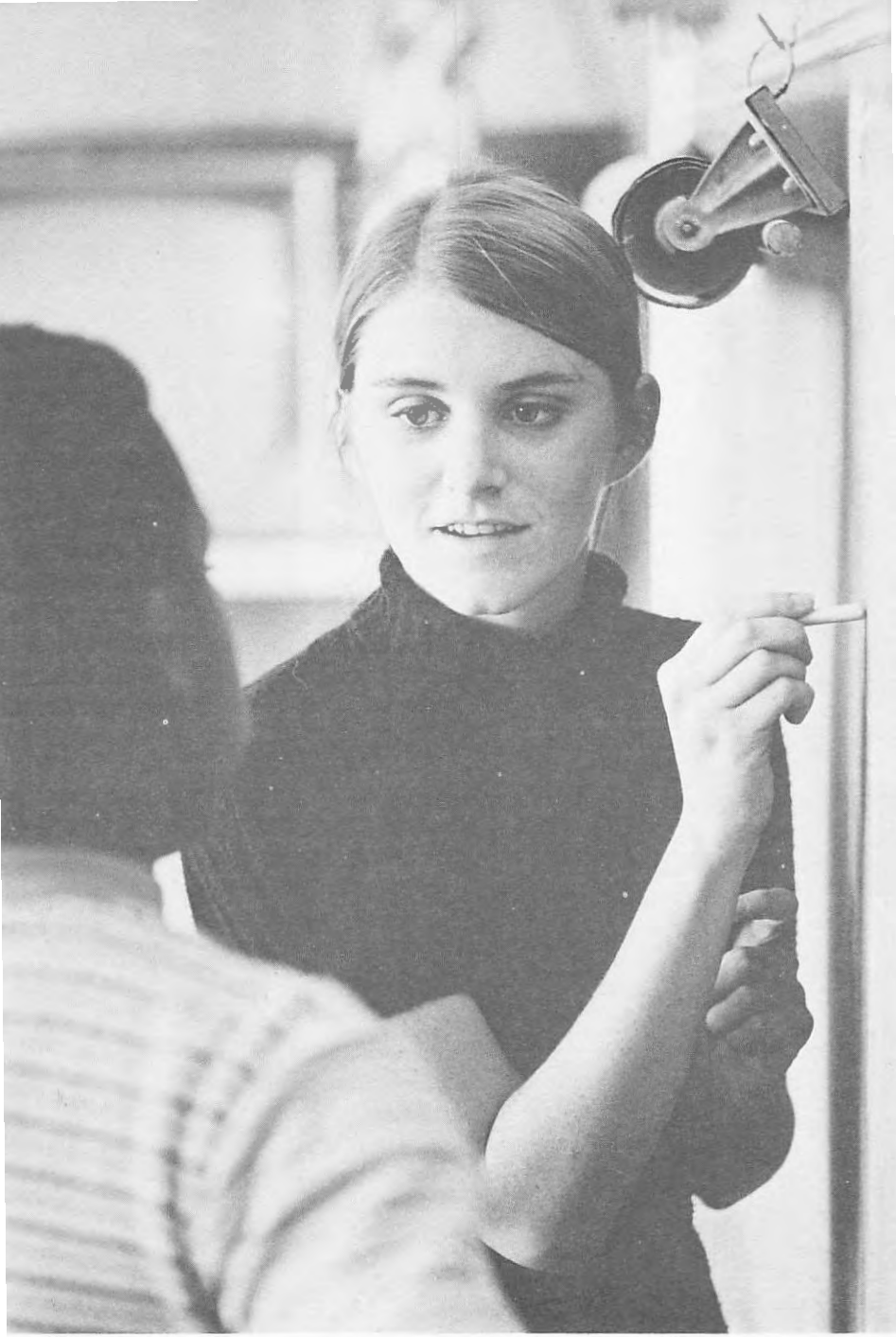
According to another study conducted by the National Education Association, student unrest has also been rising significantly over the past few years in both elementary and secondary public schools. In 1968-69, only 33 percent of the teachers reported trouble with students. However, 45 percent of those teachers who took part in the survey reported some degree of student unrest during the 1969-70 school year.

There have also been indications of discontent among teachers, themselves.

In recent years, teacher strikes have been threatened or actually carried out in more than twenty school districts throughout the country.

Finally, many schools face severe shortages of funds. On the opening day of the 1970 fall term, students in nearly a dozen public school districts across the country were unable to attend classes. Their schools were closed due to lack of money. In the November elections that year voters in many parts of the country continued to reject or reduce funds for educational facilities. For example:

- In Ohio, the state education association called the election "the most disastrous in Ohio school history." Voters rejected 47 out of 61 school bond issues.
- Citizens of Washington state reduced to raise a 6 percent interest ceiling on 63 million dollars of education bonds.
- Voters in Oregon rejected a proposal to lend schools 180 million dollars.

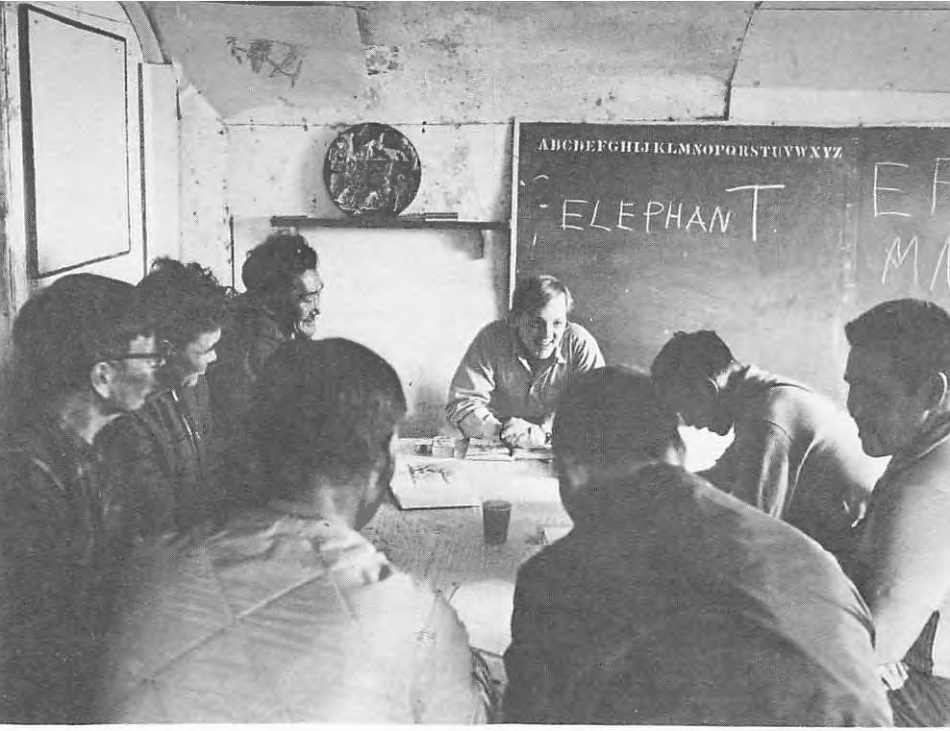


A UCLA student volunteer tutors a young man.

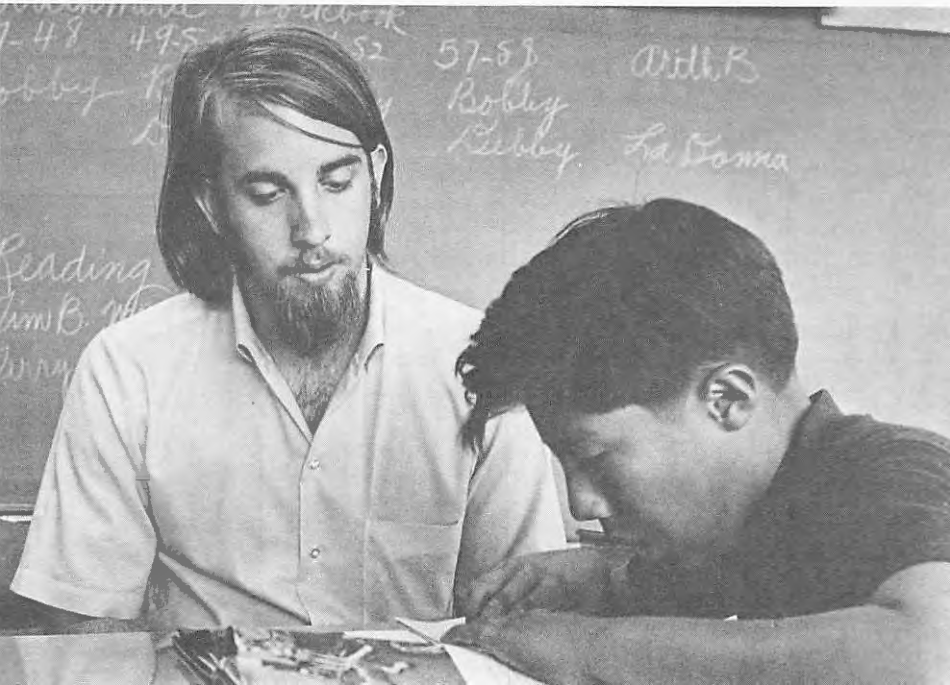
Although many schools face money shortages, the education system cannot blame all of its ills on lack of funds. Despite the crackdown on local financing of public schools, Americans still spend more than $50 billion annually on education. Yet with the mental lives of over fifty million children at issue, it is becoming increasingly clear to parents and educators alike that money alone does not solve problems. One critical example involves the American Indians' schooling. Since 1934, legislation has provided generous funds for this purpose, which some $28 million now annually set aside for the estimated quarter of a million school-age Indian children. Yet today, one-quarter of the Indian adults are functionally illiterate; two-thirds never reached high school; and twice as many Indian children still drop out of school as any other group.

While these statistics represent a particularly serious failure, they are nonetheless symptomatic of the fact that despite the best efforts of our educational system, up to $11 million Americans are illiterate. And with discontent growing on all sides, the schools have issued a call for help, both from individuals and from their communities. Daniel K. Freudenthal of the Berkeley, California, school system sums it up this way: "We do know that involvement of community in all programs and activities of a school district is a critical present need. Volunteer programs offer the schools vital sources of help. By the same token, they are an important communications link between schools and community," adding that "the resources of the whole community" are needed "to help teachers and students in a variety of ways."

The opportunities for volunteer service are as vast as the needs of students of all ages. They include the traditional activities of helping clothe and feed the needy, of raising funds for books and for improved facilities, and of giving a hand to those who merit higher education. Increasingly, they have focused on the needs of underprivileged children on the theory that this group presents special problems to the entire school system. According to the Office of Economic Opportunity,



Charles Holheimer (above), a VISTA volunteer, conducts adult education classes in New Stuyahok, Alaska. Jim Duncan (below), a high school student, tutors a yougster in an after-school cooperative program in Richmond, California.



"There can be no doubt . . . that an environment meager in stimulation, and often damaging in terms of emotional well-being, can slow or twist a child's development." They report "growing evidence" for the "following generalizations" about this group:

> They tend to do poorly in language; they have small vocabularies and often seem unable to speak up and out; they sometimes don't know the names of things, or even that things have names; they may not have experienced any environment other than their own house or apartment; they may appear to feel uncertain of who they are, what they look like, how they fit into their world; they often seem to be lacking in curiosity; they often have never before seen or worked with pencils, paper, crayons, scissors, puzzles, blocks, or books; and frequently they do not know how to use them in play; they often have difficulty with authority figures, so that having to do what the teacher expects, and class discipline requires, seems at first incomprehensible to them; they tend not to respond to the teacher until she proves herself trustworthy and sympathetic, and becomes the focal point for their school activities.

Officials hasten to note that there are hundreds of exceptions to these descriptions, but in recognition of the fact that the "cycle of poverty" tends to repeat itself in poor families, because outside enrichment is not available to them to widen their horizons, a series of education laws was passed in 1965 (referred to generally as "Title I") to provide special funds and programs for these children.

Another program aimed at poverty-stricken children has been "Head Start." It was designed to provide special Child Development Centers for the children of the disadvantaged so they might attain the same level of readiness for school as other children. According to Head Start leaders, the projects' aims are to help children:

> learn to work and play independently, at ease about being away from home, and able to accept help and direction

> from adults; learn to live effectively with other children, and to value one's own rights and the rights of others; develop self-identity and a view of themselves as having competence and worth; realize many opportunities to strive and to succeed—physically, intellectually and socially; sharpen and widen language skills, both listening and speaking; be curious—that is, to wonder, to seek answers to questions; strengthen physical skills, using large and small muscles; grow in ability to express inner, creative impulses—dancing, making up songs, painting, handicrafts, etc.; grow in ability to channel inner, destructive impulses—to turn aggression into hard work, talk instead of hit, understand the difference between feeling angry and acting angry, feel sympathy for the troubles of others.

The program provides for the use of one volunteer in each class with no special skills demanded beyond emotional maturity and a "friendly, warm personality."

To reinforce the gains made under Head Start, there is a Follow Through program for kindergarten through third grade. And in the grades beyond, all across the country, volunteers today are contributing their time and patience to those in need of special attention.

James E. Allen, Jr., former Education Commissioner, has noted that one out of every four students has a significant reading deficiency. To combat this national disaster, a volunteer army is being mobilized for a war on illiteracy. A Right to Read campaign has been launched. The program's staff, located in the Office of the Commissioner of the U.S. Office of Education, has undertaken to coordinate and support the efforts of volunteers, who are needed in every community. It finances the Washington-based National Reading Center, staff arm of the National Reading Council, a citizen body appointed by President Nixon. The goal of one of the Center's projects, Ten Million Tutors (TMT), is to wipe out illiteracy in the United States during the 1970s. After developing model plans for

recruiting, training, and introducing volunteers into the school system, it will demonstrate the best way of achieving these objectives in each of the fifty states.

Another project will create a network of 500 units in colleges and universities to develop and demonstrate the best methods for the teaching of reading. The National Reading Information Service, yet another project, will collect and distribute information on reading instruction.

In favor of the campaign organizers is the fact that tutoring is one of the most popular activities among volunteers. An estimated 84 percent of all volunteers in the field of education have chosen to serve the cause of reading.

It is also encouraging that in communities from coast to coast, many thousands have already begun work. The experience of one Denver, Colorado, group is typical of many. TAP, Inc., (Teacher Assistance Program) began with one volunteer in 1967. By 1969, seventeen schools were using 170 volunteers. And the number keeps increasing.

TAP volunteers pledge a minimum of two hours a week. They read stories, maintain the bulletin boards, operate slide shows, and keep records. "When the program began," reported Mrs. Paul D. Holleman and Mrs. Don D. Etter, "there was a considerable question raised by faculty members concerning lay personnel in the classroom. After two years, the number of requests became so large that the challenge has switched to the recruitment of volunteers."

Today, an estimated 2,000 volunteers are serving in the Denver school system, and officials report that, while the program costs the schools $27,275 in a recent year, the estimated value of work supplied by the volunteers came to $253,000.

Another 1,400 volunteers are now serving the Boston education system in 132 schools. Teacher aides give individualized help with spelling drills, reading problems, and math. In a special project, 200 volunteers offer English conversation to Spanish-speaking children and to children newly arrived from Italy.

Twice a week after classes, a Teacher Corps intern gives violin lessons at a local school.

Harvard students aid the Cambridge school children by making math concepts simple and by making learning fun through intricate geometric solids which come apart like puzzles.

In Philadelphia, up to 5,000 volunteers work regularly in the schools, some at their employer's expense. A few years ago, Richardson Dilworth, President of the school board, invited leaders of business and industry to participate in a program of "released time" for employes to volunteer. Today, many local firms pay some employes their regular salary, as well as transportation expenses, to work as volunteers where they are needed a few hours each week.

According to one cooperating executive, "When a company is confined to operating within the city limits, it must do all it can to ensure the continued improvement of all sections of the city. . . ." And at present, employes from groups as diverse as the Philadelphia Gas Works, Sun Oil Company and the law firm of Morgan, Lewis and Bockins are involved in team-teaching, tutoring and, specifically, field trips. The success of the idea is, as one black principal noted, "With volunteers, the pupils are working with people instead of with paper."

A similar program was started in Detroit after the 1967 riots. Officials of the Michigan Bell Telephone Company decided to "adopt" one of the local high schools. Special emphasis was placed on giving the students preparation for later employment. As an official of the Chrysler Corporation, one of several companies that later followed suit, explains it, the city-wide effort is intended to "help students to perceive the relationship between what happens in school and what awaits them in our complex technological society." Company employes work as tutors, provide special training in specific job skills and otherwise seek to increase the students' employment readiness.

One Detroit principal explains that the tutors in his school provide a terrific motivational factor because the kids see that other people are concerned.

The Detroit "adoption plan" has proved so successful that, arm-in-arm with the "released time" concept, it has spread

Lora Hills, a retired school teacher of the State of Washington works with children enrolled in a Head Start program.

across the country. Twenty affiliates of AT&T are now involved, as are Kaiser Industries in Oakland, California; Quaker Oats in Chicago; and Proctor and Gamble in Cincinnati.

Currently, volunteers are also working to prevent dropouts and, indirectly, to save taxpayers' money. The average investment in public education is $650 annually per pupil. It costs $7,500 to rescue a dropout through Job Corps. The difference represents the saving.

In Charleston, West Virginia, a campaign was launched under the slogan, "Keep a Child in School." It was conceived in 1966 by three antipoverty workers. They suggested that sponsors could supply motivation and encouragement as well as books and clothing so that children would not drop out of school. Thirty volunteers responded. They did not work in the schools; they simply asked the school to refer children to them. Today there is a coordinator in each school. The number of dropouts was cut by more than 300.

Another innovative approach to the problem came when radio station KFRE in Fresno, California, started "Dropouts Anonymous" in 1966. Anyone can call in at any time and get help so he can stay in or return to school. An answering service takes messages. Volunteer housewives follow up with resources.

A related area of service is the free breakfast program for school children. In Salem, Oregon, for example, over 100 children get breakfast at the Bush school. It is 20 cents for those who can afford it; free for others. The principal of the school reported, "The result is less absenteeism, fewer children late to school." And teachers found that it was easier to impart knowledge to young children when they were not distracted by empty stomachs.

Other volunteers have helped school children to take advantage of existing governmental programs. In 1963, Mrs. Myra Dreifus learned that there were many children in the Memphis schools who, although qualified for the free school lunch, never received it. Mrs. Dreifus asked a few friends to help her. At that time there were fewer than 1,000

children who were receiving the lunch. Thanks to the Fund for Needy School Children, Inc., they began; 36,000 are now getting that needed food. Today, as a United Fund agency, with a city network of church support, they work to provide whatever children need.

Elsewhere, there has also been a growing interest in health as a major factor in educational success. Aware of the fact that some children do not learn because they cannot see or hear well, 2,500 volunteers in Houston, Texas, examined 20,000 children in the fall of 1970. They screened the children for defects in seeing and hearing, for social interaction, and for motor skills. Before the first child entered first grade, volunteers took the first steps toward treatment. Another organization, the Women's Auxiliary of the American Optometric Association, organized Volunteers for Vision. They spotted countless children who could not learn because they could not see. They saw to it that these children receive necessary medical assistance.

Not all of the volunteer efforts, by far, have focused on the needs of the disadvantaged. In areas where the entire community has become involved in their school system, the children's education has a way of becoming more exciting for everyone. One group, the Community Resource Volunteers in Minneapolis, Minnesota, works to enrich the elementary school curriculum by inviting poets, accomplished pianists, computer experts, agricultural specialists, and world-wide travelers, into classrooms to enlarge the teachers' resources. Their first-person accounts make a lasting impression. Parents and nonparents, these volunteers have taught languages, music, science, social studies, and have opened up wider horizons for the children.

Begun in 1965, Community Resource now has more than 1,000 volunteers. Its director, Miss Betty Jane Reed, said: "This program exemplifies the power of community involvement. In a typical week more than 110 classroom visits are scheduled."

Yet, while schools welcome such imaginative efforts, education officials point out that the greatest need for help may still lie in the area of individual concern for those students with spe-

cific difficulties that teachers alone cannot solve. W. L. Robison, assistant supervisor for the Norfolk, Virginia, school system, explains that when volunteers help children of low academic achievement, "the most significant benefits observed have been changing attitudes on the part of the children. They have been quite eager to participate. After a short time with the tutor most of them showed greater security in the classroom and were showing greater effort in their regular work. Children who had been reported as apathetic were showing increased interest in what was going on." In such instances, the entire class stands to benefit.

To help teachers to a better working relationship with the volunteer, the Office of Education, in July, 1969, awarded a grant to the Bureau of Educational Personnel Development of the Des Moines Community College to produce a handbook, *Your Volunteer Program.* Additionally, Volunteers in Education, established by the Department of Health, Education and Welfare, is supporting regional conferences to sensitize school administrators to the value of volunteer service.

And for interested individuals or groups, the Office of Education has drawn up the following list of positions in which volunteers can contribute to strengthening a school's educational program:

- Library: works under the supervision of the certified librarian to assist in operating the school library. Shelving, filing, clipping, circulation, and book processing are some of the tasks to be performed.
- Testing service: works with professional testers in schools or regional centers to arrange for, administer, check, and record student test results.
- Teacher clerical: performs record-keeping function, collecting, monitoring, duplicating of tests and school forms.
- School security: assigned by the principal to security tasks —doors, corridors, special events, lavatories, parking lot, and banking of school receipts.
- After-school program: supervises, under the direction of

the teacher, any after-school activities.

- Materials resource center: performs clerical, custodial, and monitorial functions in a material resource center or program-learning laboratory.
- Special talents: has special talents to assist teacher in teaching art, music, and/or crafts.
- Special skills: assists teacher by having special skills in the areas of shop, homemaking, or speaking a foreign language (native Spanish-speaker).
- Crisis center: works with children who have problems of adjustment in the regular classroom situation.
- Playground: works with teachers during the school day to assist with physical education activities.
- Reading improvement: assists reading specialists with basic and/or remedial instruction in a single school or group of schools.
- Special education: assists special education teacher in implementing instruction and activities for individual or groups of special education pupils.
- Speech correction: works with speech correction teacher to provide increased correctional services for pupils with speech problems.
- Attendance officer: provides assistance in dealing with attendance problems; may make home calls whose purpose is delineated by the attendance officer.
- Bus attendant: is employed at beginning and end of the school day to supervise loading and unloading of school buses; may be assigned to ride buses especially those transporting very young children.
- High school theme reader: reads and checks class themes for those aspects of writing indicated by the teacher.
- School health clinic: operates health clinic under direction provided by school nurse.
- Laboratory technician: assists in school laboratories (language, science) under supervision of teacher; sets up, maintains, and operates equipment.

A number of agencies and publications may be helpful to those who have special volunteer interests in education and related fields.

Information on day care centers is available from the Day Care and Child Development Council of America, 1426 H Street, N.W., Washington, D.C. The state departments of welfare and education are sources of information on pre-school licensing and standards. So is the Office of Child Development, Office of the Secretary, HEW, Washington, D.C.

Head Start, in the office of Child Development, has a full-time consultant for volunteer services and has produced pamphlets, leaflets, and news letters about volunteers in Head Start. Head Start materials are free.

There is also a growing cooperative nursery school movement, now some 90,000 parents strong. The Maryland Council of Parent Participation Nursery Schools located in Glen Echo, Maryland, has published a handbook detailing how parents go about establishing a school, setting curriculum, writing bylaws, figuring out school finances, and interviewing prospective teachers.

Inexpensive materials on pre-school education useful for parents at home and teachers in school are available from the Association for Childhood International, 3615 Wisconsin Avenue, N.W., Washington, D.C., and the National Association for the Education of Young Children, 1834 Connecticut Avenue, N.W., Washington, D.C.

General guidance, useful as an aid in recruiting, will be found in the flyer entitled *Be a Volunteer in Education,* available without charge from HEW, Washington, D.C. Other materials and sources for volunteers include the following:

Volunteer Viewpoints a free, bimonthly newsletter available from Volunteers in Education, HEW, Washington, D.C. It contains current happenings about volunteers in education.

The National Congress of Parents and Teachers 700 N. Rush Street, Chicago, Illinois, publishes "What's Happening

A secretary trains a youngster of the District of Columbia in a summer enrichment program.

A college student working as a volunteer during his summer vacation reads to a group of children in a local library.

in Education," a regular feature of its PTA Magazine.

The National Education Association 1201 16th Street, N.W., Washington, D.C., produces many publications, including a newsletter, *Education USA,* and a magazine, *Today's Education.*

The American Federation of Teachers 1012 14th Street, N.W., Washington, D.C., publishes a magazine, *Changing Education.*

I/D/E/A the Kettering Foundation's Institute for Development of Educational Activities, Box 446, Melbourne, Florida, offers a wide variety of materials including a newsletter, monographs, and films.

The Council for Basic Education 725 15th Street, N.W., Washington, D.C., offers newsletters and other publications.

Sources which put special emphasis on urban education include the Center for Urban Education, an HEW Regional Lab, 105 Madison Avenue, New York, New York (noted for bibliographies on such subjects as community control and the open classroom), and the NEA Urban Project, 1201 16th Street, N.W., Washington, D.C., established to provide data on the nation's urban schools.

Some of the largest corporations of the country, responding to calls for help in extending better education and economic opportunities to disadvantaged minorities, are supporting volunteer and related efforts in schools. Details about the educational support activities of American companies are available from the Institute for Educational Development, 52 Vanderbilt Avenue, New York, New York.

"Where the Action Is," a log of business-backed urban programs, prepared by the Urban Action Clearinghouses, is available from the United States Chamber of Commerce, 1615 H Street, N.W., Washington, D.C. Programs sponsored by private companies range from street academies for high school dropouts to day care centers. Some companies, as in the case of the Philadelphia Gas Works, give employes time off to tutor dis-

advantaged children in local schools.

Organized labor, too, is increasing its assistance to students. Details are available from the AFL-CIO Education Department, 815 16th Street, N.W., Washington, D.C.

Among women's organizations active in education are the following:

Women in Community Service 1730 Rhode Island Avenue, N.W., Washington, D.C., work with the Job Corps.

The National Council of Jewish Women 1 W. 47th Street, New York, New York, conducts numerous projects.

The League of Women Voters 1730 M Street, N.W., Washington, D.C., and the American Association of University Women, 2401 Virginia Avenue, N.W., Washington, D.C.

The General Federation of Women's Clubs 1734 N Street, N.W., Washington, D.C., offers ideas for study and action. Along with other projects, its 700,000 volunteer members throughout the country are working for better libraries.

Parents, teachers, volunteers and others naturally are interested in knowing about federal funds which are available as support for local and state educational efforts. And they are particularly interested in learning whether their schools are receiving a fair share of the federal pie.

The Special Assistant to the Commissioner for Urban Education, U.S. Office of Education, Washington, D.C., is charged with replying to inquiries about the availability of federal services and funds. Volunteers in Education, U.S. Office of Education, HEW, Washington, D.C., may be in a position to help with special demonstration or research funds for volunteer school projects.

The U.S. Office of Education Directory presents the overall picture on federal assistance. To anyone not steeped in Washington bureaucracy, it can be a confusing picture composed of the ESEA (Elementary and Secondary Education Acts), the NDEA (National Defense Education Act), the Vocational,

Higher Education, and Migrant Assistance Acts as well as many other laws.

School systems themselves are staggered by the complexities of assistance programs. Some have hired personnel specifically to figure out the grants for which they are eligible and to assist them through the red tape of the application process. This is known in Washington as "grantsmanship."

To help laymen understand and evaluate their community's use of money provided under Title I of ESEA for blighted areas, the NAACP Legal Defense and Educational Fund, Inc., has prepared a kit entitled, "Title I in Your Community." This contains the how-to's of research and action. It is available from the NAACP Legal Defense and Educational Fund, Suite 510, 1028 Connecticut Avenue, N.W., Washington, D.C.

For lawyers, a litigation packet is available from the Harvard Center for Law and Education, 24 Garden Street, Cambridge, Massachusetts.

A complete listing of all federal aid is found in the *OEO Catalog of Federal Assistance,* available from the U.S. Government Printing Office, Washington, D.C.

For information on funding for urban schools, individuals may contact the Special Assistant to the Commissioner for Urban Education, U.S. Office of Education, Washington, D.C.

For information on federal aid to volunteer programs, contact the Office of Voluntary Action, Room 6235, New Executive Office Building, Washington, D.C.

For information on aid to volunteer programs in schools, contact Volunteers in Education, U.S. Office of Education, HEW, Washington, D.C.

Material explaining the relationship between the state and federal role in education is available from the Education Commission of the States, 1860 Lincoln Street, Denver, Colorado, and the National Committee to Support the Public Schools, 1424 16th Street, N.W., Washington, D.C.

Finally, citizens can find out how the school and community are working together in other parts of the country by contacting

the National Center for Voluntary Action, 1735 Eye Street, N.W., Washington, D.C. The Center sends out descriptions of projects and provides referrals for people seeking suggestions.

The foregoing suggests that the volunteer in education need not flounder for guidance. He need only inquire to be led into one of the most important areas of American life, that which forges the character of future generations.

Chapter Eleven

Volunteers on the March

As our society has grown more complex, so have the requirements for volunteer service. Years ago, an individual volunteered his services out of a charitable desire to help a less fortunate person succeed. Today volunteer activities have become institutionalized, professionalized, and systematized. More and more, the importance of volunteer activities is recognized.

The volunteer now occupies a definite niche in the organizational structure. In many cases, he has even penetrated the professional's area of competence. For example, many volunteer aides provide important, skilled services to patients in hospitals and clinics. Others are counseling welfare clients on job placement, money management, and other problems that were once left solely to the social worker.

As the responsibilties of volunteers have grown, it has become necessary to supervise their training and performance on a continuing basis. Consequently, volunteer management has developed into a skilled profession.

Until recently, however, persons who wished to train for this position had nowhere to turn. If they were involved in public welfare volunteer efforts and wanted training in volunteer administration, they were usually advised to enter a graduate

school in social work. Tutors and other school volunteers who wanted to learn volunteer coordination were told to apply to a school of education. Although these and other college programs offered nothing in the way of administrative volunteer training, most professional coordinators considered their preparation adequate. They were handling their jobs as best they could with as much knowledge as they could obtain.

Yet the need for academic courses in volunteer administration was obvious. Consequently, coordinators from all parts of the nation joined together in an attempt to spur action. In the fall of 1970, volunteer coordinators convened in Boulder, Colorado, at the request of Dr. Ivan Scheier of the National Center for Volunteers in Courts. Members of the conference asked the National Center for Voluntary Action (NCVA) to play a leadership role in convincing colleges, universities, and professional schools to offer courses in volunteer administration, to provide regional volunteer institutes, and to underwrite seminars. The Planning Committee of the National Board of NCVA accepted this role, but the program, due to many details, among which are fiscal problems, is still in the planning stage.

However, as a result of the interest and need of so many volunteers, several colleges and universities have instituted short-term courses in volunteer administration. Among the schools that have initiated such programs are the following:

- The School of Continuing Education at Northeastern University, Boston, planned a graduate certificate program which began in February, 1971. The program consisted of a five-month residence. It included a Distinguished Lecture Series, class work, and two days of supervised field work. Volunteers from as far away as Texas and the state of Washington enrolled in the course. Students came from public agencies, private organizations, hospitals, welfare programs, youth groups, and senior citizen organizations.
- The Graduate School of Social Work at the University of Denver planned a one-week institute in volunteer administration to meet local area needs.

- The Graduate School of Social Work, University of California, Berkeley, offers a course in volunteer administration.
- The Center for Continuing Education, University of Georgia, is planning a course in volunteer administration.
- The University of Maryland has established a Center for the Study of Voluntarism in Baltimore.
- The University of Connecticut is planning its second "People Power Conference" on volunteer administration.

Today, many public agencies and private organizations employ directors or coordinators of volunteer services as full-time staff members. According to some estimates, at least 15,000 professional volunteer coordinators are presently employed in the United States. They serve in public welfare agencies, juvenile and misdemeanor courts, schools, orphanages, nursing homes, and many private institutions, businesses, and organizations that use volunteers. In most cases, these volunteer directors recruit, train, and place volunteers in jobs that will offer satisfying and meaningful opportunities for service.

Although volunteer directors have successfully implemented and coordinated volunteer programs through various institutions and agencies, many experts and concerned individuals believe there is a need for still greater organization of volunteer efforts. For example, George Romney, Secretary of Housing and Urban Development, has noted:

> In every community and every state across the country, we need a program of voluntary action by the people, not just government action for the people . . . human and social problems like education, mental illness, traffic safety, urban decay, crime, delinquency, and family deterioration . . . can be tackled right at home . . . through the organization of voluntary effort.

The organization of volunteer efforts is being attempted on national, regional, and state levels as well as in local communities. For example, a number of national groups have been established to promote voluntary action by providing informa-

tion on the recruitment, training, placement, supervision, and evaluation of volunteers.

The Center for a Voluntary Society employs a small staff and has access to a wide network of experts who serve as consultants to volunteer groups. It seeks to strengthen voluntary action throughout the country by gathering existing literature and information in the field and by generating research on new aspects of volunteer service. It offers training and consultation services to interested volunteer groups and mails out books, research papers, a newsletter, and packages of training materials to volunteers and voluntary organizations.

Efforts are also underway to extend the services of various specific volunteer programs so that they will be truly national in scope. One such project is the National School Volunteer Program. Originally financed by a Ford Foundation grant, it was organized in 1964 by the Public Education Association to extend existing programs of teacher assistance in twenty major cities. When the grant expired in 1968, NSVP was incorporated in New York as an independent group. As of 1969, 200,000 volunteers in sixteen cities were involved in the program. In general, they serve on a one-to-one basis with students in crowded, understaffed urban schools. Under the supervision of teachers and other school staff members, these volunteers offer remedial and enrichment education to inner-city students. In addition, the national office of NSVP has developed extensive information and training materials to guide groups and individuals who are interested in establishing school volunteer programs in their communities.

Voluntary organizations in many other fields have formed associations in an effort to coordinate their activities nationally. For example, volunteer directors working in hospitals have organized the Association of Directors of Volunteers. They meet annually in connection with the Convention of the American Hospital Association. Mental health volunteer coordinators have formed the American Association of Volunteer Services Coordinators. They convene annually and receive help from

Government officials promoting volunteer activities. Governor Daniel J. Evans of Washington (above) visits with retarded youngsters at the Faircrest State School in Seattle, serviced by volunteers. Mayor John V. Lindsay (below) receives suggestions and complaints from the people of New York City in the basement of City Hall. The Center is operated day and night throughout the year.

the American Psychiatric Association. However, the largest organized group of volunteer bureaus is the Association of Volunteer Bureaus of America. The AVBA is heavily oriented toward the social services and receives financial support from local health and welfare councils and the councils of social agencies. The AVBA generally meets in conjunction with the National Conference on Social Welfare.

Volunteer services also are being coordinated at state and regional levels. Many statewide programs have been initiated to provide continuing and competent volunteer service in specific areas of community needs.

Pennsylvania, for example, has developed an extensive volunteer program in mental institutions through its department of public welfare. The state welfare department's Division of Volunteer Resources employs a director and four assistant directors. In addition, thirty-five volunteer coordinators are employed throughout the state by individual institutions and agencies.

According to Miss Madolin E. Cannon, Director of the Division of Volunteer Resources, a 1971 survey of all Pennsylvania public welfare programs showed that over 75,000 volunteers are actively involved, 90 percent of them in mental health and retardation programs.

However, she noted that the responsibility of the Division of Volunteer Resources has been extended to all programs in the Department of Public Welfare—aging, child welfare, public assistance, visually and physically handicapped as well as mental health. Consequently Pennsylvania's Division of Volunteer Resources is now working with all state welfare programs to recruit volunteer manpower and to develop effective utilization of community resources. To further this end, the Volunteer Division is also coordinating training and planning efforts with community volunteer organizations and the staffs of different welfare programs.

The Department of Mental Hygiene in Albany, New York, also is working to coordinate volunteer service on a statewide

level. As of 1970, the Department had recruited over 40,000 volunteers. However, Harriet H. Naylor, Director of Volunteer Services for the Department of Mental Hygiene, has commented that "We will not be satisfied until we have one volunteer for every patient."

Illinois offers another example of statewide coordination of volunteer efforts. In southern Illinois, for instance, a regional council for sixteen counties coordinates all the agencies and organizations that either use or furnish volunteers. It offers a joint volunteer training course for staff members of all public and private agencies in those counties and has also compiled a complete directory of all agencies and services in southern Illinois.

Another statewide voluntary effort is the Illinois Coalition for Student Volunteer Action. It promotes volunteer programs for university students. Volunteers from colleges throughout the state staff tutoring and teaching assistant projects, offer companionship to underprivileged children through Project Friendship, and operate a Crisis Intervention Center which provides a twenty-four hour emergency telephone service. Manned by trained student and other volunteers, the Center handles all sorts of personal crises from drug overdose rescues to suicide prevention.

In addition, Illinois has instituted an Information Center for Volunteers in Courts which plans to bring together judges, probation officers, and volunteers in all parts of the state.

Nevada is moving to coordinate its volunteer services through the establishment of a Nevada State Forum. According to its coordinator, Lillian Darensburg, the Community Resource Specialist for the state Welfare Department, the Forum will attempt to search out service gaps throughout the state and to fill these needs with volunteers. So far, the Forum has compiled a Statewide Community Resource Directory with the help of volunteers.

In Missouri, the state Office of Economic Opportunity is attempting to coordinate volunteer activities throughout the state.

According to Miss Shirley Snelson, the office has helped coordinate at least eighteen Community Action programs in various parts of the state.

The Federation of Rocky Mountain States is a unique example of the new trend toward coordinated volunteer efforts. It is a regional nonprofit organization designed to improve economic, social, cultural, and educational conditions in six states. Members are Colorado, Idaho, Montana, New Mexico, Utah, and Wyoming.

Created in 1966 by the governors of these six states and a group of interested businessmen, the Federation brings together government, business, and educational leadership in a voluntary effort to plan for orderly community growth and development and for the establishment and preservation of a quality way of life for all citizens.

The work of the Federation is carried out by its Board of Directors and 308 council and committee members, all of whom volunteer their time and service. Among these volunteers, there are 164 businessmen, 93 state government employes, and 51 educators.

Seven councils work on projects in the areas of regional planning, economic development, natural resources, transportation, human resources, arts and humanities, and telecommunications. Twenty-three committees carry out specific projects within the council structure.

The Federation's programs include active community arts councils in each of the six states, the development of Business Committees for the Arts, and a project to identify new regional audiences. The organization has also sponsored environmental seminars within member states. Consequently, environmental activists and industrial leaders have been able to discuss pressing environmental problems and possible solutions in a neutral setting.

The Regional Information Network Group (RING) is another accomplishment of the Federation. It channels community resources, such as library services and technical informa-

tion to businesses, industries, and educators in all six states.

The Rocky Mountain Federation is attempting on a regional scale what many experts in human resources believe should be the new trend in volunteer services. In their book *The Volunteer Community,* for example, Ronald Lippitt and Eva Schindler-Rainman envisioned a future in which concerned citizens from all economic and social strata would work together in order to make their cities and suburbs vital, functioning "human" communities.

Volunteer services in the Rainman-Lippitt future community would be divided into eleven areas: leisure time and recreation, culture, education, economics, politics, welfare, religion, health, social control, mass communications, and geography. Committees consisting of volunteers would offer needed service in each area.

A breakdown of volunteer services in one of these eleven areas will illustrate the coordination of voluntary effort envisioned by authors Schindler-Rainman and Lippitt. The cultural committee of their "volunteer community" would provide the following services: Volunteers would act as tour guides and other aides in museums, zoos, and other amusement areas. Some would actually teach courses in museums or serve as assistant class leaders or resource persons in art classes taught by professionals. In addition, volunteers would serve as leaders and organizers of community activities in the areas of music, art, writing, dance, and drama. Volunteers also could organize and lead nature appreciation walks. Some could serve as cultural aides to poverty neighborhoods, to the elderly, and to the very young, helping these individuals use and enjoy cultural resources. In addition, a Volunteer Resources Referral Service would coordinate a group of cultural resource volunteers to serve as leaders, experts, and helpers in the cultural community. The other areas of community volunteer service, according to the book, would be organized along similar lines. In addition, the authors emphasize the need for an overall Coordinating Council for Volunteer Services that would handle recruit-

A helping hand.

ment, training, and placement of volunteers in the community.

Efforts similar to those envisaged by the authors of *The Volunteer Community* are being conducted by various individual communities. New York City, for example, has established a centralized bureau, the Mayor's Office for Volunteers, to help citizens select volunteer work in 40 public agencies and over 1,000 private organizations. The bureau, which is cooperatively sponsored by the city government and private voluntary agencies, has placed volunteers in poverty programs, schools, recreation projects, police precincts, parks, museums, urban task forces, community centers, and city departments.

Las Vegas, Nevada, has also established a Volunteer Bureau, which is operated and funded entirely by volunteers. As of 1970, 452 adults and 119 teenagers were contributing their time and energy to the Bureau's programs. However, Mrs. James Hill, a member of the Volunteer Bureau Board says that the volunteers are working to broaden their base of operations so that all citizens may become actively involved.

The active involvement of citizens from all sectors of society is a trend in volunteer service that has taken place within the past decade. Continuing crisis in the inner cities has spurred increasing efforts by established voluntary groups and government agencies to recruit volunteers from all segments of the population. Volunteer work has taken on a new aspect in urban areas as concerned citizens from all walks of life have joined in the frustrating struggle to eliminate poverty.

Milwaukee, Wisconsin, for example, has organized a volunteer program to encourage economic development among minority groups in "older parts" of the city. The program is funded by the Department of Commerce's Economic Development Administration Technical Assistance Program and is directed by businessmen and executives who volunteer their time. The job of these "internal" volunteers is to evaluate the problem and then to recruit volunteer experts who can help solve it.

According to the group's description of its operation, the following is a typical example of its service:

> Following preliminary evaluation of a minority business (for example, plastics manufacturing) production counsel or methods, engineering assistance may be needed. The staff finds the expert, makes a persuasive pitch and a new believer becomes part of the action to help keep the business going or to help it get started. This procedure runs the gamut from financing an initial concept through accounting, marketing, and sales. What is of primary importance is that . . . businessmen (are) helping solve business problems. The reward of the volunteer is *psychic* income.

Many voluntary organizations are attempting to involve inner-city residents in social service, health care, community development, and other programs in the inner city. Although these volunteers may lack the technical expertise, education, and experience of middle-class citizens, they possess the invaluable knowledge of what life is like in the area the group seeks to serve.

The National Red Cross recognized the need for expanding its volunteer base in 1968. John C. Wilson, Executive Vice President of the organization's national headquarters, stated the following in a memo to Red Cross area managers:

> The magnitude of the present 'urban crisis' makes efforts of metropolitan chapters to serve and involve their total communities extremely difficult. As is true of numerous other national organizations, the Red Cross has too little experience with the inner city—its people, its culture, organizations, economics, its health and educational characteristics. Our experience gap must be narrowed promptly if we are to meet our commitment to the previously unreached populations of urban America.

As a result, pilot projects designed to seek out innovative methods of providing service and to involve inner-city residents in the planning and operation of these services were undertaken by five Red Cross chapters: Greater Cleveland, Birmingham, the Tulsa area, Minneapolis-Hennepin County, and the Seattle-King County.

The League of Women Voters is also seeking to adapt its services to the needs of the inner city. The League has organized and conducted Inner-City Citizenship Projects in Baltimore, Boston, and Philadelphia. The object of this program has been to discover ways in which League members and inner-city residents can work together to improve conditions in the urban community.

Although national and local volunteer groups are seeking to expand their numbers to meet newly recognized social service needs, there still appears to be a shortage of manpower. Thus, some experts in the field of human resources have proposed the establishment of a national service corps. This corps would recruit youths from all segments of society. There would be no specific qualifications for skills or degrees in education. Thus, the service corps could provide cross-cultural contact between all economic, social, and ethnic groups in our society.

However, disagreement has arisen as to whether this national service corps should be voluntary or compulsory. One expert, anthropologist Margaret Mead, believes that a compulsory system is needed. Only through a universal compulsory service, she notes, could the United States raise enough money to give recruits a freedom of choice. Under the system she proposes, participants in the corps would be allowed to select their field of service.

Donald T. Eberly, Executive Director of the National Service Secretariat, a nonprofit organization in Washington, D.C., has recommended the establishment of a voluntary corps. He proposes that a foundation be set up to provide transportation, clothing, medical care, and a subsistence allowance to volunteers who would serve in existing organizations and government agencies.

These and other new proposals, however much disagreement they involve, may be considered a healthy development—a sign of vitality and growing pains incurred in the rebirth of a great American tradition. A considerable amount of gestation must be expected before a sound forecast of the outcome can be under-

taken. But if, in time, the "volunteer spirit" again should re-establish itself in the Republic, the prize will be a great one. As suggested at the outset of this book, it is the preservation of a free way of life and a check against the menace of an overwhelmingly powerful centralized government.

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