ASSOCIATION FOR VOLUNTEER ADMINISTRATION

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THE JOURNAL OF VOLUNTEER ADMINISTRATION

ASSOCIATION FOR VOLUNTEER ADMINISTRATION

The mission of the Association for Volunteer Administration (AVA), an international membership organization, is to promote professionalism and strengthen leadership in volunteerism. Members include volunteer program administrators in a wide variety of settings: agency executives, association officers, educators, researchers, consultants, students—anyone who shares a commitment to the effective utilization of volunteers.

Membership in AVA is open to salaried and non-salaried persons in all types of public, non-profit, and for-profit settings who choose to join with AVA to promote and support effective leadership in volunteerism.

AVA is an association run by its members. Active committees include: Public Information, Professional Development, Resource Development, Pluralism, Marketing, and Public Issues. Members also plan the annual International Conference on Volunteer Administration, a major event held each year in a different city in the United States or Canada. This conference provides participants the opportunity to share common concerns and to focus on issues of importance to volunteerism.

Two major services that AVA provides, both for its members and for the field at large, are the Certification Program and the Educational Endorsement Program. Through the certification process, that recognizes leaders of volunteer programs who demonstrate professional performance standards, AVA furthers respect for and appreciation of the profession of volunteer administration. Similarly, AVA educational endorsement is given to those workshops, courses, conferences, and training events that provide opportunities for professional growth in volunteerism.

Finally, AVA produces publications including informational newsletters and booklets and THE JOURNAL OF VOLUNTEER ADMINISTRATION.

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Editor's Note

The Journal of Volunteer Administration recently received a letter from the Volunteer Centre of South Australia, Inc. We learned it has long been a subscriber and has used many of our journal's articles in its teaching programs. The Centre enclosed a copy of its journal, the *Australian Journal on Volunteering*.

The *Australian Journal on Volunteering* is published in February and August and has a circulation of 2,000 organizations and individuals. Subscribers include community and government organizations in the areas of health/welfare, environment, sport/recreation, education, emergency services, arts, religion, and human rights. The journal has feature articles, viewpoints, items and events of national and international interest, and reviews of publications. It was first published in February 1996.

The February 1997 issue included articles on unemployment and volunteering, social intervention and the role of volunteers, how volunteering can lead to paid work, older people as a "rich resource" for volunteer organizations, how a zoo responded to a pre-school challenge, and training initiatives in volunteering across Australia. The issue also featured reports on national and international conferences, a testimonial to the importance of volunteers by Australia's minister for health and family services, and book reviews. In short, an interesting perspective from "down under." To subscribe or contribute an article, contact Volunteering Australia, 1st Floor, 220 Victoria Square, Adelaide 5000, Australia. International callers use international dialing code plus 61 8 8221 7177 or fax using international dialing code plus 61 8 8221 7188.

Here in the United States our attention has been focused on the Presidents' Summit for America's Future. We have devoted a section of this issue to it. To fulfill the summit's goals will require good volunteer management. A 1996 study of AVA members published here explores the leadership practices of volunteer administrators and helps define who we are and how we do our jobs. The article about the challenge of running a volunteer program where there is a strong union voice introduces a topic not frequently discussed in print. And the report on the history and development of Internet resources for volunteer programs points us toward an increasingly global network where we are able to share our concerns about the field of volunteer administration and stay in touch with one another.

It is with this thought in mind that I brought the *Australian Journal on Volunteering* to your attention.

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Presidents' Summit for America's Future

Introduction

From April 27 through April 29, 1997 more than 4,000 participants convened in Philadelphia for the Presidents' Summit for America's Future. Delegations representing the voluntary sector from 150 communities and all 50 states, President Clinton, former Presidents George Bush, Jimmy Carter and Gerald R. Ford, First Ladies Hillary Clinton, Barbara Bush, Nancy Reagan and Rosalyn Carter, 30 governors, many corporate executives and celebrities gathered together to encourage Americans to volunteer to help the disadvantaged, especially children at risk in the United States. The summit was co-sponsored by The Points of Light Foundation and the Corporation for National Service and chaired by General Colin L. Powell. The Summit's "national goal" is:

> "By 2000, 2 million additional young people will have access to all five fundamental resources that can help maximize their potential for success and 5 million more young people will have new access to at least one of those resources—an ongoing relationship with a caring adult; safe places in which to learn, play, grow and develop; a healthy start and a healthy lifestyle; marketable skills through an effective education; the opportunity to give back through their own service to the community."

America's Promise—The Alliance for Youth (phone 703-684-4500/fax 703-684-7328 or http://www.americaspromise.org) has been established to follow through on the commitments made at the summit. It hopes "to reach across racial, cultural, social and economic gaps that divide us" and "recover our sense of community and revitalize the tradition of service to others that has been so much a part of our history and our national character." Through Connect America (phone 202-223-9186), The Points of Light Foundation is attempting to increase public awareness and motivate 10 million Americans to stimulate endeavors including those of the summit through a "'movement' of shared beliefs within which individuals and organizations will take new actions to 'connect through service' to solve community problems."

Extensive coverage and a variety of views about how effective the summit would be in reaching its goals blanketed the media both before and after the event. The five articles published here distill some of the thinking on the topic within the profession of volunteer administration and among literacy professionals. The articles were selected to represent differing, thoughtful, and sometimes provocative perspectives on the subject.

Presidents' Summit for America's Future

Reflections of a Delegate to the Presidents' Summit for America's Future

Trudy Seita

The Presidents' Summit for America's Future was a three-day meeting in Philadelphia with lots of speeches, entertainment, and photo opportunities for a well-planned media blitz. It was an historic event. As a delegate, I would not have wanted to be anywhere else on this planet of ours during those three historic days in April 1997. I enjoyed the rousing, energetic speeches. I enjoyed the stirring music. I got goose bumps during the powerful prayer in unison led by the Rev. Jesse Jackson and the charge given by the Rev. Buster Soaries from Somerset, New Jersey, delivered in Martin Luther King speaking-style cadences. But, most importantly, I enjoyed seeing the leaders of our country, the major power-brokers, the entertainment industry personalities, and the media moguls coming together in agreement and genuine comraderie with grass-roots volunteers. Everyone agreed we must act now if we are going to save our children and, ultimately, save our country.

The summit was much more than speeches, entertainment, and fireworks. It was about work and how we, the American people, can accomplish the goal of reaching 2 million additional at-risk children by the end of the year 2000 by providing five basic resources for success. If you haven't memorized these resources by now, you should. They are:

- A caring responsible adult as a teacher, coach or mentor;
- Safe places to learn and grow after school;
- A healthy start through immunizations, health exams, eye exams, hearing exams;
- Marketable skills through education; and
- An opportunity for youth to give back through community service.

The dream was, and the goals are, to *mentor, protect, nurture, teach,* and *serve.* As Walt Disney said, "If we can dream it, we can do it."

The conference included structured strategic planning for program development and implementation for delegates to use when they returned to their home states and local communities. As a member of a delegation I spent those hours in intense discussion, brainstorming ideas on how best to meet the goals of "2 million by 2000." The conference organizers provided a structure for these discussions that helped delegates remain focused throughout the eight-hour process. Volunteer support staff with laptop computers captured our discussions, providing a written draft document of our plan of action to take home. All delegations established specific measurable goals and most were planning local community and

Trudy Seita is a nationally-known trainer, author, and consultant in volunteer program leadership and organizational change. She was selected as a member of the Charleston, West Virginia, delegation to the Presidents' Summit for America's Future for her work as chair of the West Virginia Commission for National and Community Service and as founder and board president of the Volunteer Action Center in Parkersburg, West Virginia. She is author of *Communications: A Positive Message From You* and *Leadership Skills for the New Age of Nonprofits* and, with co-author Sue Waechter, of *Change: Meet It and Greet It*, all published by Heritage Arts Publishing.

state summits to gain additional commitments to the goals of the Philadelphia Summit and to get the work done.

Critics of the summit focused on the negatives: too much hoopla, technical glitches of teleprompters and sound systems, a shuttle bus system that didn't always arrive or depart on time. As a delegate, the summit I experienced was exactly what Colin Powell, summit chair, said it would be in a pre-summit video teleconference. He said, "The summit will be like coming together on a mountain top where we can share information and ideas and get a broad view of the countryside below. It will be a place where we can gain inspiration. Then we will come down from our mountain top prepared and energized and ready to do the work in the valleys where we live."

When the summit was over I asked several delegates from different communities for their reactions and was overwhelmingly met with the same response. "We're excited about the possibilities." "I can't wait to get home and get to work." "We have our plan and we begin on Monday." A delegate from Fort Wayne, Indiana, said she came to Philadelphia with a sense of hope and anticipation, but with reservations and—she was now sorry to admit—even a bit of cynicism. But she was going home energized and ready to work to fulfill the promise for America's youth in her community.

However, the critics are right. The summit won't be the cure-all for America's problems. We still need jobs and health care—lots of things. But the summit is a beginning, a reawakening of our country, a call to action. If this great country of ours is to survive into the 21st century, then it is the responsibility of every man, woman, and child—all citizens—to be responsible, get involved and make the summit's five goals a reality. We already are doing a lot of good work in our communities, but we must do more or, perhaps, do it differently. And professionals in the field of volunteer administration should be providing the leadership for this movement.

We must use the summit to create new dreams in every state and local community. We must help the children of our country and engage their parents and grandparents as well. We must forge new partnerships and build new collaborations. If we don't see it as our responsibility to begin this work, to set bold, audacious goals, to rekindle the spirit of volunteerism and neighbor-helping-neighbor that this country was founded upon, then who will? And, if we don't begin our work we will lose another generation of young people and be threatened with losing the entire foundation of our democracy.

The summit poses possibilities and problems for those working "in the valleys": How can we measure the outcomes of programs that may be developed? How can we, who are professionals in the field of volunteerism and social service delivery, be assured that quality programs are being offered? How can we do more when we already are stretched to the limit of our resources and energies? How can we be assured that someone with the wrong motivations will not harm the child s/he is meant to mentor and protect? And where will necessary additional leadership and financial support come from? These are valid questions and concerns. But rather than being cynical, let us simply be aware of these dangers, break down the barriers, and begin our work toward solutions.

The summit was an opportunity to catch the attention of Americans. People have said to me, "I saw that conference on TV. What can I do?" These comments were not from those already giving lots of time and dollars to help others. The media blitz was a wake-up call to our citizens and they are responding. As professionals let's get busy and find ways for them to serve in our communities in an effective way.

I am convinced the summit can and will make a difference in this country. But we must act fast to piggy-back on the momentum it has created and take advan-

tage of the commitments that have been made by corporations, organizations, and individuals. We must pledge a personal commitment to make resources available to the children in our communities, to their parents, and for all citizens. We must jump on the summit bandwagon, strengthen good programs already established, enhance services now offered, create new projects that will fill the gaps. We can accomplish the summit's goals. We can do it! And if we do, we save our children, we give families hope, and we rekindle the spirit of America.

As she hid from the enemy in an attic during World War II, Anne Frank wrote in her diary, "How wonderful it is that nobody need wait a single moment before starting to improve the world." As professionals in the field we probably know our communities best and know where improvements are needed. Let us be proactive and lead the way. We have important work to do. Let us begin!

Presidents' Summit for America's Future

Personal Reactions to the Presidents' Summit on The Future of America

Susan J. Ellis

As I watched summit volunteers roll paint over a wall covered with graffiti, I couldn't stop myself from thinking: "Is this a symbolic fresh start or a whitewash job?" And that feeling of conflict best represents my reactions to the Presidents' Summit for America's Future.

In many ways, the Sunday clean-up of Germantown Avenue was a microcosm of the summit's split personality. More than 4,000 volunteers—mainly from the Philadelphia area as most of the national delegates were still travelling that day—answered the call to participate. Germantown Avenue, an historic street winding through many different neighborhoods, deserved some clean-up attention. I was at a spot selected for graffiti paint-over and street sweeping. Summit volunteers did not hit the streets until 11:30 a.m., while neighborhood organizing teams were in place by 9:00 a.m. The buses unloaded volunteers wearing brightly colored t-shirts and hats, carrying brand new paint rollers, brooms, and other paraphernalia. They stood around for about 30 minutes, then sat on the curb and ate lunch (as neighborhood children watched). Finally they received instructions to begin work.

About an hour later, the volunteers returned to the pick-up point. Are you done so fast? Well, we ran out of paint. Did anyone teach you how to cover the graffiti? No. Do you feel you've done as much work as you expected? No, we were prepared to do at least three hours, but I guess they have too many volunteers. One teacher accompanying his high school class emphasized, "This was mainly symbolic, you know."

So here was an object lesson. The summit organizers did a great job of recruiting volunteers, transporting them, provisioning them, and maintaining morale (the Colin Powell military model). But volunteer time was wasted—and Germantown Avenue was not fully cleaned—because no one properly analyzed the job to be done and no one on-site felt able to improvise when volunteers were standing around or when supplies ran low. As we in AVA know, it is not enough to ask people to help. To do a good job, you also need an effective mechanism to match volunteers to the work to be done. That's what volunteer managers do. That's what the summit forgot.

Attending the summit under a press pass from *The NonProfit Times*, I saw contradictions at every turn:

- In my 25 years in the volunteer field, I never in my wildest dreams could have imagined the attention being paid—at the highest levels—to increasing volunteering. The presidents, dignitaries and celebrities did indeed generate a palpable sense of excitement and were often truly inspiring. The word "volunteer" was used more often than "community service"! Media attention was constant and

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the quality of the reporting impressive. Balancing optimism and skepticism, commentator after commentator asked probing questions without descending into cynicism. Yet the hypocrisy of the summit was evident as well. These were the same government leaders who had systematically cut funding to programs that help children. The emphasis on children conveniently allowed the summit to sidestep harder questions about jobs, health insurance, and other support structures that would allow parents to build stronger families.

- Real power brokers were brought to Philadelphia and major commitments of resources were promised. But the summit was structured into three tracks kept completely separate from one another: the local delegates (the heart of the affair) worked in the convention center without access to either the national invitees or to the corporations, each of whom met in a completely different place, also without the opportunity to interact with each other. There was no list of registrants, not even to identify which national organizations or corporations had representatives in attendance. No attempt was made to "report out" any of the discussions from one track to another.
- As always, the emphasis during the Summit was on the need to recruit more volunteers. Most of us with experience in volunteer management feel that is the wrong side of the equation. We need to make sure that organizations are willing and able to involve volunteers effectively *before* generating even more applicants. This perspective was mentioned by only a minority of the speakers.
- A smashing technology area highlighting Internet capabilities was open throughout the three days of the summit, and an extensive exhibit area materialized on Tuesday morning. But many delegates were completely unaware of these learning opportunities. The corporate and national representatives never saw the exhibit area because, of course, they were not in the same building.
- The technological resources were staggering. Not only was there continuous Internet access in the Technology Showcase area, but also in the hallways throughout the convention center. Television monitors were everywhere. Each and every table in the delegate rooms had a laptop computer (at least 150 were needed) and records were posted overnight onto the summit's Website. But it seemed an exercise in being "au courant." Few delegates were seen using the available Internet access, table "scribes" were not asked to confirm their notes with the delegates at their tables, and too often speakers had the "C-Span mentality": talk to the television camera no matter who—or if—anyone is listening to you in the room.
- The commitments obtained in advance of the summit were widespread and exciting. If only 10 percent of them are kept, the lives of some children will be improved—and that is worth the effort. But the commitments were made *before* getting together to talk strategy. Several national leaders to whom I spoke felt they might have developed different goals had they first had the benefit of the summit's synergy. Also, rather arrogantly, almost none of the corporations spoke to practitioners of volunteerism or to delegates of children's services to learn what the needs might really be. So the commitments are all over the map—uncoordinated, scattershot, and possibly of minimal impact. There is no evidence that The Points of Light Foundation or Colin Powell's new organization, America's Promise—The Alliance for Youth, attempted to advise corporations or national organizations about gaps or duplications in the commitments received.
- More than $2.5 million in cash was spent on the summit and countless in-kind services were donated. The publicity undoubtedly was worth that much, but think what any *The Journal of Volunteer Administration* reader could do with even a small portion of that much money!
- The summit was highly structured,

with little time for informal (or formal) discussions among participants except in the ways dictated by the organizers. The local delegations—truly the center of the event—only met with each other and then with the other delegates in their own states. These people did not hear any of the panels that spoke to the national invitees. They also did not get to speak with corporate or national organization representatives—either to ask or give feedback. Happily, some delegates rose above the level of the vision of the organizers. The youth leaders stayed up all Monday night to produce their own call to action, criticizing what they saw as their marginal role in the sessions. National invitees skipped out on panels to form their own caucuses.

- Volunteerism was celebrated and all the rhetoric was right. But absent from the podium were those who understand how to coordinate volunteers on a day-to-day basis. In addition, there was an appalling lack of women speakers. Except for Oprah Winfrey, wives of presidents, and federal cabinet officials, almost no community women were presented as leaders or visionaries. Given that the focus was volunteering and the care of children, this omission was indefensible.
- Colin Powell generated lots of attention and excitement. By being the chairman, he undoubtedly brought to the table individuals and groups who had never before considered themselves part of the "troops" attacking children's problems. But Colin Powell's selection was also an insult to everyone who has spent years gaining credibility in youth services or volunteerism. Just imagine if this summit had been on the future of health care. Would doctors and hospital administrators have welcomed the lack of experience of Colin Powell in *their* arena? The lack of clout of the non-profit field was amply demonstrated by politicians who believed they were risk-free to use us as a domestic policy-builder for a presidential hopeful.
- Finally, the entire summit was about increasing volunteering, but there was absolutely no scheduled opportunity to discuss volunteerism as a subject: how to do it right, the need for resources, overcoming obstacles such as union resistance and legal liability. For example, given the focus on service to children, it would have been helpful to issue a call for faster, less expensive, national child abuse reference checks.
- There were no skills-building workshops, even though more than half the delegates I interviewed said their main hope for the summit was to learn as much new as possible.

The whole affair was a strange mixture of contradictory assumptions. On the one hand, the implication was very strong that previous efforts to help children had failed or were, at best, inadequate. But, on the other hand, the summit assumed that delegates already brought all the required expertise with them and only needed this chance to meet with one another. Can both these perspectives be true? Or neither?

In the last analysis, what happened in Philadelphia was important only if it truly kicks off a renewed dedication to helping children and to mobilizing volunteers. So now the attention shifts to the local level. Some states and cities are already planning local summits—and each of these will be unique to its region. AVA members should become involved in the planning of these events as well as attend them. Here is the opportunity to incorporate information about volunteer program development.

We can also use the publicity to our advantage. The public is intrigued with what it saw. If we can reach out and connect this spark of interest with a specific volunteer assignment that needs to be done, wider recruitment is indeed possible. Also, since the media spent so much time covering the summit, they will feel obligated to follow up. Contact your local television, radio, and newspaper reporters with the pitch: "Want to see how we put the summit's rhetoric to work right here?" Let's grab the chance while we can.

AUTHOR'S NOTES:

This is an expanded version of a column first published in *The NonProfit Times*, June 1997.

For additional comments on the Summit for America's future and other "hot topics," visit the Energize Website at http://www.energizeinc.com.

Presidents' Summit for America's Future

The Presidents' Summit: Telling Our Stories

Nora Silver

As we look back, we recognize that none of us made it alone. What follows are the stories of individuals whose lives were touched by others and who are reaching out to help others in turn.

FAVIANNA

Favianna Rodriguez sits between Arabella and me at the opening ceremony. She holds a bouquet of balloons and a flower arrangement. She wears a wide smile, dark curly hair and a long, festive black dress. Favianna is 19 years old. Thanks, in part, to receiving one of eight national scholarships awarded by Girls, Inc., she is a freshman at the University of California at Berkeley. She is the first in her family to attend college.

Favianna is a delegate from Oakland, California, her hometown, to the Presidents' Summit for America's Future. She describes herself as "a woman and a Latina woman. I don't want to be invisible. I am involved in lesbian/gay movements, Girls, Inc., and other groups." Later she adds, "I want to continue with the delegation—kind of keep a reality check on it. Like, this may not work for the youth, or we may need to focus on youth really at risk. Youth have the energy, and they do have the channels."

To Favianna's left sits Arabella Martinez, former assistant secretary of human services in the Carter Administration and current chief executive officer of the Spanish Speaking Unity Council, a community development corporation in the Fruitvale District in which Favianna's family lives and works.

As most of us relax and wait for the festivities to begin, Favianna dives into her knapsack. She pulls out books by women authors, assignments for her women's literature class. She roots lovingly through her treasure chest of books, sharing with me her favorite authors and stories. Favianna wants to be a writer. She settles on her next assignment and begins to read from Janice Mirikitani's *Shedding Silence.*

Tomorrow I will get to introduce Favianna to Janice, the poet whose words Favianna responds to with her whole body as we sit waiting. Janice is a delegate to the summit from San Francisco. I know Janice will embrace Favianna with the special warmth and regard she extends to young people. She will sign her book, wish Favianna well, and encourage her to follow her path. By standing before her from a background different from Favianna's, yet not dissimilar in many ways, Janice will signal to Favianna that she, too, can become a writer.

JULIA

I first heard Julia Globus-Sabori speak at her graduation from BAYAC, an AmeriCorps program in which members

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work with children. I attended the graduation as a mentor to Kim Smith, the executive director. Julia was on stage speaking as a co-leader of one of the BAYAC teams.

During that year, Julia became chair of the Mayor's Youth Commission in San Francisco. She works at RAP (Real Alternatives Program), a violence prevention program in the Mission District, and is an outreach coordinator for the Peace Walkathon. She describes herself as "currently 18 years old, a strong woman, and a proud Apache." Julia channels what she calls "the frustration of growing up being so misinformed or one step behind the process" into educating and organizing young people to take an active role in the political process. After the summit she observes, "I think we [the youth] were very proud to be there and made our voices heard loud and clear."

Julia will return from the summit to convene the Youth Empowerment Conference in San Francisco, a youth-run event that will call forth 1,200 young people ages 12 to 23 from all neighborhoods of the city. She will open and close the day. The Mayor will speak, and he will leave with written input from 1,000 youth on the city's five-year plan. Julia will introduce me to her mom who is witnessing her daughter's emergence as a civic leader. I thank her for sharing Julia with us.

Upon her return from the summit, Julia spoke to The United Way board of directors about her experience in Philadelphia. She told them that the year before she had been homeless. A year ago she registered to vote when she attended "Stand for Children" in Washington, DC. This year she participated in the summit in Philadelphia. She pointed out that there are other young people in our cities, capable and eager, just waiting for someone to take notice and extend an opportunity. She asked The United Way board volunteers to make a commitment to all youth.

I believe that Julia and Favianna are asking us all to sign books for them, open doors and offer them encouragement, applaud their accomplishments, and listen to their stories.

NORA

I returned to Philadelphia, the city of my birth, as a delegate from San Francisco to the summit. My name tag reads, Nora Silver, Ph.D., Director, The Volunteerism Project. What the stranger's eye cannot see is the young person I was when I left Philadelphia at 17 who I would return having earned a slot to attend the Presidents' Summit on America's Future 30 years later. A snapshot of me in my teens in Philadelphia would have shown a very angry, acting-out young woman. Many adults found me difficult. Some found me incorrigible. A lot of my behavior was aggressive: fighting, drinking, smoking, sex, vandalizing buildings, hanging out at race tracks, sneaking into Baltimore and Washington basement nightclubs. Only those who know me best can see this heritage in me now. I was one of the lucky. I did not end up pregnant, alcoholic, or a casualty of rape, disease, or street violence.

Just as a stranger's eye cannot detect my rocky beginnings, it may also overlook a current teenager's potential future. For in the bumbling, confused, chaotic antics of young behavior are the rumblings of the mature, confident, focused adult. We simply need to look harder, to understand what we're seeing.

What can we do to help the struggling 17-year-old become the accomplished 47-year-old? For me, the difference has been 30 years of people offering me opportunities. Paolo Freire, the world-famous international educator, who gave me my first job at 19. David Joroff, who fought for me to be able to teach in the school of my choice, an inner-city, Washington, DC, junior high. The University of California Medical Center Pediatric Clinic that trusted a 21-year-old to intake and translate for Spanish-speaking families with seriously-ill children. Laura Cummings, who took me on as a student intern and taught me the best the psychotherapeutic world had to offer. Bob Wood, head of a community college human services program, who let me run

with new program after new program—child abuse prevention, foster parent recruitment, counseling, and interviewing skills training. Tri-Valley Haven, a domestic violence shelter and sexual assault program, that gave me my first executive director job despite no previous administrative experience. Bill Bergquist who, when I told him I was not graduate school material and was dropping out, asked me to co-teach a class with him. Bob Fisher, who gave me the chance to turn a needs assessment of volunteerism in the San Francisco Bay Area into a vision of a comprehensive program to strengthen and diversify volunteerism, and a model for collaboration between foundations and community organizations.

All of us have had these people in our lives. The names and faces change, but the principle remains the same: a caring other person. Someone to open doors, offer a shoulder or a hand, listen to our hopes and dreams, speak words of encouragement and belief, and walk with us for a time. Each of us must be that person for others, especially to those who are younger. They need it. Just as we once did.

Presidents' Summit for America's Future

Thoughts on the Presidents' Summit

Carol Todd

For those who attended the Presidents' Summit for America's Future in Philadelphia, it certainly was a weekend to remember. I came away excited, exhausted, and feeling validated. There can be no doubt that the presence of such an array of stars—President Bill Clinton and General Colin Powell, Oprah Winfrey and Winton Marsalis, corporate executives and governors from approximately 30 states—energized and sparked a pervading enthusiasm and "can-do" atmosphere that was truly exciting. The hours were long, the crowds huge, the arrangements not uniformly successful.

I came back to Vermont with the impression that the work of those who have volunteered over the years in the traditional sense—who have taught Sunday school, worked in Red Cross blood banks, taught prisoners how to get their high school equivalency diplomas, and, yes, even baked cookies for the parent-teacher association—was recognized and honored for what it is: the glue that holds this country together; imperfect as it may be, the stuff of which our American way of life is made. This bipartisan extravaganza recognized what volunteer managers and grassroots volunteers have known all along: Ultimately the solutions to social problems are up to individuals and local efforts. It was heartening to read the Promise Book in which corporations pledged support for volunteer initiatives. Good for them, and thanks! Volunteer work needs all the help it can get. Thanks, also, to governmental support through AmeriCorps, VISTA, Foster Grandparents and the like, for stipended volunteerism has a valued place in today's society.

Yet with all the hoopla and positive reinforcement, there was one big void. Although I applauded the emphasis on the five fundamental resources for young people (mentoring, protecting, nurturing, teaching, and service), and was pleased by the work done in small groups by our Vermont state delegation, I was amazed and saddened that there was not one word said or even one reference made to the importance of effective management or thoughtful organization of the work of volunteers. I was distressed by the lack of awareness of the need for the most basic training, supervision, or recognition of those who will carry out the mandates of the Summit. I believe AVA lost an opportunity for promotion of its *raison d'etre*. Too bad.

If the goals of the Summit are to be realized, the fundamental truth AVA stands for—that volunteers deserve and require leadership and support—must become basic to the efforts of the ambitious initiative set in motion in Philadelphia. My earnest hope is that, through the efforts of AVA, the principles of effective management will guide the work of all Americans who strive to make life better by taking personal responsibility for society's problems.

Since moving to Vermont 15 years ago, *Carol Todd* has devoted her energies to promoting effective volunteerism in her state and beyond. She founded Vermonters in Volunteer Administration which assists volunteer managers with a supportive network, established the Norwich University Center for Volunteer Administration that offers a university-based credential in the field of volunteer management, and was a founding member of the Governor's Commission on Volunteers and the Vermont Commission on National and Community Service. In addition, she has served on numerous local and national boards and committees. She was awarded the Harriet Naylor Distinguished Service Award by the Association for Volunteer Administration in 1993.

Presidents' Summit for America's Future

An Internet Dialogue: Thoughts on Literacy, Volunteers, and the Presidents' Summit

Paul Clay, Marie T. Cora, Laureen Fredella, Paul Jurmo, Andres Muro, Kevin G. Smith, Billy R. Upson

INTRODUCTION

From April 30 to May 5, 1997 subscribers to the National Literacy Advocacy electronic list, moderated by Boston area adult literacy educator David J. Rosen, posted the exchanges that follow. They were in response to expressions of concern with public initiatives designed to recruit large numbers of volunteers to help solve problems of literacy in the United States.

The dialogue was stimulated by extensive media coverage on the issue. A proposal by the United States Department of Education to mobilize a Reading Corps of 1 million tutors in its America Reads Challenge, and the Presidents' Summit for America's Future held in Philadelphia in April 1997 that promised to reach 2 million at-risk children by the year 2000 fueled the dialogue. Helping children read, however, was not the exclusive concern of the participants in this discussion; in fact, they mostly talk about adult literacy and how best to meet its challenges.

The selected viewpoints expressed in this exchange were stimulated by Andres Muro, a coordinator of a literacy project at a community college in Texas, and included a volunteer in a literacy program in Arkansas (Billy R. Upson), the manager of a life skills program in South Carolina (Paul Clay), the director of an English As a Second Language/literacy program and volunteer coordinator in Georgia (Laureen Fredella), an assistant director for adult education at a university in Rhode Island (Marie T. Cora), the executive director of a Literacy Volunteers program in New York (Kevin G. Smith), and the executive director of a non-profit literacy research organization in New Jersey (Paul Jurmo).

The Journal of Volunteer Administration was made aware of these exchanges by AVA members Kathleen McCleskey and Susan Ellis. That the participants agreed to publication of their thoughtful, provocative, and open-ended comments is gratefully acknowledged.

THE DIALOGUE

ANDRES MURO

Coordinator of the El Paso Community College Literacy Center in El Paso, Texas. He has worked for more than 10 years in the field of English As a Second Language/literacy, and adult basic education. E-mail address: AndresM@nmail.epcc.edu

Whenever anyone talks about literacy initiatives we immediately begin making reference to volunteers and volunteerism. I am personally terribly offended by this. While most people consider literacy something anyone can do, I consider it a highly evolved paradigm with its own sub-paradigms, idiosyncracies, nuances, peculiarities and particularities.

When someone talks about improving the delivery of medical services, nobody mentions that by the year 2000 there will be 1 million volunteers taking care of patients. NASA doesn't talk about getting volunteers to help build the space shuttle. And when we address the need to

improve the work of air traffic controllers nobody makes reference to volunteers.

Please do not get me wrong: I think that there is room for volunteers in any field. I am totally in favor of having graduate students in education programs do volunteer work under close supervision. However, making the bulk of the field, or an entire initiative, dependent on volunteers is totally absurd.

The president of this country, who appears to have a somewhat progressive view on education, suggests solving literacy problems with a bunch of volunteers. Pleeaseeee!!!!!

BILLY R. UPSON

Volunteer at the Literacy Council of Bowie (Texas) and Miller Counties (Arkansas). Board member of The Volunteer Center, and also of Business Organized for a New Downtown in Texarkana, AR/TX. E-mail address: bru549@ juno.com

Using Andres' reasoning, Mother Theresa could not help the sick, Martin Luther King and Gandhi could not attack social injustice, and Jesus Christ could not teach, heal, and help. None of these were "certified professionals" by their governments. Funny how these folks and the millions who work in churches, mosques, synagogues, as room parents in schools, on neighborhood watches, as candy stripers in hospitals, in hospice and AIDS programs, at homeless shelters, soup kitchens, and day care centers manage to get anything done without a "graduate student" to give them "close supervision."

Does anyone expect all adult education provided by "certified" teachers to vanish? Of course not! Can volunteers provide all that is needed in adult education? No! Even within volunteer organizations trained staff is absolutely vital to success and growth.

PAUL CLAY

Manager of the Life Skills program at United Ministries in Greenville, South Carolina, that is almost 90 percent volunteer staffed. E-mail address: PaulClay@worldnet.att.net

If we use your [Andres Muro's] analogy, then no one should be a parent until they complete a course of study and demonstrate proficiency in the field, and while I realize that you recognize the "need" for volunteers, you fail to recognize the opportunities presented to YOU right now. Speak to volunteer groups about the need, the work, and point them in a useful direction. Use your experience constructively to ensure that this new found wealth of a work force is used effectively.

ANDRES MURO

When I make reference to literacy, I am not referring to the relationship between a child and a devoted parent, even though your [Paul Clay's] reference is valid. In my first E-mail I was making reference to the understanding required to work with the under-educated, non-traditional, multicultural, poor, under-served and learning disabled and with migrants, resistors, and a host of other populations. In order to effectively serve these populations, a "literacist" (this, I think, is my own term) needs to have a great deal of understanding of linguistics, psychology, sociology, anthropology, philosophy, pedagogy, etc.

Furthermore, while I do not have much difficulty helping my girlfriend's son with his homework, I do have a great deal of difficulty recruiting, retaining, and teaching migrant farm workers who are undereducated, may have some learning disabilities, cannot attend classes since they have to go to the fields every morning at 5:00 a.m., and so on and so forth. In order to serve farm workers, I have to understand their history, their culture, their migration patterns, and the laws that affect services for them. Furthermore, I often have to double up as a grant writer in order to procure funds, and become a politician in order to lobby for resources. Farm workers are only one example of the multitude of populations in need of literacy services. Recently our program received a grant from the Barbara Bush Foundation to work with deaf parents

and their children. This has been one of the most challenging populations I have ever encountered.

Again, please do not misunderstand me. I think there is plenty of room for volunteering in medicine, literacy, and other fields. However, these fields should not, not, not, not (a thousand times "not") depend on volunteers to survive.

BILLY R. UPSON

People do not misunderstand you; they understand that what you are saying is, "I know what is best, because I have been trained." I agree that "just anyone" cannot teach! A teacher must CARE. Most volunteers in the field of literacy do care. Most volunteers in literacy (all of them in our Council) have had training and the training is ongoing.

You really deserve the thanks of volunteers everywhere for voicing many of the objections that you and a very small number of your peers have to volunteers and specifically Literacy Councils. Thankfully, most adult educators have enough self-esteem and self-confidence that they do not feel threatened by the work of non-profit volunteer organizations. There is plenty of work for us all!

LAUREEN FREDELLA

Volunteer coordinator and director of an English As a Second Language/literacy program for adult learners that involves both volunteer and paid staff in Atlanta, Georgia. E-mail address: LFredella@aol.com

As coordinator of an ESL program that has a mixture of paid and volunteer staff, I have given considerable thought to this issue over the years.

Although I am constantly cautioning myself not to view volunteers from a deficit-model perspective, I must say that in reading the arguments in support of or limiting the use of volunteers in adult ed[ucation] programs I agree with those who think that literacy should not be a totally volunteer initiative. And while it is true that parents are the first teachers of their children, adult learning is a different animal. Further, most parents hand over the teaching of their children to experts when their children go to school. Although the quality of K-12 education regularly comes under fire, I never hear anyone suggest that we put our children in a church basement with volunteers who have little or no preparation to do a challenging job like teaching.

For me, perhaps the most bothersome aspect of the instant linking of volunteers to any literacy initiative is that it reflects little more than lip service to the importance of educating adult learners. That our policy makers do not consider our work and our student population valuable enough to put funding behind such initiatives reflects a belief system which says that adult literacy isn't really that important. The key question is: How do we get policy makers to value our work and our learners so that the idea that anyone can teach adults doesn't underlie literacy efforts?

MARIE T. CORA

Assistant director for adult education, Swearer Center for Public Service at Brown University in Providence, Rhode Island. She works with part-time student staff members who run volunteer literacy projects in the greater Providence community. E-mail address: Marie_Cora@brown.edu.

This is in response to Andres Muro's E-mail posting of April 30 in which he appears troubled about volunteer involvement in literacy work and that seems to be sparked by the [Presidents'] summit [for America's Future].

Although I am pleased with the conversations and awareness-raising efforts begun at the summit this past weekend, there are many things that trouble me about it as well. One of the problems is that in many volunteer efforts (and this includes everything from Literacy Volunteers of America to AmeriCorps, from City Year to the Peace Corps) there doesn't seem to be a whole lot of emphasis on continuous support. Volunteer pro-

grams may offer initial training and education, but once the participants are placed in the field, the ongoing staff development opportunities appear few and far between.

In my experience directing a volunteer literacy program for the past five years, we have found that training and education up-front do relatively little for a volunteer in comparison to what a continuous education program does. We do provide several hours of pre-service preparation that includes exploring tenets of non-traditional education, generally getting to know the populations who attend programs (who they are, the history of adult ed[ucation] within the state, what services are provided, what is lacking, what the need is), some methods and materials, and particularly exploring the motivations and expectations of the volunteers themselves as well as their own experiences dealing with issues of language and literacy. But what has been most compelling for our education program are the weekly meetings that all volunteers must attend in addition to their contact hours. These meetings focus on teacher sharing and trouble-shooting, lesson planning and curriculum development, and larger discussions which explore everything from "why do I volunteer" to "how can we get ourselves and the learners involved in civic participation." By the way, my programs are all run by undergraduate college students, who may or may not be Ed[ucation] majors.

My point is that I DO support volunteers in most (all?) professions and, I guess, particularly literacy because we have an enormous amount of work to do and there is no way we can do it alone, and a whole lot of people out there are and can be helpful. What I find troubling is that I do not see enough ongoing educational and exploratory opportunities in volunteer programs. I wonder if the Clinton administration has given enough consideration to how they intend to support all 1 [2] million volunteers that they hope will become literacy practitioners.

KEVIN G. SMITH
Executive director, Literacy Volunteers of America-New York State, Inc., in Buffalo, New York. E-mail address: KSmith1@aol.com

I typically hesitate to respond to unsubstantiated, elitist protectionism for fear of sounding defensive. However, your [Andres Muro's] honesty is refreshing and consistent with the unstated "feelings" of many in the education field in response to another "call to volunteer arms" in lieu of a substantial financial investment. It is naive to think that the President or Secretary of Education will change their politically charged tune regarding volunteers. Don't you understand that the volunteer community isn't all that pleased inheriting the country's systemic problems either?

I consider my response in defending the role of volunteers in providing support for adult learners trying to improve their personal, social and economic condition through improved information processing skills a waste of precious time, resources and opportunity. Instead of fighting among ourselves we could be taking full advantage of the intent of the America Reads Challenge to promote the needs and essential role of adults. If educators chose to denigrate a willing and able resource rather than engaging volunteers in an appropriate support role, then they are choosing to waste resources in a field where there is far too little to begin with and, in doing so, cheat the students you purport to serve.

Volunteers can play an important role because they are successful, proficient information processors who have a lifetime of experiential learning to support their capacity. With good training and support, volunteers are an asset and resource. They know they are not reading teachers or learning disabilities specialists, yet many are relegated to serving adults with serious learning problems. Most would relish the opportunity to consult with and be guided by an "expert" BECAUSE IT WOULD HELP THE LEARNER. Unfortunately, many of those

high-need learners are being "deferred" to volunteer programs because their chances of being a positive program outcome statistic in six months of service is nil.

Given your opinion of the sophisticated and deep understanding professional educators require in order to "teach" literacy, I'd be very interested in your position on the role of parents in supporting the language development of their children. Clearly, the average parent isn't conscious of the "highly evolved paradigm with its own sub-paradigms, idiosyncracies, nuances, peculiarities and particularities" known to you as literacy. Yet, research tells us that they are THE essential purveyor of language and literacy. This mystery is no mystery at all. Parents, like volunteers, model good information processing skills and create language experiences and opportunities through which language is developed through trial and error.

If literacy isn't something that everyone can participate in and support, then we might as well all go into a new profession. Until we demystify literacy and learning, we will continue to send a message to parents, children and the community that they cannot "participate" in literacy and learning, and we will continue to have a large percentage of our population who are not literate. Do you get my point?

ANDRES MURO

I had no idea that I would be engaging people in such an exciting exchange. However, I am happy that it is taking place, regardless of whether you agree or disagree with my views. I am in favor of volunteers contributing to any field. In fact, I am certain that historically all fields have emerged as lay people performed needed tasks for free, either to contribute to society or for personal growth.

I am of the belief that in order to be an educator, a person should receive extensive training. Furthermore, educators should also be compensated accordingly. However, teaching is the lowest paid profession in this country; a teaching certificate can be obtained without much of a challenge. The reason for this is that many people think that anyone can teach. Therefore, why should we require people [to] receive extensive training and pay them a lot if they will be performing a task that any mother or any volunteer can do?

Obviously, if any mother, any volunteer, or any four-year college graduate with minimal training can teach, as has been suggested by many, half the adult population of the number one superpower in the world would not be semi-literate. Teaching is a highly complex task. I think it is time we realize this. Unfortunately, due to lack of funding, I witness how extremely under-served populations often are served by very helpful, yet very under-trained individuals.

PAUL JURMO

Executive director of Learning Partnerships in East Brunswick, New Jersey. Learning Partnerships promotes participatory, collaborative approaches to adult learning, program planning, and policy development. E-mail address: pjjurmo@intac.com

One publication that looked at the pros and cons of uses of volunteers was *Pioneers and New Frontiers* written by Dianne Kangisser and published by the Business Council for Effective Literacy in 1985.

The report dispelled two persistent myths: (1) volunteerism is a panacea (if somehow enough volunteers could be recruited, the illiteracy problem would be solved), and (2) volunteers are cost-free or low-cost. In answer to (1) the author explained that even if the number of volunteers were tripled, this cadre would not be enough to reach the millions in need of services. In addition, volunteers have less time to donate now than in the past because of changing employment patterns resulting in a greater need to rely on paid staff. In answer to (2) the report says that while the use of volunteers (if you can find them) can be cost-effective, vol-

unteers must nevertheless be recruited, trained, supervised, supplied with teaching materials and otherwise "supported," all of which are costly.

Dianne concluded that the current delivery system is stretched thin and can go no further without additional resources; recruiting more volunteers will only add to the burden unless the system as a whole receives major new support. [As she says,] "Making headway will require an enormous effort from the public and private sectors, a commitment of financial resources, and a social climate conducive to educational innovation and risk-taking."

ENDNOTE

The National Literacy Advocacy electronic list currently has 700 members. To subscribe (free) send an E-mail message to: majordomo@world.std.com saying: subscribe nla

ABSTRACT

This article analyzes results of a 1996 study of AVA members that explored leadership practices of volunteer administrators. Use of a leadership assessment instrument developed by Kouzes and Posner was employed as a means for understanding relationships between respondents and effective leadership practices. Results suggest opportunities for further research to advance the professional practices of volunteer administrators.

Leadership Practices of Association for Volunteer Administration Members

Robert F. Ashcraft and Carlton F. Yoshioka

INTRODUCTION

According to a 1996 national study on volunteerism, more than 100 million Americans volunteer annually, contributing a value of more than $200 billion to causes in their communities (Independent Sector, 1997). These volunteers represent nearly 50 percent of all adult citizens and almost 60 percent of teenagers engaging in various forms of citizen participation.

The April 1997 Presidents' Summit for America's Future held in Philadelphia acknowledged the value of this citizen engagement and offered a clarion call for individuals to make an even greater effort to engage in volunteerism to solve community problems and improve the nation's quality of life. Lacking in this national conversation, however, seems to be attention paid to those salaried and unsalaried professionals who serve as administrators of volunteer efforts. Among those individuals who administer volunteer services in public and private organizations are more than 1,700 who have chosen to become members of the Association for Volunteer Administration (AVA). As the "international membership organization for people who share a commitment to the effective leadership of volunteer efforts," AVA has a defined mission "to promote professionalism and strengthen leadership in volunteerism" (Association for Volunteer Administration, 1996).

If volunteer administrators are the professionals charged, in part, with engaging citizens in meaningful service in communities, it is posited that there is value to understanding leadership practices of this important segment of the professional community. As AVA continues to advance its commitment to the "effective leadership of volunteer efforts," it seems appropriate for the organization to encourage an understanding of leadership styles and leadership development approaches to advance the professional practice of volunteer administrators.

If effective leadership is a goal of AVA, what is known about the current leadership practices of AVA members in relation to a widely-used leadership assessment tool? What leadership practices are observed among AVA members? What observations may be made regarding the leadership practices of AVA members versus professionals selected from other industry groups?

To address these research questions, a survey was administered to a sampling of AVA members during 1996. This article presents findings from the study that incorporated the use of a well-known instrument called the Leadership Practices Inventory (LPI) authored by

Robert F. Ashcraft is director of the American Humanics Program at Arizona State University and is assistant professor in the Department of Recreation Management and Tourism. In prior professional work he was a director of volunteers. He is active in numerous voluntary initiatives and serves as senior policy advisor to the American Red Cross National Office of Volunteers and is a member of the national board of directors of the YMCA of the USA. *Carlton F. Yoshioka* is professor and chair of the Department of Recreation Management at Arizona State University. He has authored numerous journal articles on organizational management.

James Kouzes and Barry Posner.

The survey was conducted with the full cooperation of the president of AVA, Mike Newman, members of the organization's national staff, and the researchers. The national office staff of AVA assisted in preparing and sending the mailing to a sampling of AVA members based on the membership database existing at the time the national office was located in Boulder, Colorado. The focus of the initial study was on members who reside within the United States. The sampling strategy assured that respondents were dispersed throughout the United States and reflected the overall distribution of AVA members. The researchers designed the questionnaire with assistance from Newman who consulted with members of the organization's central office staff and executive board.

While the primary intent of this survey was to gather data pertaining to leadership practices of AVA members, information also was obtained regarding demographics and professional backgrounds of members as a means for comparison and contrast to the findings from the AVA Membership Survey conducted in 1992 (Brudney, 1993).

RESPONSE RATES

The survey was a self-administered questionnaire. Dillman's (1978) total design method was employed to reach the sample of AVA members. To encourage high response rates, Dillman's method is to include with every survey a cover letter explaining the study and a postage-paid return envelope. One week after the initial mailing, a postcard reminder is sent to all respondents. Three weeks following the initial mailing, a second cover letter and replacement questionnaire is sent to non-respondents.

The initial mailing was sent in July 1996 to a sample of 754 out of 1,508 members residing within the United States. Names were selected using a sampling interval of two. As a result, questionnaires were mailed to every other eligible AVA member. Responses continued to be received through December 1996. A total of 529 responses were received for a response rate of 70.16%. This was considered a very acceptable rate of return, and an analysis of geographic distribution indicated that members in the 12 AVA regions within the 50 states were adequately represented.

DEMOGRAPHIC ANALYSIS

The vast majority of survey respondents were female (91.5%). In addition, the ethnic distribution showed that most respondents were white (94.5%), followed by black (2.8%), and Hispanic (1.5%). The average age of respondents was just under 46 years of age, with a range reported between 23 and 76 years of age. The majority of respondents obtained four or more years of post-secondary education (80.3%), and almost four out of 10 members had the equivalent of a master's degree or beyond (38.5%).

Results of the demographic portion of the survey are similar to the 1992 findings. For example, AVA members were once again found to be predominantly female, white, and reporting a relatively high level of education. Some differences between this study and the 1992 findings are reflected in small changes in ethnicity (a slightly higher percentage of Hispanic members and slightly lower percentage of black members), and the average age of respondents is slightly younger by a full year. These changes are relatively small and should not be interpreted as a general trend in AVA membership demographics.

PRESENT POSITION IN VOLUNTEER ADMINISTRATION

The majority of respondents indicated they are volunteer administrators (78.6%); 9.2% were CEO's or organization heads; 5.5% were trainers/consultants; and 6.8% represented other positions. (This analysis considers responses to a variety of demographic questions. Within each category total responses may be slightly more or less than 100 percent due to a rounding

of percentages to the nearest tenth of a percent.) The majority of respondents worked full-time (82.9%). Of these, 87.7% were salaried employees of their organizations. Of those not salaried, 5.5% represented hourly, contract, or other types of employment arrangements, and 3.4% were self-employed.

Of those respondents who were employees of organizations, almost 4 out of 10 respondents were full-time volunteer administrators (37.7%). Almost 8 out of 10 respondents spent at least 50 percent of their time or more in volunteer administration duties (77.7%). Respondents had held their positions on an average of just over six years (mean = 6.13 years).

The majority of respondents work for not-for-profit organizations (73.2%). The remaining members work for local/municipal government (10.4%), state government (7.2%), and the federal government (4.0%). A relatively small percentage of respondents work within a for-profit setting (3.2%). The remaining 2% checked "other."

Respondents were asked to identify the one organizational category that most closely identified their current work place. Categories were determined by using the taxonomy used by Independent Sector. The majority of respondents reported they work in health-related organizations (29.8%) and human services (28.9%), followed by education (8.9%); arts, culture and humanities (5.8%); public/society benefit (5.8%); environment (5.4%); religious organizations (4.8%); and youth development agencies (3.3%). The remaining percentages were spread over six categories: other (3.3%); recreation for adults (1.4%); work related (1.2%); political (.8%); international/foreign (.4%); and private/community education (.2%).

Respondents also were asked about their salary range for their currently held position. The largest cohort of respondents revealed a salary range of between $25,000 - $29,999 (19.5%). The next largest number of respondents reported a range of between $30,000 - $34,999 (16.2%), followed by those reporting $20,000 - $24,999 (13.1%) and those reporting a range between $35,000 - $39,999 (12.1%). Slightly more than 15 percent reported salaries of less than $20,000 (15.2%). Interestingly, almost one out of four respondents reported salaries of more than $40,000 (24%). This included those reporting salaries between $40,000 - $44,999 (9.4%); $45,000 - $49,999 (4.3%); $50,000 - $54.999 (3.7%); $55,000 - $59,999 (2.7%). A total of 3.9% reported salaries of more than $60,000.

As with the 1992 study, the typical respondent to this survey is a salaried, professional, female volunteer administrator. She serves full-time in a not-for-profit organization, engages most of her time in volunteer administration duties, and has been in her current position for at least six years. Her typical salary range is between $25,000 and $35,000.

RESEARCH ON LEADERSHIP

Providing a common definition of the term leadership is a difficult task, as is any attempt to review the many approaches to the subject found in the literature. Compounding this difficulty is confusion that surrounds the differences between "leadership" and "management." To dissect the many definitions of leadership and to review the variety of leadership approaches is beyond the scope of this paper. However, a brief summary of some of the thinking that has driven discussions about this important topic may help to place leadership within the context of this study of AVA members.

The term leadership seems to have evolved from several general interpretations (Rost, 1991). The first suggests an excellence theory of leadership. That is, leadership is about producing excellence and being "number one." The second definition generally describes a position of influence held by one or more individuals. In this way, a leader is defined by the office or position s/he holds. A third popular definition views leadership as centering on a person who directs others. This

view suggests the individual exerts himself or herself on behalf of others and on the organization s/he serves. Each of these definitions of leadership seems too simplistic to be universally accepted by those who truly desire to understand how leadership can best be practiced in organizations.

A definition of leadership that seems more appropriate when describing effective volunteer administrators is one which acknowledges an influence relationship among leaders and followers toward the accomplishment of certain mutual purposes. In this definition, relationships between leaders and followers are multi-directional, non-coercive and involve real changes. In this context "leadership is an influence relationship among leaders and followers who intend real changes that reflect their mutual purposes" (Rost, 1991). It would seem that most AVA members, as administrators of volunteer programs, can relate to this relationship-oriented approach given their work to involve volunteers in service by providing the sort of direction necessary for the goals of their organization to be met.

Three dominant approaches have evolved throughout the approximately 80 years of research on the subject of leadership in the United States. One approach emerged from research that sought to understand the general underlying personalities or physical characteristics which contribute to the presence of leadership. In general, this body of work suggests that individuals are born with inherent personal qualities essential for success as leaders. Leadership training would, in this context, be appropriate only for those who possess such innate traits.

Another approach emerged from examining leadership behavior itself to determine the common methods and forms used to identify leaders. The kinds of activities or efforts in which leaders engaged were studied to determine the basis of leadership behaviors. Here leadership was seen as identifiable actions that could be emulated by others who desire to be leaders.

With the limitations inherent in viewing leadership only as a matter of "trait-based" or "behavior-based" approaches, a third approach emerged in research. Situational, or contingency, leadership describes the view that the effectiveness of leadership traits and behaviors are contingent on factors external to the leader. Here external factors such as the followers, the group structure, and general organizational characteristics, among other factors, come into play within the context of specific situations. Within the context of specific situations, however, traits and behaviors also play a role.

Variations on prior themes have continued to be developed and an emerging paradigm from the 1980s involved a new concept called transformational leadership (Burns, 1978; Downton, 1973). This concept involves leadership asking followers to transcend their own self-interest for the good of the organization. In this way, the follower is ultimately converted into a leader as well. Transformational leadership is observed when leaders broaden and elevate the interests of their followers, generating awareness and acceptance of the purposes and mission of the group (Seltzer and Bass, 1990). Transformational leaders inspire their followers, deal individually with their developmental needs, and encourage new ways to approach problem solving.

Transformational leadership seemingly falls into the contingency approach to leadership as the most widely accepted form of leadership today. Kouzes and Posner (1995) found that transformational leaders may challenge the process, inspire a shared vision, enable others to act, model the way, and encourage the heart.

LEADERSHIP PRACTICES INVENTORY

The Leadership Practices Inventory (LPI) is a widely used leadership assessment tool developed from research authored by Kouzes and Posner (1995).

The LPI resulted from their research project which began in 1983. It was chosen for this study of AVA members because it is from the best of current research about leadership.

The most frequent use of the LPI has been within business and industry. Well known companies such as IBM, Motorola, and Levi Strauss have incorporated the instrument into their human resource development programs. The LPI has met the rigors associated with psychometric concerns. It is considered a valid and reliable instrument. Its use with AVA members, most of whom are volunteer administrators working in not-for-profit and governmental organizations, is believed appropriate; its results represent a unique contribution to the field of volunteer administration.

The LPI advances a leadership model that identifies specific behaviors and actions that individuals report when they are at "their personal best" as leaders.

As reflected in the LPI, these actions are categorized into five leadership practices, each of which is identified with related strategies or behaviors exhibited by the committed leader. These five practices, described briefly below, are: Challenging the Process, Inspiring a Shared Vision, Enabling Others to Act, Modeling the Way, and Encouraging the Heart (Kouzes and Posner, 1995).

Each of these practices was developed following extensive qualitative and quantitative research by Kouzes and Posner in which managers were asked to reflect on a "personal best leadership experience" described as "an experience in which that person led a group to achieve some extraordinary accomplishments" (Kouzes and Posner, 1995).

The first practice, Challenging the Process, involves searching for opportunities to change and grow, to innovate and improve. To Challenge the Process also means to take risks and experiment and learn from the mistakes that happen when such behavior is exhibited.

The second practice, Inspiring a Shared Vision, means the leader gives inspired direction and purpose to the organization. S/he looks to the future with dreams about what is possible and offers a vision for others in the organization to follow.

Enabling Others to Act is the third practice. Here leaders recognize they alone cannot reach goals and that partnerships are necessary in order to accomplish extraordinary things. Fostering cooperative relationships and promoting collaboration are hallmarks of this leadership practice. The sharing of information and power to enable others to become leaders is seen as an important value requiring trust and the willingness to let others be visible and succeed in their work.

Modeling the Way is the fourth practice advanced by Kouzes and Posner. Being a role model to others in the organization is about setting examples of behavior that are consistent with the leader's expressed values. Often this is described as "walking the talk" and speaks to the consistency exhibited between what is said and what is practiced. In addition, Modeling the Way suggests an approach to problem-solving where manageable parts of a problem are identified and worked on so that small "wins" are possible to promote consistent progress toward goals and encourage organizational commitment by individuals.

The final practice, Encouraging the Heart, implies an approach to recognition of accomplishments by all individuals who have contributed to the success of a project. The leader encourages everyone to be a winner by rewarding those who contribute to the common vision. Team accomplishments are celebrated regularly.

AVA study participants were asked to respond to questions related to these five leadership practices. A total of six questions related to each of the five leadership practices described above resulted in a total of 30 questions. Responses were defined to allow the participant an opportunity to note how frequently participants exhibit the behavior through a Likert-type scale including 1) rarely, 2) once in a while,

3) sometimes, 4) fairly often, and 5) very frequently.

Standards provided by publishers of the LPI were used to evaluate data. Each respondent's rating was placed into a leadership practices grid and tabulated to determine a total rating score for each of the defined leadership behaviors. For any one question the highest response could be a 5 (very frequently exhibits the behavior). The score for each leadership practice represents a summation of responses for the six questions relating to each of the behaviors. Using these standards, a maximum score of 30 could be obtained for each leadership practice. This would indicate that a respondent engages in the practice very frequently. Conversely, the minimum score possible for any practice could be 0, indicating that a respondent rarely demonstrates behavior which comprises that practice. As with most assessment scales, it is recognized that individuals report a range of behavior frequencies that typically fall between maximum and minimum extremes. However, the higher the value of the score for each practice, the greater the use of a leadership behavior.

AVA RESPONSES TO THE LEADERSHIP PRACTICES INVENTORY

Table I compares overall mean scores of AVA respondents in each of the five leadership practices with findings represented by other industry groups who have administered the LPI. In Kouzes and Posner's (1995) appendix, Theory and Evidence Behind the Practice, comparisons of mean scores were made across functional fields: customer service, manufacturing/development, information services, finance, and marketing.

Their research reveals differences between finance professionals and the other professional categories for Inspiring a Shared Vision and Encouraging the Heart. Comparisons with the industry-group data indicate differences primarily were due to the lower scores noted by finance professionals explained, perhaps, by the type of work and nature of interaction in which these individuals engage versus other professional categories.

It is interesting to note that mean scores for AVA respondents were found to be higher for each of the leadership practices factors when compared to the other functional fields as shown in Table I. Two of the leadership practices, Challenging the Process and Enabling Others to Act, appear to be similar to the LPI published results, yet do represent higher average scores.

In two other practices, Inspiring a Shared Vision and Modeling the Way, AVA members' responses were substantially higher than the other functional

TABLE I

Comparison of Mean Scores between Leaders by Functional Field on the Leadership Practices Inventory

Leadership Practices	Functional Fields						
	A. AVA Respondents	B. Business [C+D+E+F+G]	C. Customer Service	D. Manufacturing/ Development	E. Information Services	F. Finance	G. Marketing
Challenging the Process	23.70	22.30	22.31	22.49	22.24	22.14	22.32
Inspiring a Shared Vision	22.84	19.77	20.17	20.47	20.09	18.33	19.79
Enabling Others to Act	26.38	24.61	24.89	24.58	24.77	24.09	24.74
Modeling the Way	24.29	21.38	21.24	21.62	21.61	20.98	21.44
Encouraging the Heart	25.69	21.17	21.15	21.57	21.43	19.86	21.84

fields. This is not entirely surprising because effective volunteer administrators are called upon to believe passionately in their work and strive to work with and through volunteers to achieve organizational goals. An ability to persuasively guide others toward a common vision and support a future of achievable possibilities is necessary if volunteers are to be attracted and retained in a program. Similarly, the effective volunteer administrator can be seen as a role model whose standards reflect the organization and who helps volunteers and staff find ways to succeed in their work.

The final practice in which AVA respondents demonstrated a substantially higher mean score is with the practice of Encouraging the Heart. As noted by Kouzes and Posner, "getting extraordinary things done in organizations is hard work ... leaders encourage others ... [they make] people feel like heroes by telling the rest of the organization about what individual members ... have accomplished" (Kouzes and Posner, 1995). It is not surprising that effective volunteer administrators demonstrate substantially higher mean scores than other functional fields as they strive to enable volunteers and staff to carry on by the encouragement they provide. They recognize how volunteers and staff accomplishments add to the success of projects, and they celebrate team accomplishments regularly.

In Table II, five selected AVA member variables (age, salary, number of years in the job, percent of time spent in volunteer administration, and program budget) are compared with the five leadership practices. The correlations are moderate.

For example, the AVA member characteristics of age, salary, and number of years in the job seem to have a positive relationship to four of the practices (Challenging the Process, Inspiring a Shared Vision, Modeling the Way, and Encouraging the Heart). Results suggest that as volunteer administrators gain experience in their profession, they tend to exhibit several of the leadership behaviors that have been identified by Kouzes and Posner as practices of effective leaders.

Conversely, the percent of time spent in volunteer administration and size of the volunteer program budget was negatively related to three of the practices (Challenging the Process, Inspiring a Shared Vision, and Encouraging the Heart). Results suggest that as respondents spend less time in volunteer administration and deal with smaller program budgets, they are less likely to exhibit these three leadership practices.

SUMMARY

Based on this study, AVA members were shown to report higher mean scores for each of the five leadership practices identified through the LPI. The fact that a

TABLE II

Correlations among Selected AVA Member Characteristics and the LPI Factors

AVA Member Characteristics	Leadership Practices				
	Challenging the Process	Inspiring a Shared Vision	Enabling Others to Act	Modeling the Way	Encouraging the Heart
Age	.076	.069	.059	.124**	.186**
Salary	.170**	.119**	.059	.123**	-.058
Number of Years in the Job	.045	.011	.028	.121**	.058
Percent of Time Spent in Volunteer Administration	-.131**	-.109*	-.077	-.010	-.002
Program Budget	-.094	.064	-.003	.015	-.102

**Indicates statistical significance at <.01 level, or 99 times out of 100.
*Indicates statistical significance at <,05 level, or 95 times out of 100.

higher value was noted for each practice suggests that these volunteer administrators, in general, demonstrate a greater use of effective leadership behaviors than managers representing other functional fields.

Differences observed through the comparison with the other functional job fields to AVA respondents, particularly with Inspiring a Shared Vision, Modeling the Way, and Encouraging the Heart, seem to relate to the career motivation of helping others. It is supposed that volunteer administrators choose their careers, in part, because of a strong motivation to help others, and it would seem reasonable that as a result they would excel in these practices. Effective volunteer administrators may, therefore, be those individuals who can integrate personal vision with organizational values that encourage volunteers and staff to engage in activities that help organizations reach goals.

As behaviors that distinguish effective volunteer administrators are further understood, it is anticipated that professional practice can be advanced. Future research may involve investigating the impact of gender, ethnic or cultural background, and the further clarification of the comparisons across functional fields with the various leadership practices.

AUTHOR'S NOTE

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ABSTRACT

This article is an overview of the history and current use of the Internet in the development of resources in the field of volunteer management. It traces the roots of today's Internet resources on volunteer management to discussion groups on philanthropy and non-profit organization development and contains comprehensive histories and summaries of major Internet resources available today. Included are general definitions of applicable Internet terminology.

The History and Development of Internet Resources for Volunteer Programs

Nan Hawthorne

INTRODUCTION

Perhaps no other medium can boast the rapid expansion of practical resources for volunteer managers than the Internet. In six short years it has seen the development of dozens of on-line discussion groups, Web pages, and even chats ranging from general, non-profit management information to resources designed specifically and entirely for volunteer programs. Since early 1996, on-line resources for volunteer programs have grown from no more than four or five to more than two dozen. Professional volunteer managers have been quick to make use of the many Websites and discussion groups, drawing upon the information available through this highly democratic publishing medium and its attendant world-wide networking ability. The Internet is fast becoming a global DOVIA, a meeting place for directors of volunteers in agencies, and a library for useful research and instructional opportunities.

This brief history will endeavor to mark just a few of the milestones in what has been a short but eventful trip. To start, a brief glossary of terms for those unfamiliar with, or just making acquaintance of the Internet, follows.

TERMS

E-Mail

E-mail is the means by which two individuals or a selected group of individuals correspond in writing. E-mail can be internal to an organization or connected to the Internet. For the cost of a local phone call, E-mail users can write to anyone in the world. It exists as a one-time communication vehicle rather than being available to a general or public audience.

Mailing List or Listserv

Of the two means by which an individual may discuss any topic with a group of others, mailing lists are the most easily utilized, since all exchanges are accomplished via E-mail. E-mails, called "posts,"are sent to an automated distribution point to be delivered to all members, or "subscribers," to the discussion. An example of a mailing list is ARNOVA-L (see Resources).

Newsgroup

You need software called a "news reader" to subscribe to, obtain, read and respond to newsgroup postings, which have as their chief advantage the ability to be organized by topic. An example is soc.org.nonprofit (see Resources).

A useful comparison between a mailing list and newsgroup is a print magazine: a mailing list is a magazine subscription that comes to your home; a newsgroup is a magazine you must go to a newsstand to purchase.

Web Pages

A Web page is a publication stored in a

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remote computer that can be viewed by anyone who has a Web browser such as Netscape Navigator™ or Microsoft Internet Explorer™[1]. It often contains text, graphics, and even interactive forms. An example is *Volunteer Today!* (see Resources).

Chat

Chatting is a conversation or conference conducted on-line, seen as a series of scrolling lines of text with each individual's typed comments appearing on separate lines.

For a further description of Internet terms, see "Tools" from A Virtual Travelogue: Volunteer Program Resources on the Internet.[2]

RESOURCES

Soc.org.nonprofit and Usnonprofit-l

The forerunner of many general Internet resources for non-profit organizations is the newsgroup soc.org.nonprofit, and its associated mailing list, usnonprofit-l.[3] Susan J. Ellis of Energize, Inc. reports that, "Putnam Barber was running the soc.org.nonprofit newsgroup from at least 1994... it did not focus on volunteering, but it did accommodate questions on this subject."[4]

The combined history and archives of soc.org.nonprofit and usnonprofit-l have since resulted in the creation of The Nonprofit Files[5], a comprehensive and easy-to-use FAQ (Frequently Asked Questions) reference that includes a section on volunteerism and service learning.

ARNOVA-L

This Internet resource was created to focus a significant amount of attention on voluntary action and was the forerunner of soc.org.nonprofit and usnonprofit-l. ARNOVA-L, the Nonprofit Organization, Voluntary Action and Philanthropy Discussion List, was developed by Roger A. Lohmann, professor of social work and director of the Nonprofit Management Academy at West Virginia University. Dr. Lohmann operates the list for the benefit of the Association for Research on Nonprofit and Voluntary Action (ARNOVA). Lohmann states on ARNOVA-L's Web page: "This list was established as an international electronic forum for anyone using or interested in non-profit organizations, voluntary action, or philanthropy, to facilitate the rapid sharing of concerns, interests, problems, and solutions among interested scholars and practitioners."[6] Over the years, the discussion has remained carefully learned and erudite thanks, no doubt, to Lohmann's careful "moderating" (editing).

Lohmann told this writer that "ARNOVA-L is probably the oldest list 'in the sector.' I started it and have continued to operate it all the way. It was actually created in the Fall of 1990 after I got a favorable response to the idea at the ARNOVA meeting in London. It really got a shot in the arm at the 1991 meeting in Chicago and has been growing consistently ever since. We just topped 600 subscribers in 20 countries, and feed to over 2,000 people on other lists."[7]

ARNOVA-L's archives date back to January 31, 1996, and may be searched sending the message "search ARNOVA-L for <keyword(s)>" to listserv@WVNVM.WVNET.EDU.

America Online's Volunteerism Offerings

The on-line service America Online has had a "special interest area" dedicated to volunteerism and, to a lesser degree, volunteer program management for several years. The area has gone through a few changes of hands over that period of time. Susan Ellis, who for some time was responsible for one of the sponsoring organization's offerings on volunteerism, recounts that "POLF [The Points of Light Foundation] continued the site that was started within AOL by POLF's predecessor, The National Volunteer Center. It was (and still is) VolNet, but was always a closed bulletin board area, meaning that you had to register with POLF to get

access. So even though it was on AOL, it was not a public site *per se* [italics added]."

She continues, describing another AOL special interest area, Access.point: "The Access.point area was called 'Civic Involvement System' when it opened, then 'Civic Involvement Network.' It opened in April of 1995 and Energize had the sub-contract to do the volunteer-related section, which was originally called 'Volunteer Central' and then became 'Volunteer.Point.' The site closed in December 1996. AOL has now opened 'Community Matters.'"[8]

Whether maintained by The National Volunteer Center, POLF, Access.point, or now as Community Matters, AOL's volunteerism special interest areas have been oriented primarily or entirely to volunteers themselves, offering advice and referrals. The sites have been a tool for recruitment that have increased in value as more and more non-profit organizations have posted volunteer opportunities on their databases.

The Points of Light Foundation provides the VolNet area with a few resources of limited usefulness for volunteer programs. It includes articles on volunteerism, message boards (similar to newsgroups) frequented by professionals in the field, and a chat room where conferences may be held.[9]

Recently Sound Volunteer Management has contributed to AOL's offerings for volunteers, supplying a Web page directing individuals and organizations to special interest areas such as Community Matters, SERVENET, Who Cares?, and others, and via a course on AOL's Online Campus called Get The Most Out of Volunteering.[10]

Impact Online

While information on volunteer matters on the Internet remained primarily in the hands of ARNOVA and academia for several years, Impact Online has dedicated its Web pages to information and a searchable database for volunteers similar in concept to AOL's endeavors. According to Jayne Cravens, manager of Impact Online's Virtual Volunteering Program, "Impact Online was founded in 1994 because of a market need. There are many individuals who want to get involved with their community but need an easier way. A survey by *Seattle Volunteer* showed that more than 75 percent of those on-line said they would do more community service if volunteer information was available on-line. Using Internet technology to facilitate and increase community involvement was the idea behind Impact Online."[11]

Impact Online is currently developing Volunteer America, a Website that is focusing on key cities in an attempt to get volunteer opportunities on-line.

While meant to be a resource primarily for volunteers, articles by Susan Ellis providing advice on how to select and secure rewarding volunteer work were added more recently. Impact Online now offers volunteer mangers more than just a place to list volunteer opportunities. Its page, "Links and Other Online Resources for Volunteer Managers," provides a concise list of active links to other Web pages offering volunteer management advice. Its Web address is http://www.impactonline.org/vv/home.html.

IdeaLIST

IdeaLIST is one of the services provided by the Contact Center Network, a New York-based organization founded in 1994. It is located at http://www.contact.org. Similarly to Impact Online, IdeaLIST provides a database of volunteer opportunities. Its Tools For Nonprofits and Community Organizations offers links to specific articles on other organizations' Web pages as "useful resources we have found for non-profit and community-based organizations" on topics ranging from volunteer personnel issues to public relations.[12]

As Impact Online's and IdeaLIST's sponsoring organizations increased their own awareness of the organizational side of effective voluntary action, assistance to

volunteer programs became an adjunct to providing referrals and advice for volunteers.

CyberVPM

The first on-line discussion group for the volunteer resource management practitioner was CyberVPM, an outgrowth of a smaller "manually distributed" mailing list developed by the author's Sound Volunteer Management for a coalition of DOVIAs in Washington State. Unlike ARNOVA-L, CyberVPM is neither moderated nor oriented to research and academics but, instead, is an informal discussion between volunteer resource mangers working in a wide variety of organizations worldwide. Instructions for joining CyberVPM may be found at http://www.halcyon.com/penguin/svm/cybervpm.htm. Its archives date back to its adoption by America Online and may be searched by sending the command "search CyberVPM for <keyword(s)>" to LISTSERV@LISTSERV.AOL. COM.

CASANet

The first true on-line effort to collect resources, instruction, and links entirely for volunteer program managers appeared on the Web as a "chapter" in the Court-Appointed Special Advocates' (CASA) general resource Web pages. Selections form Steve McCurley's and Rick Lynch's recent book, *Volunteer Program Management: Mobilizing all the Resources of Your Community* (Heritage Arts Publishing, Downer's Grove, IL, 1996), and other McCurley/Lynch publications were added in 1996 to the CASA program's Nuts & Bolts Volunteer Management Web pages. Several articles appear in sections headed Recruitment and Screening, Retention, and Supervision, including Characteristics of a Good Recruitment Message, and Conflict Between Paid Staff and Volunteers. The site also boasts McCurley and Lynch's comprehensive bibliography on volunteer management.[13] You can find this Website at http://www.casanet.org.

Volunteer Program Management Mini-University

Growing out of CyberVPM and unknowingly concurrent with CASA's pages on volunteer management, the Volunteer Program Management Mini-University was developed by the author's Sound Volunteer Management and became a series of Web pages meant to mimic an academic system of admissions, registration, departments, and a library. The Volunteer Program Management Mini-University departments provide "lectures" (articles on volunteer program management) and a "syllabus" (links to other articles and resources on the Web) on virtually every aspect of managing a volunteer program: recruitment, screening, recognition, networking, and career development. The author has been told the site has been mistaken for a *bona fide* educational institution. CyberVPM broadcast "a point of clarification, since someone recently told me that they thought the Volunteer Program Management Mini-University was a real school; it exists only in cyberspace!"[14]

Volunteer Today!

Journalistic endeavor on behalf of volunteer management arrived on the Internet in 1996 with the first monthly issue of *Volunteer Today!* by Nancy Macduff of MBA Publishing. Subtitled *The Electronic Gazette of Volunteerism,* each issue contains news, articles on re-cruitment, retention, and training of volunteers, and links to recommended Websites. *Volunteer Today!* can be found at http://www.bmi.net/mba/.

Products for Volunteer Programs

Volunteer Today! pioneered catalogues for volunteer programs on the Web. It has since been joined by many companies that provide products for volunteer programs such as Red Ridge Software and Energize's Volunteer Energy Resource Catalog.[15]

DOVIAs

The term DOVIA (directors of volunteers in agencies) covers a wide variety of local networking organizations for volunteer resource managers. While there are undoubtedly dozens of such groups, few have made it into cyberspace. The DOVIA of King County (Seattle and environs)[16] was the first, with a site that provides membership, event, and contact information, as well as links to a comprehensive resource page and other DOVIAs.

The Denver DOVIA site[17] may not have been the first, but it is the most attractive and thorough, boasting a lengthy booklist with publisher information.

Washington State has created a consortium of DOVIAs. Its meeting minutes and activities are featured on its Web page[18] which, like the DOVIA of King County is sponsored by the author's Sound Volunteer Management.

Energize

Susan Ellis' company, Energize, is the most recent addition among volunteer management resources to the Internet and clearly benefitted from watching the rest develop. It is sophisticated, attractive, and interactive.[19] One of volunteer management's entrepreneurs, Energize has its catalogue on-line, linked from its Web page. But like *Volunteer Today!*, Energize also offers updated news on the field and links to other useful resources. It also provides visitors with the opportunity to develop the page via favorite quotes and other input. Two new features are an expanded library of articles, including classic, hard-to-find articles published in *The Journal of Volunteer Administration* and a DOVIA directory. The address is http://www.energizeinc.com.

Are You Online?

Two years ago a search on the word "volunteer" would not have resulted in a very long list of individual volunteer programs with their own Websites. But as Web page design software has become simpler to use and non-profits have gotten on-line, these same searches now reap a harvest of literally hundreds of very informative and attractive sites.

Anecdotal observation has it that recruitment on the Web is quite effective. Andrew Stewart of *Seattle Volunteer*[20] reports, "Our recent marketing survey shows that prospective volunteers who use our Web version are more likely to go through with replying to one of our classifieds than someone who finds the newsletter at the library. Perhaps this is because they went out *looking for* a volunteer opportunity rather than just picking up the print newsletter in passing" (italics added).[21]

In addition to local on-line publications like *Seattle Volunteer,* recruiting volunteers via the Internet has taken several forms, from local volunteer centers with searchable databases to electronic applications on agency Web pages. Many volunteer programs are expanding the use of the Internet to provide their current volunteers with on-line resources. Volunteer newsletters and even volunteer policy manuals have been posted on the Web. Small grassroots organizations have used the Internet effectively to provide their members with ready access to by-laws, policies, procedures, and other reference materials.

Among the quickly developing offerings for volunteer programs are the many varied Internet resources on topics such as national service programs, service learning, and the recent national emphasis on expanded mentoring programs for youth as championed by the Presidents' Summit for America's Future held in Philadelphia in April 1997.

Whether your interest is in recruiting volunteers, providing an on-line newsletter for your program, or sharing with and learning from your peers, the Internet is fast becoming a global DOVIA. Will the Internet erase the continuing isolation volunteer resource managers often feel? I believe it will. The Internet has its critics. As with any other medium, the Internet is fraught with frustrations and limitations.

But its history and development reveal it to be a rich soil to cultivate for the very serious business of effective community service through volunteerism and volunteer resource management.

AUTHOR'S NOTES

As is the case with all Web pages, it is impossible to predict if those referenced here will be available when this article is published.

The author's E-mail address is penguin@halcyon.com. Her Web address is http://www.halcyon.com/penguin/svm.htm.

ENDNOTES

[1]Netscape Navigator is a trademark of Netscape Communications Corporation. Internet Explorer is a trademark of Microsoft Corporation.

[2]Nan Hawthorne, 1997. A Virtual Travelogue: Volunteer Program Resources on the Internet [on-line]. Seattle, WA. Available from: http://www.halcyon.com/penguin/inttools.htm. [6-13-97].

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ABSTRACT

Some volunteer programs are based in organizations where employees are represented by unions. This most frequently occurs in governmental organizations and agencies. This survey reviews what is known about the level of volunteering for government, its value, and the types of co-production performed by volunteers. Four union contracts are analyzed to determine strategies to help volunteer managers build more effective relationships with employee unions. Specific steps are outlined to assist volunteer managers develop policies and procedures to ensure the success of their programs.

Solving the Hazards of Unions and Volunteer Relations in Government Organizations

Nancy Macduff

A city in Texas has a municipal volunteer program. The volunteers' handbook opens with welcoming letters from the mayor and the city manager. The city manager says the city "is well known for its quality of life and excellent municipal services. This reputation can be directly attributed to citizen involvement by volunteers" (Plano City Government, 1996). This sentiment is designed to reassure volunteers of their value. If read by the city's public sector employees, the interpretation might be different. Managers or coordinators of volunteers, when working for their government organizations, agencies, departments, and divisions must develop strategies to work effectively with public sector employees. The complexity of the situation is increased when the employees are represented by a union.

HOW MANY VOLUNTEERS ARE THERE IN GOVERNMENT?

Each year 23 million people volunteer for federal, state, city, or county government (Brudney, 1990b). More than half (56.5.%) of U.S. cities with populations of more than 4,500 involve volunteers in the delivery of at least one service (Brudney, 1990b). In a survey of county governments, 20% reported involving more than 500 volunteers on an annual basis (Lane and Shultz, 1997). A 1990 study of volunteers in Washington state reported 50,000 people volunteered for 60 state agencies (Winans, 1991). According to data compiled by Peter Lane and Cynthia Schultz for the National Association of Counties, published in the winter 1997 issue of *The Journal of Volunteer Administration*, there was a significant increase in volunteers in city and county government in the mid-to-late 1980s. A 1985 study by Duncombe of 736 cities with populations of more than 2,500 reported that 77.8% of cities in the Northeast states had volunteer involvement, 62.8% in the North Central states, 72.6% in the Southern states, and 79.5% in the West (1985).

A 1997 study on government volunteer programs for The Points of Light Foundation revealed a substantial amount of volunteer activity in government programs: the Internal Revenue Service has 80,000 volunteers working in conjunction with taxpayer education centers around the United States; the US Army Corps of Engineers has more than 300 staff who manage volunteers at sites throughout the country; the National Association of Partners for Education maintains a list of more than 700 volunteer coordinators in public and private schools (Macduff, 1997).

Is all this activity new? Hardly. "For more than 300 years, Americans have

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relied on volunteers for essential but unpaid tasks" (Duncombe, 1985). In colonial times volunteers served as night watchmen, firemen, and in the militia. Churches relied heavily on volunteers. During the 1800s volunteers founded and staffed organizations to give aid to the poor and homeless. New citizens usually were helped by volunteers (Duncombe, 1985).

What has changed is that government has taken over many of these essential services. Paid employees are sometimes unaccustomed to working with unpaid people to provide services to communities. And government employees usually are represented by unions whose mandate is to keep their members employed.

CO-PRODUCTION: HOW DO CITIZENS VOLUNTEER?

The activity of volunteers in partnership with their government is referred to as co-production. Co-production is broadly defined as citizen participation in all aspects of the public service delivery process (Ferris, 1988). It can include the development of policies via service on advisory groups or panels or it can be direct involvement in service, such as litter patrols.

The range of services provided by volunteers is demonstrated by the responses to the survey by the National Association of Counties. Of the counties responding to the survey, 25% reported involving volunteers. The tasks of the volunteers included, but were not limited to: firefighters or emergency medical services (72%); services to seniors (63%); libraries (50%); parks and recreation (49%); youth services (48%); social services (42%); education (42%); environmental and recycling services and sheriffs' offices or corrections departments (40%); community and economic development (37%); public safety (34%); public health (33%); transportation (25%). Fewer than 20% volunteered in the areas of housing, judicial and legal affairs, finance, and public utilities (Lane and Shultz, 1997).

Studies in 1988 and 1993 by the International City/County Management Association reported the same diversity of service by volunteers in city and county government (Moulder, 1994). In addition, most cities have volunteer boards and commissions to deal with aspects of local policy making, planning, zoning, parks, and the like (Baker, 1994).

Brudney maintains that volunteers are no longer a hidden resource of government (1990a). Government organizations have grown dependent on volunteers. The head of the Smithsonian Institution (a collection of scientific and cultural institutes created by a 1846 act of Congress) in Washington, DC, said that the dependence on volunteers in the many museums for which he is responsible cannot be overstated (Brudney 1990b). These volunteers often hold front-line positions with high levels of client contact. Sometimes they are in positions that require discretion in the provision of publicly funded services. The range of tasks for government-based volunteers is only limited by the ingenuity of officials and the acceptance of volunteers by employees, many of whom are represented by a union.

WHAT IS THE VALUE OF VOLUNTEERS IN GOVERNMENT?

What is the dollar value of all this volunteering? The city of Plano, Texas, estimates that volunteers contributed close to $2.5 million worth of service between 1982 and 1995 (Popik, 1997). In a survey of U.S. counties, the results indicate that counties with a central volunteer coordinating office received three times the dollar value of service from volunteers than counties without one (Lane and Shultz, 1997).

It is easy to add up the contribution of volunteers in dollars, but there are less tangible contributions. Volunteers can build empathetic relationships with clients, provide fresh perspectives for assessing practices and procedures, enhance the responsiveness of government, or serve as advocates for the agency or organization (Brudney, 1990b).

COORDINATION OF VOLUNTEERS IN GOVERNMENT

Coordination of volunteers in government agencies is rarely performed by a full-time, centralized volunteer office, but rather is handled on a department or program basis (Lane and Shultz, 1997). In the National Association of Counties' study of counties that involved volunteers, only 6% reported some type of central coordinating office for volunteers (Lane and Shultz, 1997). The Points of Light study of government volunteer coordinators revealed few places where volunteer management or coordination was the full-time duty of a single employee. Usually the employee had other duties, of which volunteer coordination was only one part (Macduff, 1997).

UNIONS, EMPLOYEES, AND VOLUNTEERS: THE HAZARDS

A hazard of co-production is the potential resistance of public employees to volunteers because employee job security is threatened (Ferris, 1988). This is no more evident than in a 1994 article on volunteers in local government service delivery. The author says, "volunteers are often used to compensate for reductions in personnel by being assigned responsibilities usually handled by paid employees" (Moulder, 1994).

Sundeen reviewed a number of late 1980s research reports on government volunteers and makes the point that much more research is needed on the role relationship between volunteers and paid government employees because employees are not accustomed to dealing with volunteers (Sundeen, 1990). One cause of the tension between volunteers and public sector employees could be a lack of knowledge on both sides. Sundeen asserts that there is little known about such things as the costs and/or benefits of volunteers, the role relationship between unpaid citizens and employees in public agencies, and the influence of volunteers on public policy (Sundeen, 1990). In a listserv posting on the Internet, the manager of a state government volunteer program, Chris Dinnan, referred to the "potential dysfunctional tension" that can exist between staff and volunteers when they attempt to work together to co-produce public service. Dinnan asserts that a volunteer program cannot be effective in a climate of suspicion or hostility (1997).

Not only are public employees worried about jobs, but they also are concerned about a possible decline in the quality of service, the protection of confidentiality, training of volunteers, reliability, and liability issues (Dinnan, 1997; Montjoy and Brudney, 1991). In addition, they recognize that staff working with volunteers must devote time to supervision when it is rarely in their job description (Montjoy and Brudney, 1991).

UNION CONTRACTS AND VOLUNTEER PROGRAMS

In the literature search for this article, there were only two studies that addressed the issue of union reaction to the establishment of a volunteer program. Their comments on employee, union, and volunteer program relations were minimal. In visits to 40 cities for a 1986 study, Duncombe found four cities with strong resistance to volunteers. In one, the city administrator involved volunteers at the municipal senior center. He reported that expansion to other departments was out of the question due to union opposition. In another city, the unionized firefighters resisted the introduction of volunteer firefighters because they assumed paid positions would be eliminated (Duncombe, 1986). One sure way to lose the support of employees is to aggressively recruit volunteers during a time of downsizing, reductions-in-force (RIF), or layoffs (Duncombe, 1986).

If public employees are well organized by their union and perceive volunteers as replacements for jobs they hold, then it is unlikely there will be a reliance on volunteers (Ferris, 1988). Conversely, if the employees see volunteers as supplementing rather than replacing them, it is likely

a healthy volunteer program can exist.

It is interesting to note, however, in a study by Ferris of city and county governments with volunteer programs that unionization had no influence on the decision to involve citizens in the co-production of services (Ferris, 1988). He notes that this finding is in opposition to other research that suggests that volunteer involvement is negatively impacted by the presence of unions. As Sundeen points out, this is an area ripe for research.

To determine how unions view their relationship with volunteer programs, the author obtained four union contracts from the Association of Federal, State, and Municipal Employees. One was for a bargaining unit in a large Eastern city; another was for a large suburban city in the western United States; a third was for a library; and the fourth was unidentifiable.

The purpose of analyzing the contracts was to identify the bargaining unit conditions relevant to the volunteer program. A bargaining unit is a group of employees represented by a union. For example, a city might have different bargaining units representing employees in public safety, utilities, or clerical. Not all the contracts revealed the exact location of the bargaining unit. By using the conditions in the union contracts, strategies could be developed for volunteer managers/coordinators to work more effectively with unions. The analysis revealed three conditions that appeared in all four union contracts. Several conditions were found in some of the contracts, but not in all. There is no "one size fits all" union contract on the issue of volunteers.

The three conditions that appeared in all four contracts were the issues of supplanting (replacing a paid position with a volunteer position), task listings, and expansion of tasks for volunteers (new tasks). Unions want to protect the jobs held by their members by being made aware of the tasks assigned to volunteers and they want to be notified when there is an expansion of those tasks.

Other conditions that appeared in at least one or more of the four contracts included having professional coordination of volunteers; no layoffs as a result of volunteer involvement; department heads controlling volunteer involvement; monthly reports to the union on volunteer involvement; providing information to volunteers about the union; and a formal grievance procedure if an employee wishes to challenge the involvement of volunteers.

There are many suggestions to minimize the potential hazards of union employee and volunteer interactions. Duncombe suggests that the volunteer should be characterized as "extra help and assistance." He cites the example of a city administrator who appointed a labor/management committee to address the issue of volunteers that resulted in union backing for volunteer involvement (Duncombe, 1986). Montjoy and Brudney urge management and administration to acknowledge the time-consuming nature of scheduling and coordination of volunteers (1991). Dinnan, who manages volunteers in a state government program, says that employees need to shift their focus "for providing service *for* the public to providing services *with* the public" (1997).

RESULTS

This survey of government volunteer programs and analysis of union contract conditions suggested a number of strategies to build positive relationships with unions and their public sector employees.

- Work with the union to create a statement of benefits accruing from a volunteer program. One union contract begins its section on volunteering with a preamble outlining the value of volunteers to the government entity, the bargaining unit, and the public sector employees: "The City and the Union agree that volunteer programs can be mutually beneficial to the City employees and the citizens of _____. The parties recognize that volunteer programs provide a sense of community involvement and require a com-

mitment of time and service on behalf of the volunteers. To that end, the City is committed to working in partnership with the Union to build successful volunteer programs" (AFSME, 1997). Statements such as this should be widely disseminated in informational material for volunteers and paid staff.

- Volunteer programs need coordination. Two of the four union contracts cited in this article specifically addressed the issue and stated its importance to the health of the overall public service program. Coordinating volunteers, especially when they serve in far-flung departments or offices, requires full-time attention. This attention also provides for consistency in recruiting, screening, recognition, and evaluation from work unit to work unit.
- Turn those volunteer position descriptions into "task assignments." Employees have "jobs" or "positions." Unions are more likely to understand the supplemental nature of volunteer work if it is called "tasks," rather than jobs or positions.
- Volunteer tasks need to be specific and limited. The work to be accomplished must be clearly spelled out to demonstrate that it does not supplant the work of a paid employee.
- The work of volunteers supplements the work of the public sector employee. Volunteers are teammates helping paid staff accomplish objectives.
- Staff who supervise volunteers determine the need for them. Volunteer task request forms for supervisors are an effective means to achieve involvement by employees. The supervisor is the one who makes the final decision on volunteer placement.
- Orientation and training of volunteers provides information on the union and the bargaining unit. Volunteers should know who the union representatives are. Two of the four union contracts cited in this survey specified this item.
- Expansion of the volunteer program requires consultation with the union. Supplanting can be avoided and positive communication fostered by involving the union as plans go forward to expand volunteer programs. Union and volunteer program communication is designed to set broad parameters, not require the approval of small changes.
- Creating new volunteer tasks requires that employees be promptly notified. Employee newsletters need information on the work of the volunteers. When there are no employee newsletters, announcements about volunteer involvement can be made at the appropriate staff meetings.
- Volunteer work in no way influences overtime opportunities for unionized employees.
- No aspect of the volunteer program should ever take precedence over the bargaining unit. One government-based volunteer coordinator reported that the union viewed her program as antithetical to the bargaining unit as a whole and not just individual employees. She has designed her entire program to avoid confrontation with the union. Her advice is to be sure that no part of the program threatens employee jobs or the bargaining unit's viability.
- Frequent and consistent communication occurs between union representatives and the volunteer manager.
- An advisory committee, formed with the support of the union and management, works with the volunteer program manager to carry out the terms of the union contract (as it relates to volunteers), develops the existing volunteer program, plans for expansion (as needed), and recommends policies and procedures for it.
- A written procedure for settling disputes between volunteers and union members or employees is needed. There should be an official way in which a grievance can be filed by an employee who feels a volunteer is doing the work of paid staff. Both volunteers and public sector employees need to know the policy exists.

CONCLUSIONS

It is essential to understand the role of the union in relationship to the volunteer

program. Begin with a review of the bargaining unit contract and administrative rules. Make a checklist of the requirements of the union contract or management's administrative policies and determine if the volunteer program meets current requirements. It might be time to propose additional conditions to the union contract.

Seek out a local college or university (departments of public administration or sociology) to conduct research to determine the current attitudes between volunteers and union employees in your organization. Including union representation in the research might be helpful. Determine if there is a problem before attempting to fix something that doesn't need fixing.

As mentioned before, Dinnan suggests a new way of thinking where union employees not only provide service for the public, but with the public. This philosophy will not take hold overnight and needs employee champions. Highlighting teams of paid staff and volunteers who work together to serve the public might reduce some of the tension between volunteers and public sector employees.

Research in the area of unions and volunteers is shallow. What is needed is reliable data in three areas: (1) the attitudes of government employees toward volunteers within their own organization or agency; (2) to what extent the presence of a union contract influences the involvement of volunteers in government services; and (3) how the management of volunteer programs in government settings differs from that practiced in private non-profit organizations. Volunteer managers and coordinators in government organizations and agencies need to seek out their university colleagues to research existing programs. The results of this research can serve as a future guide to the development and enhancement of government-based volunteer programs.

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