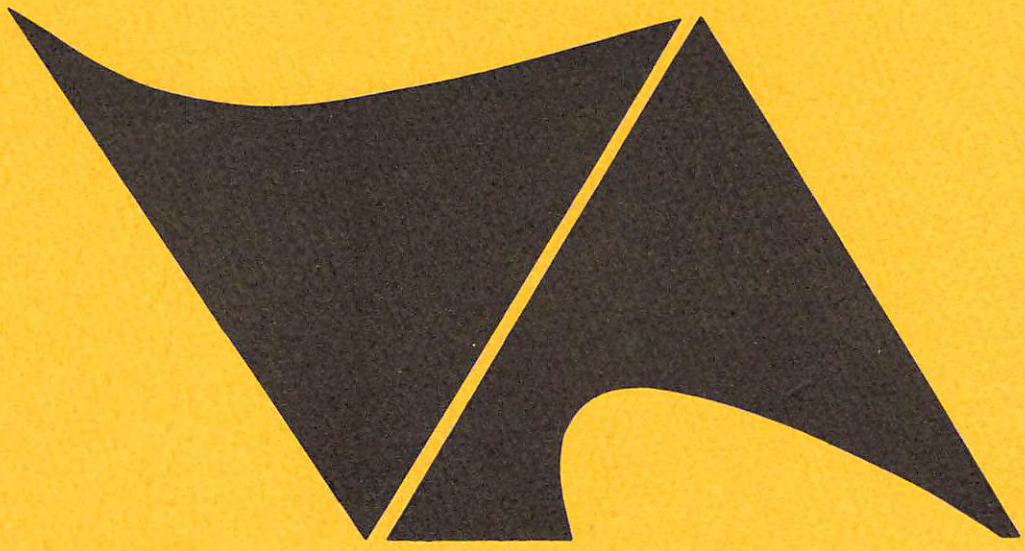

VOLUNTEER ADMINISTRATION

VOLUME IX, NUMBERS 2-3, SUMMER-FALL, 1976

ASSOCIATION OF VOLUNTARY ACTION SCHOLARS

VOLUNTEER ADMINISTRATION and the JOURNAL OF VOLUNTARY ACTION RESEARCH are official publications of the Association of Voluntary Action Scholar (AVAS).

The Association of Voluntary Action Scholars (AVAS) is an autonomous interdisciplinary and interprofessional association of scholars and professionals interested in and/or engaged in research, scholarship, or programs related to voluntary action in any of its many forms. By voluntary action is meant all kinds of non-coerced human behavior, collective or individual, that is engaged in because of commitment to values other than direct, immediate remuneration. Thus, voluntary action includes and emphasizes a focus on voluntary associations, social movements, cause groups, voluntarism, interest groups, pluralism, citizen participation, consumer groups, participatory democracy, volunteering, altruism, helping behavior, philanthropy, social clubs, leisure behavior, political participation, religious sects, etc.

The Association seeks not only to stimulate and aid the efforts of those engaged in voluntary action research, scholarship, and professional activity, but also to make the results of that research, scholarship, and action more readily available both to fellow professionals and scholars and to leaders of and participants in voluntary associations and voluntary action agencies. Thus, AVAS attempts to foster the dissemination and application of social science knowledge about voluntary action in order to enhance the quality of life and the general welfare of mankind through effective and appropriate voluntary action.

VOLUNTEER ADMINISTRATION was established in the Spring of 1967, founded by Marvin S. Arffa and originally published by The Center for Continuing Education, Northeastern University. It was later published privately by Dr. Arffa and then became an official publication of AVAS in 1975. The purpose of the Journal was to provide a dialogue among directors of volunteer services and other professional persons interested in or involved in the utilization of citizen volunteers. It was felt that the sharing of generic principles and cross-fertilization of ideas and experience is both necessary and desirable for the development of more effective organization of volunteer services. The original subtitle for VOLUNTEER ADMINISTRATION was, "A quarterly journal devoted to the promotion of research, theory, and creative programming of volunteer services."

The present editorial policy of VOLUNTEER ADMINISTRATION is to publish applied, practical, and policy relevant articles concerned with the management, administration, leadership and governance of organizations run by or involving volunteers. This orientation includes a concern for volunteer programs affiliated with any kind of larger institution (nonprofit, governmental or profit seeking) as well as a concern for more autonomous volunteer groups. The journal publishes both theoretical and empirical articles, but prefers a careful blend of thoughtful analysis and documented facts. The results of comparative studies with samples of organizations (or other cases) are preferred to case studies of single organizations. However, case studies that clearly illustrate important analytical conclusions are also published. All articles submitted are peer-reviewed anonymously by at least two experts in the field, in addition to being reviewed by the AVAS or AAVS Editor and the Editor-in-Chief. Further details on manuscript preparation, editorial procedures, etc., may be obtained from the Editors or AVAS.

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VOLUNTEER ADMINISTRATION

Volume IX Summer-Fall Numbers 2-3

1976

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from the editor

One of the criteria used in determining if an occupation is a "profession" is that it must have a separate and unique body of literature. Although the field of volunteer administration is at present struggling with this very question (is it, in fact, a profession), we do have a body of knowledge and information which is indeed unique to our field. It is vital that this be both written and shared. The goal of this publication is to see that this happens.

We hope to include in these pages practical, innovative program tools and ideas; exploration of issues of mutual concern; significant and applicable research; and sharing of insights that help examine the "whys" of what we do. The intent is to tap into the very heart and core of our field - the practitioners and vaolunteers themselves.

Our deep respect for this field, and the people in it, demands that we strive for a standard of excellence for this journal. To help insure that such a standard is maintained, two superb editorial boards have been appointed - one by the Association of Voluntary Action Scholars (AVAS) and one by the Association for Administration of Volunteer Services (AAVS). These boards will be invaluable, both in promoting the submission of manuscripts and in providing critical peer review of all articles before they are published. My deepest appreciateion goes to these people for their time and keen interest in extending and enriching this particular channel of voluntary action dialogue.

May we together continue this exciting journey of exploration of ideas.

Marlene Wilson

HUMANIZING
The Human Service Agency

By Donald L. Hadfield

The humanizing of human service agencies will not suddenly materialize simply because managers of volunteers and agency staff have developed some understanding and knowledge of the ways in which groups and organizations can operate. A humanized organization can be created only by the conscious efforts of everyone involved - including volunteers and clients. The value of a humanized organization lies in the scope of service made available, the respect shown for individuals and the opportunity to mold an organization which reflects the needs and goals of its participants.

Unfortunately, the words *humanistic* and *humanized* are virtually shibboleths today: humanistic sociologists, humanistic educators and humanistic salespersons. Despite this, I use the words *humanized* and *humanistic* because I think that they communicate specific and important meanings and indicate most clearly my sense of the value system that needs to be at the core of every human service agency.

Humanized agencies, as I see them, are those where the environment sets the stage for successful personal relationships; where ideas and feelings are openly expressed; where conflict is brought out in the open, discussed and creatively worked with; where feelings share equal prominence with task accomplishment and numbers served; and, where learning and serving activities integrate the personal needs of volunteers with the service goals of the agency. Agencies with humanistic practices, procedures and processes have new educational and service operations - and ways of relating. Such agencies are places where, for example, volunteers, staff and administration can be more open and truthful with one another; and where they can interact as individuals in addition to carrying out their tasks of serving the agency's clients.

In this paper I will attempt to grapple with some ways of humanizing agencies by using theory and research available from social sciences - social psychology in particular. All of the social sciences have contributed to our understanding of the dynamics of organizations. However, the concentration of social psychology has been upon the relationships between people - my primary target for humanizing agencies. Research has demonstrated how the presence of others can effect an individual's performance; how a person's self concept is formed and reformed through relationships with others; how rewarding and fulfilling cooperative procedures are to persons. It is

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primarily through this base of research that I make my suggestions for humanizing our human service agencies.

This paper is meant to continue the emphasis that is being verbalized at workshops, conferences and institutes for managers of volunteers across the country. The interdisciplinary role of the administrator or manager is a composite of many responsibilities. But above all priorities and needs, the question of what happens to persons and between persons in the agency and within the community must be central not only in our philosophy of working with volunteers but in all programs, processes and procedures.

I mean to be practical. I wish to shed some light on what humanizing volunteerism means, what humanized agencies look and feel like, and, most important, how such programs and agencies can be created.

INTRODUCTION

The last quarter of the 20th century finds us with a vastly expanding arena in which human needs are emerging. What is needed is both a restoration and an extension of the humanistic vision of serving the broader society that has always characterized professional human services at its best. Each human service agency is charged with contributing toward making our society a more humane place in which to live. This is no superficial matter; it must be looked at with great honesty - possibly painful honesty. *We who have power and decision making capacities are in charge of the humanity of our transactions with those we lead.* There is no mistaking the implications of that fact.

The society as a whole is moving towards, or may be already well into, what some sociologists call the *human service society.* This is evident not only in the expanding human and social needs to be met but also in the structural changes in the institutions that serve people, the declining resources, and the dramatic change in how people earn their livings. Bell, for example, predicts a substantial increase in non-profit human services and in the six to ten million professionals active in the field.[1] Gartner and Riessman carry out the description one step further. They believe that, over time, people start to demand the following kinds of services: satisfying work, a higher quality of lifestyle, a cleaner environment, the heightening of political consciousness, the reduction of hierarchy and bureaucracy, and self-development.[2]

One implication of this is that administrators of volunteers will have to be trained to be more experimental in their helping approaches, diverse in their skills, politically adept in their work within agencies and bureaucracies, collaborative in their planning with other agencies, and effective in their interpersonal relationships. The very description of roles and responsibilities of the administrator or manager of volunteers suggests the improbability of professionals stagnating in one role and place throughout their career.

This concept of an emerging human service society has yet to touch the thinking of organizational and educational planners. On those rare occasions when planners do look ahead it is to link volunteer management with organizational need and not on what clients (those being served and those who are serving) in a changing social order will need.[3] Unfortunately, futurists have been as linear as planners. The future should challenge professionals to define their functions through emerging human needs rather than mere extrapolated responses to technological advances. Furthermore, volunteer managers must look beyond the increasing refinement of unquestioned practices and programs, otherwise we will go on performing a series of anachronistic tasks.

A new kind of administrator of volunteers will be needed during the remaining decades of the twentieth century. This administrator will be dedicated to improving the quantity and quality of human services to the client and the volunteer, both in and out of the agency. She/he will be a generalist in human relations skills, more concerned with assisting individuals in their pursuit of mental and physical health and education, and more fully equipped to humanize the human service agency. This administrator of volunteers, a helping professional and effective educator, will use appropriate knowledge, values, and skills, in order to enable needful persons and groups to realize their fullest human

potentials so that they might grow in the directions they choose - directions which in the long run are mutually beneficial to themselves and their social systems.

To do this we need to: (1) think first of ourselves, as a person, as the person *in charge of the humanity of the transaction;* (2) think beyond kindliness to the 'tougher' dimensions volunteers must be allowed, yes, even pushed into - mutual respect, self actualization, freedom; and (3) think of the resources at our command for they may or may not contribute to personal potential and the humanizing of the organization or institution.

THE CLIMATE OF THE HUMAN SERVICE AGENCY

To persons who work, meet and play within agencies - the volunteers, clients and staff - organizations are different from one another. An agency has its own identity, its own vibrations. Different organizations express different feelings that are both important and distinguishable from one another.

These vibrations compose the agency's human culture, and are usually referred to as the *climate* of the agency. Identification of this *climate* can be seen in how service to clients is carried out, how meetings occur, and how agency participants typically interact with one another. Obviously the climate of an organization is an important factor as one considers the humanizing of volunteerism and the human service agency. We will need to consider an analysis of the measurable aspects of an organization which determine the nature of its' climate. I will focus upon four categories of group processes and show that members of humanized organizations have *shared influence,* that *affection* and *confrontation* are openly expressed, that such organizations and their participants are *attractive* to one another, and that persons *communicate* with one another freely, regardless of their status positions.

The climate that is spoken of here is not simply indicated by a statement of philosophy of working with clients or by the organizational arrangement, but by the quality of emotional and intellectual interplay between persons and groups. One scheme for carefully analyzing the climate of a human service agency is to observe the interactions between the various participants - between staff members, between staff members and volunteers, between volunteers and clients and among the clients. These interactions may be analyzed in terms of four categories of group processes: *influence, attraction, norms, and communication.*

INFLUENCE

How dominative or collaborative the relationships are in an organization is an important indicator of *influence relationships.* Are volunteers satisfied with their degree of influence in decision-making in the agency? Do staff members believe that they have a chance to influence what and how services will be improved? Humanized climates are characterized by collaborative decision making.[4] In that setting persons are held in high regard. They are seen as being important enough to participate in decisions affecting the use of their time and how the client is being served.

Research carried out in industry and other organizations has demonstrated that the satisfaction of subordinates increases when they believe they can influence particular aspects of the organization's decision-making.[5] This research suggests that relationships between superiors and subordinates in voluntary organizations are very much like those in other organizations. A volunteer who perceives himself* as having access to more powerful persons in the organization is not only more willing to display his capabilities to others, but also will feel good about his volunteering and about the agency in which he volunteers. A positive relation also exists between a volunteer's satisfaction with the agency and his perception of mutual influence between himself and the staff.

It is important to note as we discuss influence as an indicator of climate that increased influence

*Throughout this article, the pronouns he, she, his, hers are used randomly.

of those in the lower echelons does not reduce the control of persons higher up in the organization. In fact, what usually occurs in effectively functioning organizations is that *members at all levels gain in power as the influence of subordinates is relatively increased.*[6] Renesis Likert has described much the same phenomenon in his "link-pin model" for organizations.[7] According to Likert, as more influence is granted to subordinates by communicatively connecting each organizational level with every other, the total organization becomes more integrated through information that goes more directly from where it arises to where it is needed. All levels gain more actual operating power from the increased interaction.

Influence is an indicator of climate within an organization and likewise, an indicator as to the degree of humanization within an agency. At times, dispersed influence can be overdone. The concern for humanizing the agency can be carried to the extreme point at which everyone, for instance, expects virtually all decisions, no matter how trivial, to be made consensually. My experience is that as the dispersion of influence increases throughout an organization it is important to agree upon those people who have power with regard to specific classes of decisions. That is to say that a person's power with regard to a decision varies with the type of issue. *The important point is that in a humanized agency everyone agree on how the decision should be made.*

ATTRACTION

How close or distant participants (volunteers and staff) feel toward one another is another important indicator of climate in an agency. I will call this the *level of attraction* participants have toward the group or agency to which they belong. What are the friendship patterns in an agency? Are there only a few greatly liked staff persons or volunteers with many others who feel alienated, disliked or isolated? Do most persons have friends with whom they can share their experiences? In a humanized service agency there is a high level of *attraction* to both the agency and individuals in it. There is a place for each person and friendship patterns are dispersed among many rather than concentrated in a few.

Although, unfortunately, the importance of human interaction is often overlooked by many administrators, it is people who represent the primary resources entering, being processed by, and leaving the agency's program. And, from my point of view, an agency's organizational efficiency should be evaluated in terms of how well it produces people who can engage skillfully with others and who can enter into humane and whole relationships. It is, in other words, the quality of the *attraction* that persons have for the agency and for individuals in it or related to it that will determine the agency's potentiality for humanization.

Positive interpersonal relations among volunteers, staff and clients is necessary for effective problem solving in groups, task accomplishment, rewarding work experience and general enjoyment of everyday activity. The psychological safety and security necessary for open exploration and involvement in tasks is based upon feelings of being accepted, liked and supported by peers. Group cohesion is based upon positive interpersonal relationships. Research strongly supports the proposition that cooperative structuring encourages positive interpersonal relationships characterized by mutual liking, positive attitudes toward each other, mutual concern, friendliness, attentiveness, feeling of obligation to others, and desire to win the respect of peers.[8]

If individuals are in systems in which they are unable to predict accurately their personal impact upon others, and the impact of others upon them, they may begin to feel confused. "Why are people behaving that way toward me?" "Why do they interpret me incorrectly?" The confusion may tend to turn to frustration and feelings of failure regarding interpersonal relations. In an attempt to maintain their sense of esteem, the volunteers may react by questioning the honesty and genuineness of the interpersonal behavior of their fellow volunteers.

When interpersonal mistrust increases, and as the capacity (individual and organizational) to cope with this mistrust decreases, the volunteer may tend to adapt by playing it safe. The predisposition will be

to say those things that cannot be misunderstood and to discuss those issues for which there exist clear organizational values and sanctions. As a result, conformity begins to develop within an agency. Along with conformity, the interpersonal relationships will tend to be less attractive. Because of the existence of mistrust, conformity, the volunteers' commitment to the agency's goals will diminish. Thus interpersonal mistrust, conformity, conditional acceptance tend to be outputs of decreasing interpersonal competence - and therefore diminishing attraction.

Since research indicates to us that positive interpersonal relations are developed through trust relationships, therefore making the agency and the participants in the agency more attractive to each other, information on the level of cooperation between roles and units needs to be gathered. Cooperation and cooperative structuring encourages, as noted, mutual liking, mutual concern, attentiveness, etc. An example of such an information-gathering questionnaire might look like this:[9] (See page 6)

A humanizing relationship is dependent upon a base of cooperation. In that experience qualities of consideration, concern, compassion, responsiveness and friendship are possible. Individuals become more sympathetic, and responsive to human needs, invest each other with the character of humanity, and treat and regard each other as human. Persons involved in such environments (climates) find them to be attractive. Those elements of the agency's climate that individuals and groups find to be attractive to them must have a cooperative, interdependent, collaborative framework in policy, practice, and program in order to be experienced.

NORMS

The shared expectations regarding behavior constitute the norms of an agency. Norms are powerful governors of an individual's behavior, especially toard other people. The actual formality or openness between people is an important indicator of the operating norms in an organization. A humanized agency stresses honesty and authenticity between people. Argyris says that norms may be thought of as developing from those interactions among participants that have proved useful to the participants in maintaining the system. He lists definitions of norm categories of behavior which include three plus and three minus categories:[10]

(1) Individuality: behavior which acts to induce individuals to express their ideas or feelings. The norm acts to influence the members to protect and develop the uniqueness of the individual in a group or organization.

(2) Concern: behavior which acts to induce people to be concerned about others' ideas and feelings. The norm acts to influence the members to help protect and develop the uniqueness of others' ideas and feelings in a group or organization.

(3) Trust: behavior which induces members to take risks and to experiment with ideas and feelings.

(4) Conformity: behavior which acts to inhibit individuals from expressing their ideas or feelings. The norm acts to influence the members to help suppress the uniqueness of the individual in a group or organization.

(5) Antagonism: behavior which acts to induce people to reduce their concern about their own and others' ideas and feelings.

(6) Mistrust: behavior which restricts and inhibits members from taking risks and experimenting.

Norms can facilitate both the organization's viability and the individual's sense of well-being. *Norms* define an agency's climate. They may be powerful forces for resisting organizational

An instrument for determing COOPERATIVE RELATIONSHIPS

We would like to know about relationships that exist between various roles and groups in this organization. Listed below are eight descriptive statements. Each of these eight might be thought of as describing the *general state of the relationship* between the various roles and group. We would like you to select that statement which you feel is most descriptive of each of the relationships shown below on the grid. You are to enter the corresponding number in the appropriate square.

We recognize that you may not be directly involved in all of the possible relationships about which you are being asked. However, you probably have impressions about those relationships. We are, therefore, asking that you complete all of the boxes in the grid - that is, put a number corresponding to a statement in each box.

You are to be guided by these descriptions of relations between two roles, two groups, or a role and a group:

1 a full unit of cooperative effort is realized

2 almost a full unit of cooperative effort

3 somewhat better than average cooperative relations

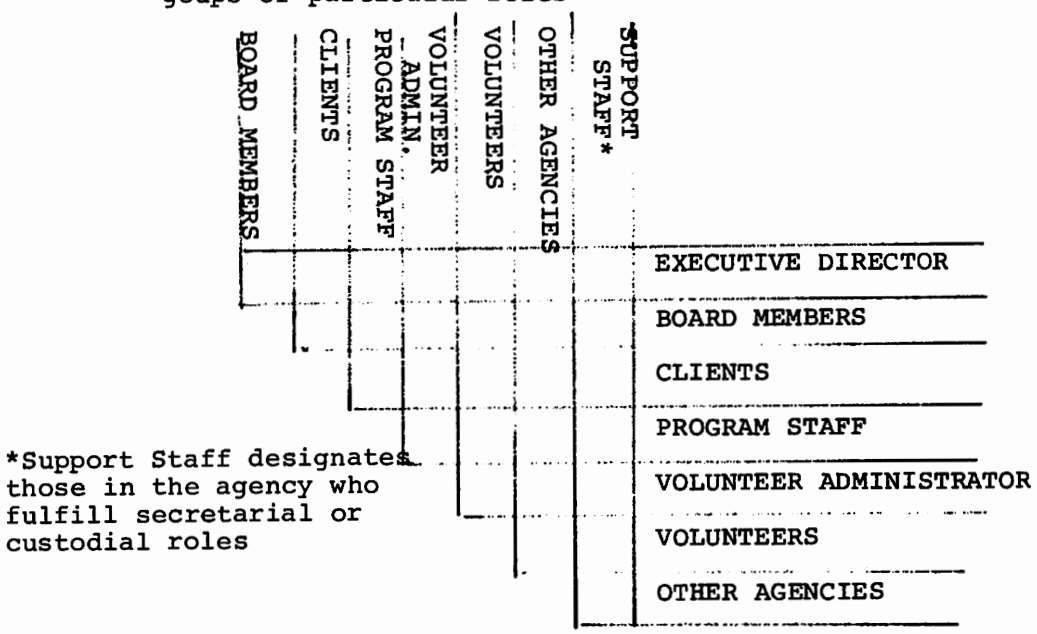
4 average - sound enough to get by even though there are many problems of achieving cooperative effort

5 somewhat of a breakdown in cooperative relations

6 almost a complete breakdown in cooperative relations

7 couldn't be worse - bad relations - serious problems exist which make cooperation impossible

8 cooperative relations are not necessary between goups or particular roles



*Support Staff designates those in the agency who fulfill secretarial or custodial roles

change. On the otherhand, the creation of *norms* that support interpersonal openness, helpfulness, cooperation can move the agency a long way toward humanization. *Norms* are strong stabilizers of organizational behavior.

If an agency becomes able to change its routines, it does so by learning how to replace old *norms* with new ones. Conceptually, this is simple. We begin by reaching an agreement in the agency on what the new norm should be, practice the new action-patterns a few times in some mock-up simulation, and then practice the new actions a few times within the agency's program. If persons feel rewarded by the new pattern, your new pattern is becoming a norm. At least, the group desiring the new norm has done what it needs to do with itself.

In practice, establishing a new norm is stressful to the participants. Individuals will follow a lead more readily if they are offered a series of steps, each step arousing a degree of anxiety but not so great that participants begin to withdraw. A volunteer-or staff person-if she is to perform effectively must know what behaviors other volunteers or staff persons expect of her and what she can expect from them. Data gathering instruments may be designed to identify norms; to determine the amount of agreement which exists in an agency about specific norms. Such processes and procedures assist us in being able to know what and where we need to address ourselves in the task of humanizing the agency. The questionnaire on the following page helps us to ascertain the informal norms in the organization.

The important determinants of agency norms are: whether the organizational climate supports open confrontation of differences; the patterns of receiving and giving information; and, whether the organization generally fosters an atmosphere that invites open interaction and discussion. *Norms* are shared expectations, usually implicit, that help to guide the processes and behaviors of group members. The psychological counterpart of a norm is an *attitude*; a predisposition to think, feel, and act in certain specific ways. *Norms are individual attitudes that are shared with others.*

When a norm is present, most persons know that their attitude is also held by others and that the others expect them to have the same attitude and behave accordingly. Norms are strong stabilizers of behavior even though they often are informal and unspoken; group members monitor them unknowingly. Members quickly discover when they have behaved contrary to norms.

To me the most pertinent norms in human service agencies revolve around closeness and distance, formality and informality, cooperation and competition. I think that volunteer administrators need to plan rationally, deliberately, and collaboratively the sorts of norms they want to guide their interpersonal relationships and administrative procedures. We need to ferret out the unspoken and informal expectations so that we can come to know the power of agency norms and to decide whether certain norms are worth keeping. The *basis for developing more whole-person (humanized) relationships and transactions in agencies lies in the understanding and shaping of new norms having to do with interpersonal relationships.*

COMMUNICATION

Communication within a humanized agency is fluid, direct, personal, and broad in its emotional range. The patterns of *communication* are important indicators of *influence, attraction, and norms*. Human relationships and communication are completely interdependent: improve one and you will also improve the other. It seems logical that honest attempts to improve communication must stem from a strong desire to improve interpersonal relationships and to achieve mutual understanding. The attempts to improve communication practices and the implementation of communication within an agency are descriptors of climate within an organization.

Problems arise when informal communication patterns run counter to formal communication patterns. Most formal one-way communication is followed by two-way informal interactions in small groups to achieve adequate understanding of the original message. When there are patterns within a human service

Organizational Norms

1. *Suppose a volunteer feels hurt and "put down" by something a staff member has said to him. In this volunteer's place, would most of volunteers you know in your agency be likely to...*
   ...tell the staff member that they felt hurt and and put down?
   ( ) *Yes, I think most would.*
   ( ) *Maybe about half would.*
   ( ) *No; most would not.*
   ( ) *I don't know.*

2. *...tell their friends that the staff member is hard to get along with?*
   ( ) *Yes, I think most would do this.*
   ( ) *Maybe about half would do this.*
   ( ) *No; most would not.*
   ( ) *I don't know.*

3. *Suppose volunteer A strongly disagrees with something volunteer B says at a volunteer meeting. In volunteer A's place, would most of the volunteers you know in your agency...*
   ...seek out B to discuss the disagreement?
   ( ) *Yes, I think most would do this.*
   ( ) *Maybe about half would do this.*
   ( ) *No; most would not.*
   ( ) *I don't know.*

4. *...keep it to themselves and say nothing about it?*
   ( ) *Yes, I think most would do this.*
   ( ) *Maybe about half would do this.*
   ( ) *No; most would not.*
   ( ) *I don't know.*

5. *Suppose volunteer X was present when two other volunteers got into an argument about how the agency is run. Suppose volunteer X tried to help each one understand the view of the other. How would you feel about the behavior of volunteer X?*
   ( ) *I would approve strongly.*
   ( ) *I would approve mildly.*
   ( ) *I wouldn't care one way or the other.*
   ( ) *I would disapprove mildly.*
   ( ) *I would disapprove strongly.*

6. *Suppose you are in a committee meeting with staff member Y and other members of the committee begin to describe their personal feelings about what goes on in the agency; staff member Y quickly suggests that the committee get back to the topic and keep the discussion objective and impersonal. How would you feel toward Y?*
   ( ) *I would approve strongly.*
   ( ) *I would approve mildly.*
   ( ) *I wouldn't care one way or the other.*
   ( ) *I would disapprove mildly.*
   ( ) *I would disapprove strongly.*

7. *Suppose you are in a committee meeting with agency's executive director and other members of the program staff begin to describe what goes on in the agency; the director listens to them and tells them his own feelings. How would you feel toward the director?*
   ( ) *I would approve strongly.*
   ( ) *I would approve mildly.*
   ( ) *I wouldn't care one way or the other.*
   ( ) *I would disapprove mildly.*
   ( ) *I would disapprove strongly.*

agency of a large percentage of one-way communication patterns there is a likelihood that there are a greater number of informal discussions for clarification. There is also more likelihood that the original message is becoming greatly distorted. When this occurs, problems of coordination arise for the agency.

Another sort of problem involving formal and informal communication arises when the most influential members of the informal networks disagree with the points of view and decisions of the formal leaders. In such situations, the messages from the informal leaders often take precedence over the formal communications, and a breakdown in leadership occurs, so that norms about decision-making become ambiguous. The climate in this agency situation is one in which distrust develops.

To begin to assist an agency in developing a humanized communication system, I would suggest that data be gathered on both formal and informal communication networks (who talks with whom) in the organization. Although little empirical research has been done on the effect of various networks of communication, Leavitt[11] has examined how selected structures for communication influence small group performance. He found that differences in satisfaction, number of errors, time taken to solve a problem, emergence of a leader, and accuracy are related to different types of communication networks. The quality of group performance improved when they had one person or a subgroup which was in communicative contact with all other members of the organization or group. Satisfaction of members increased as each one had some power through her communications to influence the way the organization or group performed.

In one sense, structure means the relatively fixed relationships among members of an organization. Structure can also be a diagram of interpersonal processes at a particular point in time. Structure may be imposed. Or it may emerge as a group of persons interacting over time. If structure is imposed, it is usually called formal structure. If structure emerges from interpersonal interaction, it is sometimes called informal structure. The demands of task, people, and setting involved in performance-supporting interaction usually give rise to operating structure. Many volunteer administrators today are concerned whether the patterning of relations significantly influences group or organization goals and the social reactions of volunteers and staff.

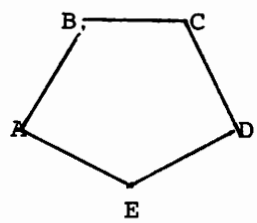
Insights into problems created or facilitated by various structures has been gained from experiments utilizing the concept of communication pattern to investigate the effects of structure on role performance and climate.[12] These studies showed that:

(1) The structure of a communication pattern affects accuracy of messages communicated.

(2) The structure of a communication pattern affects task performance of groups.

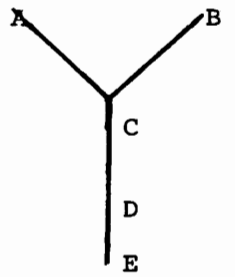
(3) The structure of a communication pattern affects satisfaction of group members.

Four communication patterns investigated are called (a) Radial, (2) Hierarchical, (3) "Y", and (4) Leader-Centered. In the diagrams following, each letter represents a person and each line a potential communication link. For example, in the Radial pattern, person A may communicate with persons B and E but not with persons C or D.

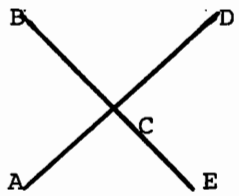


Radial

Hierarchical



"Y"



Leader-Centered

One way of characterizing communication patterns is by centrality. Centrality measures an individuals closeness to other individuals in a particular pattern. The most central position is the position closest to all other positions. Position C has the greatest centrality within the Hierarchical, "Y", and Leader-Centered patterns. In these positions C has the greatest degree of centrality in the Leader-Centered pattern, less in the "Y", and still less in the Hierarchical pattern. No position in the Radial pattern has greater centrality than any other. Within any pattern, centrality limits the independent action of some group members and, therefore primarily determines the leadership role, variation of activity, and group member satisfaction.

In the Leader-Center group, for example, the only person who may be enjoying the situation is the leader, person C; the others will probably feel bored, or left out. In a circle (radial) group pattern, however, almost any member can, at one time or another, be the "leader." A Leader-Centered group is likely to be faster at a specific task than a Radial group. But the Radial group is likely to demonstrate higher morale and more enthusiasm than the Leader-Centered group. Radial group also seems more capable of coping with change.[13]

Communication patterns are important potential tools for the volunteer administrator. However, insight into other aspects of structure - such as span of control, specialization, and organization size - should complement an understanding of communication link patterns.

The Director of Volunteers, because she occupies an interdisciplinary, pivotal position in the agency's communication network, communicates with a variety of persons about a number of important issues and concerns. Two of the groups with whom she communicates frequently are volunteers and staff. Both groups represent service to the client in the agency's enterprise. Each group exerts a significant influence on the success of the total program of the organization.

While my study reported here[14] cannot be generalized to all agencies and is discussed here only in terms of its highlights, the findings should suggest to the Director of Volunteers some possible areas for improvement in communication. The primary focus of my study was on (1) the effectiveness of the communication practices of Directors of Volunteers as perceived by themselves and by their volunteers. My interest was also in learning (2) whether size of an agency influenced the perceived effectiveness of the director's communication practices; (3) which of the director's communication practices were perceived by volunteers as least effective and as most effective; and (4) what kinds of information volunteers would like to receive from their directors that they were not currently receiving.

The study was conducted over a period of one year in thirty human service agencies of varying size (number of volunteers, staff, clients) and type of service. Within each agency, ten volunteers and the Director of Volunteers was invited to participate in the study, resulting in a total sample of 300 volunteers and 30 directors.

The data on the effectiveness of the directors' communication practices were gathered by means of a three part questionnaire* which was refined after a pilot study. In Part I of the questionnaire, volunteers and directors recorded their views of

(continued on page 37)

* See Appendix

THE VOLUNTEER BOARD AS "COMMUNITY"

By Nancy D. Root

Indignation, frustration and despair are curling like smoke around the edges of the door to the volunteer administrator's office. She has just launched into a recital of the disappointing events at the latest board meeting.

"There I was, needing the board to come to grips with the repeated threat of Mr. Z to dictate our program or cut off our funds, and do you know what happened?

"Mary said we 'shouldn't lean so hard on Mr. Z; that he is only doing his job.'' Fred said *his* committee is getting along okay with Mr. Z., so it is *our* problem, not his. Alice claimed Mr. Z knows a lot more about such things than *she* does. June threw in the towel and said because Mr. Z controls our funding, we'd better do just what he says.

"Fran, who knew the implications for the agency because Mr. Z has talked to her, did not say one word--she just kept quiet! Paul said what he always does: "Whatever the staff thinks." And Alex got up on the stroke of one o'clock and left without a word.

"No one really saw the implications of what is about to happen to the agency, or the clients, nor cared!

"What do you do about a volunteer board which is that uninvolved and uninformed, yet has all the power to make the decisions that affect this agency?"

Sound familiar? And are you, as a volunteer administratior, rather helplessly wondering how to deal with *your* board's seeming ineptness? Are you wishing you could recruit "really good" board members for a change?

After 17 years as a member of many volunteer boards, I certainly share your sense of frustration, but, in addition, I have a rather high sense of indignation at the complex tasks the volunder administrator may require of board volunteers without first equipping them to do the job effectively.

Nancy D. Root has had seventeen years' experience as a board member for such organizations as a fund-raising and allocation group dealing with human care agencies; a volunteer and information center; the public schools; and the church. She has a B.S. degree in industrial journalism and is currently working as the volunteer Volunteer Coordinator for the Boulder County Department of Social Services in Boulder Colorado.

What I know (first-hand) about that is, the *more responsibility I was given as a board member, the less training I was given to meet the task*, a rather dismaying situation and one that burns out volunteer board members faster than you can replace them.

BOARD AS CHANGE-AGENT

A volunteer administrator needs to think analytically and sensitively about the image he/she has of the advisory committee or board of directors. The impact of a conscious effort to envision and enable a creative role for the board will be felt all up-and-down the organization.

The volunteer board is there to effect change. Is it equipped to do that and have that feel like a positive, growing experience?

Invariably volunteer board members either cast themselves or find themselves cast in the role of "change agents" for an agency. After all, the board is there to help that agency provide better human services for the clients. That is The Task. But in the process of doing that task, the need for change must be confronted over and over again.

Change internally within the agency. Change in the services delivered to the clients. Change between agencies. Change which has implications for funding sources. Change which impacts the wider community. And change, as we all discover, is always threatening to some one and usually leads to conflict.

My thesis is that the volunteer board must and can be built into a cohesive *community* that has the insight, strength, and courage to become an effective, positive change-agent. Such a board takes conflict in stride and provides encouraging support to those members who shoulder the change-agent function publicly and intensely on behalf of the board and the agency.

By *community* I mean the same kind of social group described by Willaim G. Dyer in *Insight to Impact* when he delineates "...a highly effective, people-building, potential-releasing, goal-achieving organization."

If such a board/community developes, recruiting able board members ceases to be a problem. You may find them just waiting for a chance to be part of such a *community*.

Why? Because it is a rare and exciting adventure to be part of a well-informed, sensitively-reflective, invested, highly-functioning team that is on the cutting-edge of change. And it is very fulfilling, individually, to discover and use one's talents within such a *community*.

I have been fortunate to be part of an effective board/community twice over the years, but I have also served on some boards that were singularly ineffective, had little insight into the team concept, were discouraging to both the administrator and the volunteers, and, in one case, was destructive of people and programs.

Having experienced the contrast of the exhilaration and strength of "life in community", I hope to convey the strengths of the team approach for the administrator, for the agency, for the volunteer board members, and ultimately for the clients served.

So it is building community that I want to explore.

LOOKING DEEPER

Let's go back to that hypothetical board meeting and listen for what may be *underneath* the remarks made by the board members when crisis appeared.

Mary: "You shouldn't lean so hard on Mr Z; he's only doing his job." (Translation: I am afraid of *conflict* with Mr. Z. I don't know how to manage conflict.)

Fred: "*My* committee gets along okay with Mr. Z, so it's *your* problem." (Translation: *My* part is all that matters to me.)

Alice: "Mr. Z knows a lot more about this than *I* do." (Translation: I really don't have enough information about this agency to be sure of my opinions.)

June: "They control our funding. We'd better do what they say. (Translation: We don't have any real power, so I'm not going to expend any energy.)

Paul: "Whatever the staff thinks." (Translation: The staff always does what *it* wants anyway.)

Fran: *Silence;* (Translation: If I tell them all Mr. Z said to me, they may not vote what *I* want. Better keep quiet.)

Alex: Left the meeting on the stroke of one. (Translation: This group never does anything stimulating. I'm not learning anything. I'm bored with this job.)

Volunteer administrator: "What do you *do* about a volunteer board that is uninvolved and uninformed and just plain isn't effective when a crisis comes?" (Translation: I'd be better off going it alone! *I'd* know what to say to Mr. Z!")

I hope this identification of some common problems and attitudes of volunteer board members and volunteer administrators will point us towards some basic principles that administrators, board chairpersons, and board members all can use to move a board towards "community".

But before I speak about principles I want to emphasize that I firmly believe that arbitrary division lines between staff and volunteer board members must be dissolved if a true team spirit is to emerge. Trust in each other as being equally invested in the team is one of the most important ingredients for creating "*community*". Roles within the *community* can be assigned and re-assigned as volunteers or staff change, but the work of the team moves on without great concern for whether it is staff or volunteer who is picking up any one particular assignment.

Marlene Wilson, in her book, *The Effective Management of Volunteer Programs*, talks about trust within the organization in this way:

> "Without trust, we box one another in. We deminish others and ourselves when relationships are dictated and defined by sacred rule books and organization charts. When we forget to relate to one another as *people first* and as staff, client, volunteer or board member secondly, then roles get in the way of trust and syngerism. To blend, we must give up some of ourselves and receive some of others. Rigidity, suspicion or jealousy make this blending impossible to achieve, for "I" becomes so intent on validating "me" that I cannot relate to "us"."

CREATING "COMMUNITY"

Suggestions for building *community* fall into the general areas of style of leadership, keeping the image of the *client* in front of the members, building interpersonal trust, giving the board adequate tools with which to do the job, and giving the board authentic power and responsibility.

1. *The most effective leadership comes from "people growers" or "servant -leaders".*

Robert Greenleaf in *The Servant as Leader* points us, movingly, towards a new type of leader whose primary desire is to serve.

> "The servant-leader *is* servant first...It begins with the natural feeling that one wants to serve, to serve *first*. Then conscious choice brings one to aspire to lead. He is sharply different from the person who is *leader* first, perhaps because of the need to assauge an unusual power drive or to acquire material possessions. For such it will be a later choice to serve--after leadership is established. The leader-first and the servant-first are two extreme types....
>
> "The difference manifests itself in the care taken by the servant-first to make sure that other people's highest priority needs are being served. The best test, and difficult to administer, is: do those served grow as persons; do they, *while being served*, become healthier, wiser, freer, more autonomous, more likely themselves to become servants? And, what is the effect on the least privileged in society; will he benefit, or, at least, will he not be further deprived?"

Greenleaf's interpretation of servant-style leadership has great import for volunteer administrators and board chairpersons if you conclude, with him, that, "*they* (those who are led) *will freely respond only to individuals who are chosen as leaders because they are proven and trusted as servants.*"

Servanthood teaches others how to serve-lead. A similar image emerges in Larry Greiner's description of a participative style leader:

"...the participative leader also
--maintains free-flowing and honest communication;
--remains easily accessible;
--stresses development for his subordinates;
--is willing to change.

"Here is a picture of a sensitive, extroverted, and emotive leader who actively stays in close contact with his subordinates and is attuned to their needs...These managers place considerably more value on the role of manager-as-teacher than as decision-maker."

2. *An effective board stays close to those needing to be served--the clients.*

Sanford Solender very sensitively sums up what a volunteer board member should ask for (or what an administrator should insist on providing) in orientation to an agency's role in the community:

"I want to know the community and especially the community which this agency is designed to serve. Don't tell me first about the work which the agency does. Tell me first about the people it serves and what their life needs and problems are, because the whole purpose of the organization is to minister to the needs of people. I want to know who the people are, what their needs are, their problems, their hopes, their frustrations, their aspirations. Tell me first about these things. Let me know and understand the community and tell me what changes are happening in this community we are serving. What are the new and emerging problems? What are the conflicts over changes which are occurring and which are altering the way of life, the setting in which these people are living? Help me to know these people as individuals, help me to understand the community forces which are at work, the dynamics, the conflicts, the issues."

For the practices of board orientation, Hanson and Marmaduke get explicit about:

1) Information about the local community and the people served by the agency.

2) Information about the board, how it works, what it needs to know. Techniques of management.

3) What boards do. Continuity, funding, policy, planning programs.

4) Goal-centered leadership and the concept of consensus.

3. *In building trust within the "community", more communication is better than less communication.*

That may sound like a "so what" statement, but let me explain. I suppose that during my years of board service, nothing has offended and outraged me more as a volunteer than to find that an administrator or a board chairperson has 1) given the board inadequate information upon which to make sound decisions, and 2) deliberately withheld "sensitive" information during times of conflict.

This blatantly denies the ability of board members to sift information objectively and devalues the varied wisdom of members as they attempt to cope with the stresses of conflict.

It denies them practice in working together around controversial material. It keeps them relative strangers to each other with a low level of trust because of lack of open experience with each other's approach to conflict.

And, most debilitating of all to community spirit, it violates the right to equality of all team members.

4. *"Transparency" of a board member or staff person breeds courageous sharing and inspires trust in each other.*

Here, I am describing a style which, I feel, is part-and-parcel of the servant-leader style. In fact, I learned this style from watching two passionate servant-leaders--one, a director of a Voluntary Action Center, and the other, a minister of a very creative church.

Transparency involves laying bare one's personal experiences, observations and creative images in order to elicit from another person or from the group their own sensitive images and

insights. For it is in the midst of such trusting, risky exchanges that I see newness and creative problem-solving going on.

Transparency deals in revealing--not being embarrassed about--one's noble visions and motives. It admits to outrage at instances of man's inhumanity to man. It calls into accountability any decision that lessens the humanity of the people one is serving--or serving *with*. It identifies and challenges any situation within the board which offends the principle of mutual trust.

It confesses failures, yet forgives itself for that and moves beyond that to search for the next attempt. It says in all humility, when need be, "I do not know, but I will help look."

In order to encourage *transparency* in others, one has to do more than just *be* transparent oneself. One has also to *actively ask for* statements from the other person about his/her feelings, observations, insights and visions. Being asked to participate at this level seems to reassure a person that it is safe to risk such self-disclosure.

What I find is that having even one board member or staff person who comfortably displays this transparent, trusting, inclusive style dramatically increases the use of it by other team members. The sense of *community* will escalate sharply within this climate of non-defensive sharing, caring and awareness.

For a more detailed discussion of the interpersonal processes known as "self-disclosure and feedback", the reader is referred to two sources: Alan Filley's book *Interpersonal Conflict Resolution*, for an easily read, brief definition; and Joseph Luft's definitive work, *Of Human Interaction*.

5. *If you remove power from a person or a board, it will lose energy and effectiveness.*

In board work the conviction of having power seems to stem from being given genuine and important decisions to make, decisions that result in achieving the board's and agency's goals. If the board senses or discovers that its decisions are around superficial issues or that it lacks the potency to implement its decisions, there will be a noticeable decrease in enthusiasm, energy and attendance at board meetings. Next you may see an exodus from the board of the action-oriented persons.

I am reminded of a five-county funds allocating committee on which I was supposed to serve for three years. The first year, after doing considerable homework about the community action centers and the day care centers that were involved, and after hearing the budgetary requests of those agencies, I was nonplussed to have the staff's budgetary recommendations brought to us by our chairman to be rubberstamped. That was very nearly the total extent of the final decision-making process.

I learned the committee had no genuine role, so I lost the energy necessary to complete the three-year term. Resignation seemed preferable to the conflict that challenging the system would have brought about.

On the other hand, I have experienced with delight boards and committees where genuine authority was given and responsibility expected of board members. This frequently awakens in board members the awareness of the need for more training and skill in pursuing their tasks. Resistance to training subsides. Zest and liveliness within the *community* grows as its members grow. Thus, energy for the task is actually created, and the potential of the total *community* is expanded.

6. *Train for conflict before you "do" conflict.*

Conflict is going to occur, internally and with external forces, so learn early about ways to manage conflict constructively. Understanding the different personal styles encountered in dealing with conflict is a necessary place to begin.

Filley, in his book, *Interpersonal Conflict Resolution*, says that a person displays one of these five styles of dealing with conflict:

1) Win-lose: ("the tough battler") - the person over-values his own goals at all cost, and relationships don't matter. Feelings get stepped on in the process.

2) Yield-lose: ("the friendly helper"): the person over-values

the relationship and under-values his own goals and himself; it's not okay to hurt others but is okay to hurt himself.

3) Lose-leave: the person has little commitment to the goal *or* the relationships; believes everyone loses in conflict, harmony at all cost.

4) Compromise: premature consensus or vote; gives up too much too soon, more than was necessary.

5) Integrative: ("the problem-solver"): the person values both goals and relationships; moves group to state the problem and then moves group on to explore solutions; includes feelings.

I believe one can apply the same five styles to a *group* to determine its style of handling conflict with external groups or forces.

To help board members become aware of the variety of conflict styles and their own styles, probably a professionally-conducted workshop with advance reading about the ingredients of the integrative "problem-solver" style would be most helpful. The reading list at the end of this article provides several sources on conflict management.

7. Be aware that different board members are meeting differing personal needs through their board service.

Litwin and Stringer, in their book, *Motivation and Organizational Climate*, discuss three types of people:

1) The *achievement-motivated person* who a) likes to find solutions to problems; b) will take personal risks in achieving goals; and c) wants concrete feedback about how well he or she is doing. He is apt to spend his idle moments thinking about how to do his job better, how to accomplish something unusual and important, or how to advance his career. He is concerned about the obstacles he may encounter and how he will feel if he succeeds or fails.

2) The *affiliation-motivated person* who a) spends his idle time thinking about the warm, friendly, companionate relationships he has or would like to have; b) wants others to like him so he pays a lot of attention to the feelings of others and to his own interpersonal competence; and c) is quick to agree with others and support them emotionally in the group.

3) The *power-motivated person* who a) spends his idle moments thinking about the influence and control he has over others, and b) how he can use this influence to change other people's behavior or gain a position of authority and status. He may be seen as forceful and outspoken, hard-headed and demanding.

However, here we need to distinguish between the "two faces of power!" a phrase used by David C. McClelland in his article, "The Two Faces of Power". There is *personal power* desired by a person for his own ego trip, which treats other people as pawns and which results in making followers resistive or passive; and there is *social power* which is concerned with moving people towards a group goal for the benefit of the people being served. Social power, when exercised by a leader, gives followers an increased sense of power and strength.

It is interesting to watch board members move through changing motivations as the style of leadership in the volunteer administrator, the chairperson of the board, or some informal leader in the group helps them to meet their personal needs for achievement, affiliation, or personal power, and then moves them on to focus increasingly on social-power motivation. This inspired movement is in the direction of becoming community.

I believe there may be many potential volunteers who could be recruited as effective board volunteers if appealed to through their desire to exercise "social power". These people are just as offended as Fairbrother and Schepanovich as they write about "the large-scale decisions that are made about service provision by individuals or small authority groups, themselves very often isolated from the population they ostensibly care for."

8. Corporate goal-setting helps board members see the Big Picture, where each one fits in uniquely, and the interdependence of the several parts.

Here I must draw on personal experience from my years in board service to observe that a common denominator among ineffective boards has been the failure of board members to grasp the larger picture and to see the need for and the interrelatedness of all components of the board.

It is destructive of *community* to have one department negating the worth of another department rather than helping analyze where a problem may lie and proposing helpful solutions.

It is weakening to *community* to insist that all members conform to one style rather than drawing on their rich diversities as unique individuals within the community.

It is destructive of *community* to allow one individual or task force or department to be myopic, selfish or exclusive in his demands upon the community or in realizing how his actions affect the total community.

Within the process of corporate goal-setting lies, I believe, a hopeful antidote to narrow, vested-interest thinking and an organization that is squandering its energies by shooting off in all directions.

Managing by Objectives by Anthony P. Raia gives a clear picture of how to introduce such a process of goal-setting. My own experience with the use of MBO has been largely positive, but I would also sound the kind of cautionary note that Stewart Thompson sounds in *The Age of the Manager Is Over!* Thompson warns:

> "MBO has closed off qualities of human experience we no longer can afford to neglect. Acts of making new business are acts of processing new environments. Those acts of *making* require a diffuse, scattered kind of attention the management expert "thinks" is confusion and aimlessness. The focusing on "objectives" and "goals" as fixed points contradicts the most rudimentary functions of human senses. Scanning--contemplating--acting in whole patterns of events creates great vision. Staring at objects creates only blindness, and the people perish."

Never let go of the dreaming and the visioning parts of objective-setting, and be prepared to modify the objective when a new dream emerges from the group...

9. *Evaluation is a rewarding form of recognition and can contribute to personal growth as well as to growth of the "community".*

It has come as something of a revelation to me in the past few years that there are systematic ways to evaluate the work of a volunteer board. I experienced such a process as part of the advisory committee of a Voluntary Action Center which was tuned-in to management by objectives with its ease of evaluation.

Each committee member evaluated the performance of himself, fellow committee members, the chairwoman, and the staff administrator. The climate was positive and non-threatening, but it was a serious examination together to see how the team and its various components were doing. It was an encouraging and revealing process which gave specific direction for improvement of the committee in the future, and which did two things for the individuals involved: 1) gave them "strokes" for achievement, and 2) identified gifts of some committee members which had previously gone unrecognized and untapped.

Harleigh B. Trecker points out in an excellent chapter in *Citizen Boards at Work* that "a board which shows regard for evaluation of its own work sets a kind of tone for the whole agency and makes others in the agency not only respect them but may stimulate them to evaluative efforts of their own."

A yardstick for measuring a board's performance is detailed in 36 criteria by Trecker and should be helpful to administrative volunteers attempting to evaluate a board for the first time.

Dealing specifically with the task of developing *community* within a board, a *self-evaluation check list* to be used after each board meeting might be a useful tool. Such a checking-up list accompanies this article.

CONCLUSION

As a volunteer administrator or a board volunteer, *are* you helping "build community"? Do you see the value of it as contrasted with a vague collection of individual board members?

A sense of *community* provides a firm base from which to perform the difficult role of change-agent as a volunteer board. An awareness of the ingredients that go into developing such a community will enable each board member and the administrator to move a group closer to *community*.

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CHECKING UP

"Am I Helping Build Community?"

_____ If I am feeling "blocked" in board meeting, have I examined myself within that situation?

_____ Am I in touch with the clients of our agency?

_____ Do I offer to serve the other board members more than I ask to be served?

_____ Do I want power for me or for the social good?

_____ Do I sometimes discard one of my own goals if it doesn't fit into the group goals?

_____ Do I know what the other board members are doing?

_____ Do I know my specific role?

_____ Am I studying for this work?

_____ Do I bring all the important decisions to the board?

_____ Do I share all information openly, or am I selective and playing it close to my chest?

_____ Do I watch for undeveloped talents of board members and find places to challenge them to use them?

_____ Am I willing to be "transparent" with other board members?

_____ Do I ask for sufficient feedback from other board members?

_____ Am I willing to risk disagreeing with a board member and the staff?

_____ Do I encourage anyone who disagrees or offers a new idea?

_____ Do I listen for feelings and help them get expressed?

_____ Do I "check out" silent board members?

_____ Do I start fresh with board members each time, or do I hold grudges, impose labels, refuse to let people change?

_____ Am I honest with myself about my feelings during conflict?

_____ Am I open to evaluation of my work?

_____ Am I feeling appreciated for my contribution?

_____ If I am feeling "blocked" in board meeting, have I examined myself within that situation? (Yes, this one gets double attention!)

a case study:

UNIVERSITY YEAR FOR ACTION

By Harvey R. Hohauser, Ph.D
and Anne C. Frey, M. S.

The "University Year for ACTION" is a federally sponsored student volunteer program designed to assist citizens of low income and/or disadvantaged circumstance. One of several programs coordinated by the federal ACTION agency, it is currently in operation at some fifty-five colleges and universities throughout the United States. Among the other volunteer programs sponsored by ACTION are: VISTA, Peace Corps, Retired Senior Volunteer Programs, and Foster Grandparents.

University Year for ACTION is designed as both a vehicle for university commitment to the local community and a response to student interest in meaningful experiential learning. The focus of University Year for ACTION is twofold: (1) to help alleviate poverty by utilizing the human resources of universities, and (2) to encourage universities to relate classroom knowledge to life experience.

The four partners in the University Year for ACTION Program are:

1. *The ACTION agency, which provides technical assistance, overall direction, and administrative costs;*
2. *The university, which provides academic credit for the students' work, faculty supervision, and supplementary resources;*
3. *The students, who serve for one year as full-time volunteers, and*
4. *Local community organizations, which define jobs and supervise the volunteers' work.*

From May 1, 1973 through September 30, 1975 eighty-eight students participated in the Urban Affairs Center's University Year for ACTION Program at Oakland University in Rochester, Michigan. For this two year period students worked with numerous Pontiac-Detroit metropolitan area agencies and organizations furnishing the supplemental manpower to enable them to assist hundreds of new clients, provide a myriad of new services, and strengthen the ties between the university and its neighboring communities. In addition, meaningful new academic experiences were provided the University Year for ACTION volunteers, which had their basis in the experiential learning concept.

This report reflects the cumulative impact of the University Year for ACTION Program at Oakland University, Rochester Michigan.

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Anne C. Frey is their Director of the Community Service Program.

UNIVERSITY YEAR FOR ACTION VOLUNTEERS

Students interested in becoming University Year for ACTION volunteers were subjected to an intensive admission process by both Oakland University and the federal government. Acceptance criteria included medical, legal, and motivational inventories, as well as commitments to live in the local communities where the University Year for ACTION work was carried out.

Those cleared for participation were sworn in as federal employees and were paid a living allowance and stipend totalling $3,000 for twelve months of full-time service. Free health insurance benefits and a modestly-priced insurance policy were also provided. The provision of the Hatch Act applied to the volunteers.

The experiences and backgrounds of the eighty-eight students were diverse. The average age was twenty-four years, with a range from eighteen to over sixty. Approximately three-fourths were single; sixty-two percent were female. Fifty-seven percent of the volunteers were white, thirty-two percent black, and eleven percent Latino. Sixty-three percent majored in the social sciences, nineteen percent in humanities, ten percent in education and the remainder in the other remaining academic areas. The cumulative grade point average for the group was approximately 3.0 on a 4.0 system.

ORIENTATION AND TRAINING

Prior to agency placement, the volunteers were provided one month of intensive training including one week pre-service, two weeks on-the-job, and one week post on-the-job training. Emphasis was placed upon such areas as community demography, community resource identification and utilization, problem solving, communication skills, values clarification, and the culture of poverty. (See chart on next page)

This initial training was supplemented by in-service training sessions which were held throughout the two years of the program. Content was determined by volunteer interest and staff assessments of training needs. Some of the workshop topics were: *Grant and Proposal Preparation, Child Abuse and Neglect, Consumer Protection, Welfare Rights, Values Clarification,* and *Program Evaluation Techniques*.

Directing these workshops were Urban Affairs Center staff, Oakland University faculty and staff, and outside professionals from such agencies as the Oakland County Juvenile Court, Oakland County Community Mental Health, United Way of Pontiac-North Oakland, Oakland County Prosecutor's Office, Michigan Department of Social Services and Pontiac School District.

INTERN PLACEMENT

The process of developing intern placements was begun prior to the submission of the grant proposal each year. Agencies who indicated an interest in hosting placements were assisted by UYA staff in preparing project narratives and volunteer job descriptions in accordance with ACTION guidelines. Thus, all placements were delineated before the induction and training of volunteers.

The placement opportunities were varied, for example:

City of Pontiac Office for Latin Affairs
Community Planning

Pontiac Schools
Bilingual tutoring and counseling

Pontiac Urban League
Manpower development

Clinton Valley Center
State mental hospital counseling and job development

New Horizons, Inc.
Handicapped and retarded adult job training

Oakland County
Juvenile Court casework

Rochester-Avon Recreation Authority
Senior citizen outreach, grant research

Professional Skills Alliance of Detroit
Recruitment of free consultants for community groups

American Red Cross
Disaster services

Detroit Neighborhood City Halls
Manpower development

We Care, Inc.
Job development for ex-offenders

UNIVERSITY YEAR FOR ACTION TRAINING PARADIGM

I. PRE-SERVICE & ORIENTATION TRAINING (5 days)

- A. Registration and Oath
- B. Orientation to UYA/ACTION
- C. Legal (Hatch Act) Issues and Administrative Procedures
- D. Training Overview
- E. Volunteer Expectations
- F. The Program Plan of ACTION
- G. Sponsor Agency Supervisor and Volunteer Rap Sessions
- H. Community Understanding and Utilizing Community Resources
- I. Community, Agencies and the Human Resources Delivery System: A Practitioner's Perspective
- J. Working in the Community and Building Helpful Interpersonal Relationships
- K. Communications and Communication Skills
- L. Culture, Poverty and the Politics of Working in the Community
- M. Community Analysis
- N. Values Clarification
- O. Introduction to On-the-Job Training

II. ON-THE-JOB TRAINING (OJT) (2 weeks)

III. POST-OJT (3 days)

- A. Volunteer Feedback on the OJT Experience
- B. Revision of Work Plans
- C. Wrap-up of Initial Training Phase

IV. IN-SERVICE TRAINING (4 hours each month)
Topical Issues and/or Skills Development Sessions

In all, over fifty different agencies and organizations participated in the UYA program over two years.

The actual placement of volunteers was a mutual process. Students accepted into the UYA program were asked to prioritize three areas of interest after which staff evaluated their experience, educational backgrounds, personal preferences, and made the initial assignments. Both students and agency supervisors had on-going opportunities to provide feedback and request changes or adjustments in placements.

One particular intern, placed at the YMCA of North Oakland County, was charged with designing a program which offered positive alternatives to substance abuse for young people. He accomplished this task via extensive outreach and public relation efforts. A peer counseling system, cultural, vocational, recreational, and educational activities were developed and

finally, by applying for and receiving grant dollars totaling over $70,000 (largely from the Michigan Department of Social Services), he was subsequently hired by the YMCA to direct this new program.

THE ACADEMIC COMPONENT

It is required by the federal ACTION agency that students make "normal academic progress" while serving as volunteers, which at Oakland University is defined as thirty-two undergraduate or twenty-four graduate credit hours for a twelve month period.

The presence of the University Year for ACTION Program at Oakland University provided a strong stimulus for the institutionalization of experiential learning. UYA students utilized existing courses to carry out their academic plans which typically included independent study, contract learning, evening and extension courses. Regularly scheduled courses were subject to approval by staff to avoid possible conflicts with placement obligations and federal requirements. UYA staff members provided all UYA student volunteers with a detailed outline of appropriate types of courses and a list of faculty who had demonstrated a strong commitment to the experiential learning concept, in addition to personal advising sessions each semester.

Most students were able to adapt well to the academic requirements by relating much of their independent course work to their placement activities. This plan was found to be most conducive to social science, education and human resources development majors.

EVALUATION

Program evaluation was implemented on several levels. ACTION requirements mandated an evaluation of training and semi-annual progress reports (at six and twelve months). ACTION's "Planned Impact Report" was utilized to track any and all indicators of progress in light of the goals and objectives developed for each placement. UYA Field Supervisors conducted interviews with all volunteers and their agency supervisors in order to complete these forms.

In addition, the Urban Affairs Center prepared and disseminated a cumulative evaluation and report on the two-year University Year for ACTION experience at Oakland University.

CONCLUSIONS

It is significant that of all the students involved as University Year for ACTION volunteers at Oakland University, approximately one-half (fifty-three percent) proceeded with their undergraduate education after leaving the program. Of the remaining forty-seven percent, eleven percent chose to pursue graduate studies and thirty-six percent became employed (fourteen percent in the public service sector, nine percent in business and industry, seven percent in education, three percent in government and two percent in the military).

With the phasing out of the University Year for ACTION Program, the Urban Affairs Center staff has developed new student volunteer programs. Cooperative arrangements with Oakland University faculty, local agencies and the Urban Affairs Center have been based upon UYA structures. Similar to University Year for ACTION in some respects, the Urban Affairs Volunteer Intern Program's thrust is twofold: (1) *to provide agencies with additional manpower* and (2) *to enable students to gain practical experience from full- or part-time placement while pursuing experiential learning courses*.

These courses were supervised by faculty members, while placements and field supervision are managed by Urban Affairs Center staff. On a long range basis, the goal for the Urban Affairs Center is to enhance placements for students with urban human service agencies, and to facilitate increased interdisciplinary collaboration within the university.

The Use of Volunteers in CRIME PREVENTION

By James D. Jorgensen

"We have met the enemy and it is us..."
Pogo

There is little doubt that aside from inflation, crime ranks as the top social problem in America today. It stubbornly defies solution despite the expenditure of billions of dollars in personnel and technology at all levels of government. Several years after the passage of a "safe streets" act our streets are not safe. The cities that were declared "impact" cities have not reflected the hoped for reduction in crime despite well intentioned and, in most cases, well conceived and managed programs. It is safe to say that if there is a way to buy our way out of the problem we have been unable to find it.

While the Congress is now skeptical of the efforts made to reduce crime, they would be mistaken to conclude that the money spent in this venture has been totally wasted. There is evidence that some successful models for crime prevention have been found. While we have not purchased the hoped for solution to national crime, we have learned more about what is feasible and what is not. That is a great deal more than we knew prior to the passage of the omnibus Crime Control Bill.

At the same time we experimented with possible solutions to the crime control, we also expanded the various elements of the criminal justice system such that it now stands as a "criminal justice industry." This is a serious dilemma because we may well have created a bigger dysfunctional system which will in turn intervene unproductively in the lives of increased numbers of people it processes. If to be processed by the system is to be associated with more criminal activity on the part of the "consumer" we may well have purchased crime production rather than crime prevention.

Citizen response to crime has varied. On one end of the continuum, people have come to the aid of the criminal justice system in great numbers in the form of volunteers in probation, parole, corrections, and in prevention and diversion programs. On the other end of the continuum, vigilante groups have formed and in some instances these groups have taken the law into their own hands. The movie-goers who flocked to cheer Charles Bronson as he killed muggers in the movie Death Wish attest to

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the depth of citizen rage, particularly in the inner city. Somewhere in the middle exists a feeling of apathy and fear reflected by people staying behind locked doors at night.

Rehabilitation of the offender is rapidly being abandoned as a national goal. Whether it was ever feasible or not, efforts at rehabilitation on balance haven't yielded much more than benign neglect, and it has been extremely expensive. Given the limits of our resources, the economics of crime control favor prevention over rehabilitation. As a society we have arrived at the same conclusion Joseph Malins did in his poem, A Fence or an Ambulance:

'Twas a dangerous cliff, as they freely confessed,
Though to walk near its crest was so pleasant;
But over its terrible edge there had slipped
A duke and full many a peasant.
So the people said something would have to be done,
But their projects did not at all tally;
Some said, "Put a fence around the edge of the cliff,"
Some, "An abulance down in the valley."

But the cry for the ambulance carried the day,
For it spread through the neighboring city;
A fence may be useful or not, it is true,
But each heart became brimful of pity
For those who slipped over that dangerous cliff;
And the dwellers in the highway and alley
Gave pounds or gave pence, not to put up a fence,
But an ambulance down in the valley.

"For the cliff is all right, if your're careful, "they said,
"And, if folks even slip and are dropping,
It isn't the slipping that hurts them so much,
As the shock down below when they're stopping."
So day after day, as these mishaps occurred,
Quick forth would these rescuers sally
To pick up the victims who fell off the cliff,
With their ambulance down in the valley.

Then an old sage remarked: "It's a marvel to me
That people give far more attention
To repairing results than to stopping the cause,
When they'd much better aim at prevention.
Let us stop at its source all this mischief," cried he,
"Come neighbors and friends, let us rally;
If the cliff we will fence we might also dispense
With the ambulance down in the valley."

"Oh, he's a fanatic," the others rejoined,
"Dispense with the ambulance? Never!
He'd dispense with all charities, too, if he could;
No! No! We'll support them forever.
Aren't we picking up folks just as fast as they fall?
And shall this man dictate to us? Shall he?
Why should people of sense stop to put up a fence,
While the ambulance works in the valley?"

But a sensible few, who are practical too,
Will not bear with such nonsense much longer;
They believe that prevention is better than cure,
And their party will soon be the stronger.
Encourage them then, with your purse, voice and pen,
And while other philanthropists dally,
They will scorn all pretense and put up a stout fence
On the cliff that hangs over the valley.

Better guide well the young than reclaim them when old,
For the voice of true wisdom is calling,
"To rescue the fallen is good, but 'tis best
To prevent other people from falling."
Better close up the source of temptation and crime

Than deliver from dungeon or
galley;
Better put up a strong fence
around the top of the cliff
Than an ambulance down in the
valley.

One of our established *truths* is that citizen participation is an absolute necessity in any strategy to reduce crime. Indeed, three major commissions: The President's Commission on Law Enforcement and Administration of Justice, The National Commission on the Causes and Prevention of Violence, and The National Advisory Commission on Criminal Justice Standards and Goals have all concluded that crime prevention is everyone's business. Despite this, there has been no great rush of citizens to prevent crime, probably because when asking, "What can I do as a citizen?" there have been too few concrete answers. This paper will attempt to answer the question of, "What can I do?"

Before proceeding with this task, I should like to define the terms *volunteer* and *volunteering* as well as the term *citizen participation*. In my view, citizen participation can be viewed as a less pro-active level of volunteering. Volunteering can be viewed as the initiating of action and the offering of help, while citizen participation is just that, participation. Obviously both behaviors are necessary in crime prevention and this paper will deal with both in the context of volunteering.

Let us take, for an example, a burglary prevention program known as operation identification. In this program personal property is marked with the owner's Social Security number, and all items are registered with the police department. The theory behind this is that property that is marked and registered is less likely to be fenced. One level of citizen participation is to mark and register the property and list it with the police; the other level, a more pro-active level, would be that of serving on the advisory board of the program and promoting the concept among other citizens.

In regard to the term *prevention*, I am defining this term as any actions taken to prevent the occurrence of criminal "activity." There are three levels to be considered in dealing with this term: primary, secondary, and tertiary. The first is synonymous with intervention before the occurrence of criminal behavior. Secondary prevention refers to intervention initiated to relate to manifestations of serious behaviors before they run their full course and become full fledged criminal behavior. Tertiary prevention connotes intervention to change criminal behavior to non-criminal behavior. It is rehabilitative in nature, but preventive in the sense that any criminal behavior has the potential to become worse if not stopped.

As a framework for discussing preventive activity I am suggesting planning for three levels of preventive activity in relation to five elements of crime, namely: 1) the offender, 2) the victim, 3) criminal justice system, 4) the criminal act itself, and 5) the environment in which the crime is committed.

In this paper it is my intent to discuss each of the elements of crime in relation to the three levels of prevention and additionally speak to the possible roles for volunteers in crime prevention activity.

THE OFFENDER

Obviously if we are to direct primary preventive efforts toward the would be offender, these efforts must be directed toward a population that is not yet showing signs of criminality; in other words, the so called "normal" population. To put it another way, we would view each child at birth as a potential future criminal. When we think of prevention in primary terms, it is necessary to think broadly and inter-relationally. For example we know that unless a child obtains the necessary protein early in life, there will be a limit to the development of the brain which will in turn inhibit learning, which in turn is related to delinquency. In this context there is a relationship between a soybean field in Kansas and an inner city youth dependent upon the potential protein in those soybeans. The primary preventive acts in this view would be that of assuring psychological stimulation, providing the physical comforts necessary for safety, and developing an environment

for growth. In this sense we could envision the volunteer working for well baby clinics, promoting child nutrition programs, promoting day care centers and high quality education programs, to name just a few.

There are several early warning signals that might call for prevention at the secondary level. Truancy and other behavioral and learning problems in school suggest that the child is having trouble with a vital social institution. The runaway youth may be reflecting the strains of family life. Substance abuse and other behaviors which may bring a youth into the hands of social and legal agencies, could well be a point in time and space where the child could be served by the volunteer. The National Information Center on Volunteerism in Boulder, Colorado has studied several volunteer programs in prevention and diversion and the roles of volunteers include crisis intervention, counseling, foster parenting and sheltering, befriending, recreation, advocacy for services, and many others.[1]

At the tertiary level of prevention we have seen a great deal of activity. In terms of sheer numbers of volunteers, the Ambulance in the Valley is still the highlight of our preventive work. The well established roles for volunteers bear mentioning here, however. Volunteers in probation, parole and corrections have served both adults and juveniles as counselors, job finders, advocates and brokers. They have and will continue to perform the vital service of linking the offender to the community and in so doing serve to stabilize and in many instances to return many offenders to useful participation in society.

THE VICTIM

Just as we have viewed the total population as having potential for future criminal behavior so must we view each citizen as a potential victim. *If we could achieve the goal of educating all potential victims of crime to avoid victimization, crime would be reduced to so called victimless crime!* A primary prevention approach to victims is geared to teaching the citizen such precautions as avoiding certain crime provoking situations such as walking alone in certain areas at certain times, locking doors, carrying money and many other awareness approaches. Much of this is currently being done through the media, but much of what we know about change suggests that person to person contact might better achieve the goal of getting people to avoid victimization and of course that suggests another role for volunteers: that of public educator.

The secondary prevention approach to victims would be that of having an array of services available for would be victims. Such programs include the "Bod-Squad" anti-rape escort services on many college campuses. Such services are volunteer operated and have had the effect of markedly reducing the incidence of this crime. Other examples include the provision of mobile grocery stores for elderly shoppers or transportation services for senior citizens who might become purse snatch victims. The possible utilization of volunteers in such programs is quite obvious.

To the actual victims of crime, volunteers can and do perform a wide range of services. The National Information Center on Volunteerism has documented the viability of several programs across the country which find volunteers as advocates and counselors.[2] Preventive measures to re-educate victims toward avoidance of further victimization are important steps in crime prevention, but just as important are the goals of getting victims to assist in giving evidence to the police and in furthering the prosecution of offenders. Volunteers can also be of assistance to victims in securing insurance, compensation, and restitution for damages which resulted from crime. With states increasingly recognizing the need to assist victims of crime, there will undoubtedly be an increased need for volunteers in this area.

THE CRIMINAL JUSTICE SYSTEM

If we have learned anything in our nation's two centuries of history, it is that much of our crime stems from the tendency for legislatures to pass laws to cover contingencies which cannot be resolved through the mere enacting of a law.

Shakespeare noted, "Nothing is either good or bad but *thinking* makes it so." If this is true, then much

crime can be prevented by redefining at regular intervals what a particular community considers bad enough to be defined as crime. To criminalize behavior ultimately places it in the criminal justice system which is already overloaded beyond its resources. Citizen participation is necessary to determine the fundamental question of what problems to criminalize and what problems to handle through other systems. Primary prevention measures which might be assisted through volunteer efforts might include study committees to explore alternative means of dealing with community problems and panels of community consultants set up to advise criminal justice deciders. Citizen anti-crime councils are excellent examples of volunteers working to continually redefine and reconceptualize problems.

In order to maximize the use of the volunteer in the criminal justice system volunteers must be available at the points of entrance to the system. Keeping the system flexible enough to provide alternatives to early labeling and preventing deep penetration into the system can be achieved by having a volunteer capability in providing services such as day parole, release on recognizance, accepting direct referrals from police such as Partners does in Denver. We have learned that if the criminal justice system is to have a diversion capability there must be some program to divert to. Volunteers can be a vital force here.

At the tertiary level of prevention in the criminal justice system, volunteers are currently performing many other jobs besides that of the well established job of counseling offenders. They are: Advisory Council Member; Arts and Crafts Teacher; Recreation Leader; Program Coordinator and Administrator; Employment Counselor; Foster Parent; Information Officer; Neighborhood Worker; Office Worker (clerical); Public Relations Officer; Community Education Counselor; Record Keeper; Tutor and Education Aide; Religious Guidance Counselor.

THE CRIMINAL ACT

It is sometimes difficult to envision primary prevention in regard to the criminal act. In doing so it is necessary to envision any behavior as having the potential of becoming a crime. One of the standard approaches to primary prevention of the criminal act is to vie for control of the time of people. If youth is involved in supervised recreation, from the standpoint of time they are less likely to commit an offense. A primary preventive strategy then would be that of vying for as many youth hours as possible with pro social alternative activities. Volunteers are, of course, naturals to provide this type of service.

At the secondary level we can approach the phenomena of the criminal act as a crime about to happen. In this context youth running through an alley might be viewed as a preliminary to bike theft, particularly if previous bike thefts have been preceeded by such activity. Volunteer "neighborhood watch" programs are appropriate in addressing this problem and have the possibility of keeping behavior from deteriorating into crime. Such a watch might view an elderly shopper carrying a purse alone on a street as "a crime about to happen"; and give this special attention.

We can gain many lessons from criminal acts that have been committed. In Denver the computer was fed data on place and times of previous crimes such that special police units could reasonably predict which parts of the city should receive the most intense patrolling. One criminal act is only part of a bigger pattern and can be important from the "lessons gained" perspective. Citizen participation in reporting crime in this sense becomes vital to completing the big picture.

THE ENVIRONMENT

The primary prevention of the environment from crime would necessitate viewing any piece of geography as a site for a criminal act. Prevention would necessitate designing buildings with utilization of space which discourages criminal activity. Many of our housing projects would have been much less inviting to crime had social scientist and architect collaborated on design. Adequate lighting and other prophylactic measures lend themselves to volunteer promotional efforts.

Secondary prevention of the environment from crime can be seen in many of the "target hardening" activities such as fitting doors with dead

bolts, neighborhood watch of neighbor's properties and developing the sense of neighborhood which causes people to become concerned about others.

Finally, in tertiary preventive terms, the neighborhood at the point it becomes the focus for increased crime would need to be addressed with such measures as neighborhood patrols, volunteer police auxiliaries and increased police patrols. All of these approaches have built in volunteer roles.

We have examined the three levels of prevention as they relate to the various elements of crime, spelling out some of the ways and means by which volunteer power can be utilized to prevent crime. A fair questions that might be asked is, *does this work force exist?* My contention is that it does. A 1967 Harris Poll revealed that over one-third of a nationally representative sample of 1,200 people said they would be willing to perform volunteer correctional services.[3] If a sizeable proportion of these people could be induced to work in crime prevention we would, indeed, be challenged to mobilize them through training and management.

I believe that volunteering is a spirit that has deep roots in American society. From our beginnings, two centuries ago, we have been a volunteering people. I can think of no better way to begin this third century of national life than with a declaration of interdependence that in essence says we must rely on each other to keep ourselves from being the victims of crime. If, as Pogo says, "*The enemy is us*," let us recognize this and do something about it. For, in the words of the late President John F. Kennedy, "*In this world, God's work must truly be our own.*"

References

[1]Fautsko, Timothy F. and Scheier, Ivan, 1973 Volunteer Programs in Prevention and Diversion National Information Center on Volunteerism, Boulder, Colo.

[2]"Volunteers with Victims Director," Volunteers for Social Justice, August 1973, Vol. 6, No. 3, p. 7

[3]"The Public Looks at Crime and Corrections," Correctional Briefings, Joint Commission on Correctional Manpower and Training, No. 2, Washington D.C.

an evaluation:

BELL LABORATORIES' VOLUNTEERS IN ACTION

Coordinated By Denny Dudley

Volunteers in Action (VIA), a Bell Laboratories program for employees, retirees and their families, serves as a clearinghouse for matching community agencies' requests to volunteer offers of service. The program began at the New Jersey locations in 1969 and has spread to the Columbus, Ohio and Indian Hill, Illinois laboratories. In 1975 there were some 600 volunteers at all locations, with the New Jersey program accounting for 470 of these. A full-time coordinator and an assistant manage the New Jersey program. One person is assigned to VIA part-time at Columbus and two persons are assigned part-time at Indian Hill. Local committees and a Central Committee help to guide and support the program. VIA strives to work closely with local chapters of the Telephone Pioneers of America, an organization of retirees.

The volunteers' activities vary. Their assignments are generally in or near their homes, scheduled on evenings or weekends, but beyond this there is no specific pattern to placement. For example, during the past year in New Jersey, volunteers were active in 128 different agencies in 49 communities of a seven county area. The majority of activities are educational in nature and include in-school courses as well as evening tutoring programs and adult education classes held in neighborhood centers. Of particular interest are:

Project SEED (Special Elementary Education for the Disadvantaged): *This national mathematics program provides a learning situation in which inner-city children can improve their self-images and function more effectively in regular classrooms. Math specialists from Bell Telephone Laboratories, trained in the SEED method, have taught classes in Plainfield, East Orange and Red Bank, New Jersey and in Columbus, Ohio.*

Science Mini-Courses: *The Summer Science School is a two week summer program for eighth grade minority students, now held at seven Bell Labs locations, with a home live-in component at Murray Hill.... The East Orange Special Science Program is an 11-session, in-school program for seventh graders, concluding with a field trip to Bell Labs....The mini-courses are taught by Bell Labs technical people and are intended to provide to minority students an increased awareness of science and engineering as possible future careers.*

DELTA (Dynamic English Language Teaching Associates): *DELTA is an evening program for non-English speaking people, founded in Dover in 1967 and taught by Bell Labs*

volunteers until Fall 1974, when the program officially became part of the local adult school. Volunteers present a similar course in Plainfield. DELTA has served over 800 people.

PROJECT GIVE (Government and Industry Volunteers in Education): *A weekly in-house tutoring project at the Holmdel location. G.I.V.E. seeks to provide enrichment and motivation for neighborhood children, ages 8 - 12 on a one-to-one basis. The program was developed in cooperation with two local elementary schools and two county social service agencies.*

Tutor Support Program: *This ten hour workshop for reading tutors, developed by AT & T has been presented three times by Bell Labs in Plainfield and Vailsburg to over 60 volunteers from both of the local communities and Bell Labs.*

In addition, many VIA participants have been involved in penal reform programs - at Rahway State Prison, the Morris County Jail and the Monmouth County Correctional Institution - teaching basic electronics and computer programming and counseling prisoners.

Some volunteers prefer short-term assignments. For example, in 1973, 45 Bell Labs volunteers helped to rennovate an alternative school in Newark run by Dominican nuns for potential drop-outs referred by the public schools and, in two Saturdays, made an estimated $7,000 worth of improvements. Earlier this year, some 75 volunteers served as discussion leaders in the Regional Plan Association's Choices for '76, a series of television town meetings. In 1974, and again in 1975, 50 VIA participants were "one-to-one companions for a day" with retarded persons at a large outdoor festival sponsored by the New Jersey Association for Retarded Children. Still other volunteers give clerical and maintenance services to local groups, provide transportation and help as Big Brothers, Explorer Scout leaders, YMCA and YWCA instructors.

VIA EVALUATION

The evaluation of the New Jersey VIA program was begun in mid 1973 at the request of the VIA organization in order to increase the effectiveness of Volunteers In Action in its primary role as a clearinghouse for the volunteer activities of Bell Laboratories employees, retirees and their families. The project was designed as a self-evaluation and included active participation on the part of management and policy personnel, volunteers and agency representatives. Over 60 VIA participants were trained and involved in gathering data through both group and individual interviews. A variety of volunteers assisted in other ways and 27 VIA representatives participated in deriving action applications from the evaluation findings. Sources of possible bias in this process were carefully considered and mitigated through the design of the study.

An outside consultant, Dr. John M. Hardy, who heads the National Board of YMCA's Organizational Development Group, was utilized. He has extensive experience in planning evaluations and research for non-profit organizations, and, as author of numerous articles on these subjects, proved valuable to a Steering Committee of Bell Labs employees who guided the study.

The VIA Evaluation consisted of three major data gathering components, based both on groups of persons considered important to interview and on critical points of inquiry identified by the Steering Committee. In the first component, 161 VIA participants met in small-group noontime discussions held in late 1973. There were 15 groups in all at the New Jersey locations, with each group led by co-leaders trained by Dr. Hardy. All groups used the same carefully structured group interview schedule and volunteer questionnaire. Each of these instruments was pre-tested and redesigned prior to being used with the 161 volunteers. The resulting data were coded, machine tabulated and analyzed by the Libraries and Information Systems Center.

In the second component of the evaluation, one-to-one interviews were conducted with directors or other representatives of a stratified sample of 31 agencies where VIA volunteers have been assigned. Again, Bell Labs volunteers were trained by Dr. Hardy to conduct the interviews, using a pre-tested instrument designed just for agencies.

The Mathematics and Statistics Research Center drew the agency sample considered to be representative of the

total population of agencies helped by VIA. In no case did a volunteer interview an agency with which he or she had worked. The data generated by the 31 individual interviews were coded, tabulated and analyzed by Dr. Hardy.

Dr. Hardy conducted the third phase of the evaluation, interviewing eleven representatives of Bell Laboratories management. The interviewees were selected by the Steering Committee for their understanding of Bell Labs and its goals and operation, rather than for specific first-hand involvement with VIA. Several of those interviewed had no previous experience with VIA. The consultant coded, tabulated and analyzed the data resulting from those eleven interviews.

Following the collection and analyses of the data, the Steering Committee met in an extended session to derive and validate major findings from the data summaries and analyses. Three detailed Working Papers, one from each major data component, were developed for use by the Steering Committee in fulfilling this task. Based on the validated findings, the Steering Committee identified some preliminary recommendations for improvement of VIA and formulated its overall conclusions resulting from the evaluation.

Finally, a Derivation Session was conducted involving 27 volunteers, management personnel, members of the VIA Central and local committees and the VIA Evaluation Steering Committee. The purpose of this session was to involve a larger group in considering the findings and suggesting action implications for improving the future effectiveness of VIA. These implications were subsequently validated and reviewed by the Steering Committee

The major findings, action implications and conclusions are included in the following sections of this report.

MAJOR FINDINGS

A. VOLUNTEER QUESTIONNAIRES: The following major findings were derived from questionnaires and group interviews involving 161 VIA volunteers.

1. VIA volunteers obtain a high degree of personal satisfaction from their volunteer service. Satisfaction comes mainly from giving service to others, from having an interesting and stimulating experience and from becoming better informed about current social problems. Some volunteers attribute to their volunteer experience the development of new job-related skills.

2. Three-fourths of the respondents first heard of VIA at Bell Labs through: Bell Labs News Help Wanted Columns (32%); original desk-to-desk announcement (24%); other Bell Labs employees (18%).

3. VIA does not appear to be used as a significant inducement for recruiting new employees.

4. The vast majority of volunteers (80%) rate VIA as either "effective" or "very effective" in matching the capabilities and interests of people with service opportunities.

5. VIA's effectiveness in providing assistance to volunteers in getting started in their volunteer jobs is rated slightly below the rating for matching. Approximately one-fourth of the volunteers placed by VIA would like additional "start-up" help such as orientation to the situation and the problems to be encountered, contact with other volunteers and a clearer explanation to agencies of the referral from VIA.

6. A vast majority of respondents (84%) reported that VIA did follow-up with them after placement. Follow-up consisted of progress check calls, meetings, observation or feedback and other kinds of facilitative actions. On the average, these follow-ups were rated as being between "moderately" and "considerably" helpful.

7. Respondents had the following initial concerns about volunteering: too demanding (74%); not genuinely helpful

to someone else (46%); services might be inappropriately used for public relations (23%); detrimental to BTL career (21%); supervision might not approve (21%). While all initial concerns decline with experience in volunteering, those having to do with the relationships of volunteering to the company (i.e., supervision might not approve; detrimental to BTL career, etc.) are less modified by experience in volunteering.

8. For approximately one-half of the respondents, volunteering has a predominantly positive side effect on their family life. Among the most frequently noted side effects were: provides an occasion for sharing in the family; provides a developmental experience for children; provides a family satisfaction and pride in doing something useful for others. Negative side effects noted by a small number of respondents were: disruption of family schedules and respondents being missed by family while volunteering.

9. The vast majority of VIA volunteers (82%) felt welcomed by the agencies they served and generally felt that the agencies made effective and efficient use of their services.

10. Over two-thirds of the volunteers report that agencies provide job descriptions, necessary support, adequate supplies and recognition of their services. However, less than one-third of the volunteers report that agencies provide training and formal evaluation for them.

11. The majority of volunteers (63%) feel that the company should attempt to increase its expressions of social responsibility.

12. The majority of respondents (62%) felt that not enough publicity has been given to the activities of VIA participants.

13. Generally, volunteers want a VIA program that has even more opportunities and participants. There is considerable interest among volunteers that their opportunities for service be broadened in a way that will utilize such additional skills and interests as they may have.

B. AGENCY INTERVIEWS: The following major findings were derived from interviews with a representative sample of knowledgeable persons from 31 community agencies that utilize VIA volunteers.

1. Agency representatives perceive VIA volunteers to be definitely superior to other volunteers that they have used. These representatives perceive the attitudes and behavior of VIA volunteers as being very supportive of agency goals. VIA volunteers are making identifiable and specific contributions to the achievement of agency goals.

2. Compared to other referral agencies that have been used, VIA is rated superior by agency representatives.

3. VIA volunteers evidence to a significant degree the characteristics that are deemed most desirable by agency representatives. The three most desirable characteristics of volunteers as perceived by agency respondents are: dependable, caring and patient. However the negative characteristic of rigidity, as opposite of flexibility, was identified by 16% of agency respondents as being characteristic of VIA volunteers.

4. The majority of agency representatives are of the opinion that the relationship between VIA and Bell Labs has a positive bearing on volunteers' effectiveness although for many the nature of the relationship is not clear.

5. The majority of agencies are providing recognition for volunteers, some in very creative ways. The type of recognition varies from

simple thank-you letters to special events such as award nights and board luncheons.

6. Approximately one-fourth of agencies are not providing any orientation for volunteers and, in some cases, the orientation that is provided appears to be rather casual and sporadic.

7. The majority of agencies are not providing on-going, supportive training that will assist volunteers in increasing their effectiveness and in achieveing the goals of the agency.

8. In general, agencies are not systematically evaluating the the effectiveness of volunteers. Consequently, volunteers are getting little, if any, feedback on their performances.

9. Based on their experience, agency representatives generated 16 suggestions for improving the effectiveness of VIA and making VIA even more helpful to their agencies. The most frequently noted suggestions were: provide more volunteers; conduct training sessions for volunteers designed to increase their skills in working with people; give VIA more publicity at Bell Labs.

C. MANAGEMENT INTERVIEWS: The following major findings were derived from 11 interviews with a cross-section of Bell Labs management.

1. Management respondents perceive VIA as making significant contributions to BTL and to the betterment of communities in which the company operates. The most frequently identified contributions were: improves BTL image as a concerned corporate citizen; meets needs of employees to give social service and provides supplementary satisfactions; makes significant contributions to society and helps improve the environment in which BTL functions. In general, the respondents are very supportive of VIA and the contributions made by VIA.

2. The majority of management respondents feel that VIA should direct at least some efforts to all of the ten possible contributions to the company tested in the interviews. In the opinions of the respondents, VIA's greatest efforts should be directed toward: helping channel and organize community requests; creating a sense of community among employees; making a positive contribution to the company's reputation in nearby communities; cooperating with and assisting the Pioneers in their community service.

3. The respondents identified a number of suggestions to be considered for improving the effectiveness of VIA. The majority suggested that VIA should increase its internal and external publicity interpretation.

4. The kinds of criteria suggested by the management respondents for assessing the value of VIA to the company correspond closely to the criteria that were either considered by the Evaluation Steering Committee or were actually used in the evaluation.

5. There is virtually no concern on the part of management respondents about the relationship between VIA and the Pioneers. Although there may be some overlap of people and/or activities between the organizations, this is not perceived as counterproductive in any way. It is felt that the relationship is a positive one.

6. Even though the management respondents have had little, if any, direct personal contact with VIA and are relatively unfamiliar with detailed activities of the program, the majority are able to accurately describe the major functions of VIA.

ACTION IMPLICATIONS

The following action implications were derived from the major findings of the VIA Evaluation by a representative group of people including volunteers, management personnel, members of the VIA Central and local

committees and the VIA Evaluation Steering Committee:

A. PRIORITY CONSIDERATIONS

- Continue the Bell Labs News Help Wanted ads, varying the ad copy.
- Hold lunch time programs at Bell Labs with agency speakers, BTL volunteers or appropriate films to describe specific volunteer needs; provide suitable internal publicity to attract intended audience.
- Arrange for potential volunteers to visit agencies before committing themselves to projects so as to diminish possible concerns about assignments.
- Use VIA to create and strengthen the sense of community among Bell Labs employees through short term "one shot" activities involving large numbers working together.
- Through VIA staff or experienced volunteers, provide orientation and follow-up to help new volunteers handle assignments with sensitivity and openness to situations they may encounter: workshops could be held; written materials, including guidelines, might be provided; "lead" volunteers could be assigned as advisors or classroom observers.
- Make management's supportive attitudes toward VIA better known internally.
- Publish an annual VIA insert in the Bell Labs News.

B. OTHER SUGGESTIONS

- Publish quotations (in the Bell Labs News) from volunteers about the satisfactions they have derived through their VIA activities.
- Put out a VIA newsletter at each location as desired for all volunteers, including retirees, to strengthen local programs.
- Make available a list of volunteer jobs and associated skills so that potential volunteers can choose for themselves a desired assignment.
- Provide volunteers with a list of available Bell Labs surplus equipment so that they will be aware of possible resources to support their volunteer tasks.
- Solicit Bell Labs employees for volunteer needs they are aware of in their own communities.
- Provide specific programs to inform all levels of Bell Labs management, including supervisors, about VIA: the VIA slide presentation could be made to small groups of supervisors or others; a noon-time auditorium program about VIA might be scheduled for management and announced in the Memo for Supervision.
- Solicit a statement from the President of Bell Labs stressing the importance of voluntary activity, to be published in the Bell Labs News during National Volunteer Week held annually in April; with discretion, find other ways to increase perceived support of VIA by management.
- Publicize names of VIA participants and their activities to management.
- Stay abreast of Affirmative Action Department programs to see how VIA can assist through volunteer activities.
- Make information on VIA available to recruiters (page for recruiters' handbook) so that VIA can be discussed with interested prospective employees.
- Stimulate publicity in local papers about completed or on-going VIA activities in order to make agencies aware of VIA services and to enhance Bell Labs image.
- Assist agencies with training programs for volunteers.
- Urge agencies to provide evaluation of volunteer activities, offering assistance if desired; encourage agencies to teach volunteers ways to

evaluate in a continuing way their own performances with a particular client or group.

CONCLUSIONS

In the course of the evaluation, the Steering Committee spent many hours reviewing the detailed data summaries and validating the findings. Based on that examination the Steering Committee is convinced that the findings of the evaluation clearly indicate that the present VIA staff is efficiently and fully occupied. This is evidenced by the volume of active volunteers and their satisfactions; the clearly superior coordination of volunteers by VIA; the objective and impartial matching of volunteers to jobs, which requires great effort and is very much appreciated by agencies; the appreciation of the present full-time staff and the importance of their visibility to the public image of BTL that is projected by VIA.

The Steering Committee also is greatly impressed with the fact that both VIA volunteers and BTL managers feel the need for BTL to demonstrate its concerned corporate citizenship. It seems apparent that VIA represents a low-cost and effective mechanism for fulfilling these desires.

While the evaluation is strongly supportive of VIA and its functioning, the findings do indicate several areas for possible improvement. The action implications specified in the previous section are designed to effect these improvements. The Steering Committee has reviewed and validated all of these action suggestions and commends them to the VIA Central Committee and VIA Management for consideration and for implementation to the extent possible within the resource constraints of VIA.

Evaluation Steering Committee:

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of communication practices of the director. In Part II of the questionnaire, volunteers and directors rated the importance of each of ten factors which might influence the effectiveness of communication practices in an agency. In Part III, volunteers responded to four open-ended questions concerning their likes and dislikes of their agencies' prevailing communication practices. Because the questionnaires were administered at the agency, one hundred per cent of those included in the sample of volunteers returned useable data. Multiple classification, T-Test and analysis of variance were the main statistical techniques employed to examine the questionnaire data.

The most reassuring finding of the study - at least for the director- was that the majority of volunteers (65%) responded affirmatively to the question of whether the Director of Volunteers was a successful communicator. Thirty-five percent responded negatively. Reasons given by the volunteers who were dissatisfied with the communication practices of the director were that:

(1) communications were not effective;

(2) important information was first learned outside the agency or from clients;

(3) personal communication was lacking;

(4) instructions from the director were not always clear; and

(5) it was difficult to obtain a clear-cut "yes" or "no" answer from the director.

Those volunteers who were pleased with the communication practices of their director state the following reasons, in order of their importance:

(1) information from the director was clear and concise;

(2) the director kept volunteers well-informed;

(3) the director was tactful, understanding, and cooperative in his communication with volunteers;

(4) the director was willing to listen and discuss problems, and;

(5) the director showed a personal interest in volunteers.

The Director of Volunteers should not be tempted to complacency as a result of the finding that volunteers saw them as successful communicators. It should be noted that the study data suggested that volunteers perceive directors to be less effective communicators than directors believe themselves to be. In fact, in examining the data from the thirty agencies, it was found in response to all twenty questions, volunteers rated directors lower in communication effectiveness than directors rated themselves.

The largest discrepancy between volunteers and directors perception of the effectiveness of the director's communication practices was concerned with the extent to which he/she (1) discussed with volunteers the overall view of the agency; (2) failed to attempt to find out the 'real' reasons for volunteer resignations; (3) did not offer explanations when volunteer suggestions were not used; and (4) failed to solicit volunteers' advice or suggestions on their role in the agency.

The perceptions of the volunteers and directors on the effectiveness of director's communication were mostly nearly alike in the areas of (1) the degree to which volunteers felt free to ask their director for help; (2) whether her communication made volunteers think that she was interested in them, and, (3) whether she gave clear and adequate instructions.

While there was variance in the perceived effectiveness of the director's communication, depending on agency size, these factors were generally not found to be significant. However, regardless of the size of the agency or type, volunteers saw directors as less effective in communicating than did the directors themselves.

With respect to the volunteer's suggestions for improving director-volunteer communication, they recommended:

(1) increased volunteer participation in planning activities;

(2) scheduled volunteer-director personal conferences;

(3) more frequent and better planned volunteer meetings; and,

(4) utilization of more frequent printed bulletins (newsletters).

In order of preference they favored volunteer meetings, bulletins, and personal conferences as methods of director-volunteer communication.

Whether or not the exact findings from this study can be generalized to the reader's agency, the data serve to underscore the importance of every director learning more about the perceptions and expectations of volunteers with reference to his own and the agency's communication practices.

To summarize, briefly, to this point then, the climate of a human service agency is gauged in terms of its *influence, attraction, norms and communication.* So the climate of a humanized agency has the following attributes:

(1) Influence that is:

(a) clearly defined so that there is general understanding of who makes what decisions;

(b) shared so that all persons affected by a decision are involved in making it;

(c) dispersed so that all persons perceive that they can have some impact upon the direction of the agency;

(d) negotiable so that procedures are available to appeal what appears to be the unjust use of power.

(2) Norms that show members valuing:

(a) collaboration between administration and staff, between staff and volunteers;

(b) the rights and integrity of all participants.

(c) the personal growth of clients, volunteers and staff;

(d) the freedom of volunteers to pursue personal goals.

(3) Norms that encourage the behavior of:

(a) direct, open and authentic communication;

(b) creative risk-taking to find new ways to solve problems;

(c) public discussion of the dynamics of the human service agency itself;

(d) critical assessment of operations by staff and volunteers.

(4) Organizational roles that are:

(a) publicly defined so that participants know what others expect of them;

(b) flexible so that volunteers' functions are consonant with their interests and capabilities;[15]

(c) changeable from time to time, so that clients may teach or serve and staff/volunteers may learn, and all are seen as potentially helpful to one another.

(5) Communication that is:

(a) free-flowing between all participants in the agency; moving across status positions as well as up and down;

(b) encouraged so that there are both formal procedures, like meetings and informal gatherings for discussion and perception-owning;

(c) personal and direct:

(d) skillful, utilizing procedures of listening, paraphrasing and impression-checking, among others.

THE IDEOLOGY OF AN ORGANIZATION

If these are the attributes of a *humanized agency climate* then we should turn our attention to understanding those values or ideology which underlie the character of our agencies. Our failure to recognize ideological issues that underlie organizational structure, decision-making, and goal setting is common among volunteer managers. Usually issues are recognized only when the lines become drawn. There is one basic tension that runs throughout the ideologies of all human service organization types. *It is the conflict between (a) values and structural qualities which advance the interests of people, and (b) the values and structural qualities which advance the interests of organizations.*

As volunteer administratiors work more and more for developing climates that produce humanized agencies, this tension will become more and more pronounced. The pressure for greater person orientation will increase. At the same time as our environments become more technical, the attractions of task orientation will make themselves felt. There are - or will be - six areas of interest to an administrator which are the subject of ideological tension in an agency. Three could be classified as the 'interests of people' and three classified as 'the interests of the organization.'[16]

The interests of the people are:

(1) security against deprivation (economic, political)

(2) opportunities to voluntarily commit one's efforts to goals that are personally meaingful.

(3) the pursuit of one's own growth and development even where this may conflict with the immediate needs of the organization

The interests of the organization are:

(1) effective response to threatening environments.

(2) dealing rapidly and effectively with change.

(3) internal integration and coordination of effort toward organizational needs and goals, including subordination of individual needs to the needs of the organization.

Whether volunteer administrators confront or avoid them, ideological issues will continue to sharpen, inside and outside the organization. Every change toward a more 'humanizing climate' will mean some degree of power redistribution and with it some shifts in rewards. Such shifts will always be resisted by those with the most to lose - usually the older members of the agency (volunteer and program staff) who have a higher status.

Harrison postulates that there are four separate ideology paradigms[17] that determine the compatability of an organization's interests with those of its members: (1) power orientation, (2) role orientation, (3) task orientation, and (4) person orientation.

An organization that is *power-oriented* attempts to dominate its environment and vanquish all opposition. Within the organization those who are powerful strive to maintain absolute control over subordinates. It is jealous of its 'turf' and competitive. It seeks to make expansions at the expense of others, often exploiting weaker organizations. Within the organization, administrators struggle for personal advantage against their peers.

An organization that is *role-oriented* aspires to be as rational and orderly as possible. There is a preoccupation with legality, legitimacy and responsibility. Competition and conflict are regulated or replaced by agreements, rules and procedures. Rights and privileges are carefully defined and adhered to. Predictability of behavior is high in the role-oriented agency, and stability and respectability are often valued as much as competence. The correct response is valued almost as highly as the effective one. Procedures for change tend to be cumbersome; therefore the system is slow to adapt to change.

In the organization that is *task-oriented*, achievement of a superordinate goal is the highest value. The goal need not be economic; it could be reforming a system, helping the poor, or converting the heathen, etc. The important thing is that the organization's structure, functions and activities are all evaluated in terms of their contribution to the superordinate goal. Nothing is permitted to get in the way of accomplishing the task. If personal needs and social considerations threaten to upset effective problem solving, they are suppressed in the interests of 'getting on with the job'. Emphasis is placed on rapid, flexible organization response to changed conditions. Collaboration is sought if it will advance the goal.

Unlike the other three types, the *person-oriented* organization exists primarily to serve the needs of its members. The organization itself is a device through which the members can meet needs that they could not otherwise satisfy by themselves. When it is necessary, authority may be assigned on the basis of task competence. Instead, individuals are expected to influence each other through example, helpfulness, caring. Consensus methods of decision making are preferred. People are not generally expected to do things that are incongruent with their own goals and values. Rules are assigned on the basis of personal preference and the need for learning and growth. It is typical of such organizations that expansion or maximizing income are not primary considerations.

Volunteer administrators need to be assisted and assist others in their agencies to compare their organization's values and their own personal values with these four ideological frameworks: power, role, task, and person.

In the task of humanizing an organization it is important to gather data on the ideology of the organization and that of those who are its staff, volunteers and others. The match between a person's own values and those he ascribes to the organization indicates the ease with which he can enter into a contract/agreement, physically and psychologically, with the organization. Persons deal with incongruence between the two expressions in various ways. Some may try to change the organization. Some will limit their involvement. Others will attack it in covert and overt ways. If participants have a sufficiently high trust in one another, they may wish to share their experiences in dealing with incongruous values between themselves and the organization. In a humanized and humanizing agency that will happen. Volunteer managers and volunteers will try to discover ways of dealing with the conflict in ideologies that are more promising than those they have attempted.

In a humanized agency, value polarities within a group of participants would be explored in a meaningful way. To highlight these, it may be useful to ask participants to group themselves according to their shared organization ideology. Each group may prepare a position statement to present to the others, supporting the values that the members share. Since it may be easier for the individual to "own" and to verbalize her values when she has the support of a group of similarly inclined members. This process would be especially helpful in groups where members avoid open discussion of differences.

Some questions stimulate people to own and support their own organization ideology such as:

(1) How does this set of values equip our organization to deal with the environment? What strengths does it give our organization to meet outside stresses?

(2) How does this ideology help in processing information, making decisions, and directing effective action?

(3) How does this ideology assist in resolving conflict within the organization?

(4) With what kinds of people is this ideology effective in motivating effort and satisfying needs?

(5) For what kinds of tasks and in what sorts of business of our organization is this ideology particularly useful?

By dealing with such differences openly, the agency is creating a humanizing climate where persons may find ways to manage conflict, value differences, and other 'distance' producing functions. This management will provide a humanized service to both the organization and its members.

SUMMARY

In summarizing, my own point of view is that a humanistic agency is one that:

(1) systematically tries to interest each person in learning more that he thinks he wants to learn;

(2) makes sure that each person is known as a total human being;

(3) creates an environment in which each person may make maximum utilization of her talents and interests;

(4) devises a program for persons in which they can move forward with success in terms of their own talents and interests, no matter how diverse they may be;

(5) focuses on options rather than on uniformity;

(6) practices accountability for clients, staff, and volunteers, realizing that such procedures show that the agency cares for persons as opposed to permissiveness or vagueness that indicates that it does not worry about what happens to individuals;

(7) has continuous progress arrangements so that a person may proceed to develop skills under supervision;

(8) evaluates volunteer's progress and performance on the basis of a job description, agency/volunteer agreement, or some such written understanding with the same degree of importance as staff evaluation.

Such humanizing standards as these should result in the volunteer feeling and experiencing that he/she:

(1) is being taken seriously;

(2) is unique as an individual;

(3) has a diversity of opportunity for service;

(4) can share in decision making;

(5) has knowledge of the goal, purpose, mission;

(6) shares ownership of the ideological expression of the agency;

(7) is doing something worthwhile;

(8) can be open and express new skills, behaviors, values;

(9) is expected to contribute toward the *humanizing climate;*

(10) has feelings that are important to others.

In the future, administrators of volunteer programs will have to develop skills which not only "get things done," but which help volunteers-and clients and the institutions which allegedly serve them. This type of administration will require the administrator to be skeptical of agencies and institutions which are too highly structured, excessively bureaucratic, and hierarchically inflexible. Rather than complaining about such institutions or leaving such agencies, the volunteer administrator in collaboration with staff, clients, and volunteers will work from within to humanize such organizations. Sometimes it may mean just the disregard of meaningless rules. At other times, she might work toward building like-minded, small, formal advocacy groups in order to advance a point of view or get a policy change accepted. At still other times, she might form close, supportive associations with other professionals and clients in informal groupings bound by a sense of community with no divisions of authority.

Volunteer administrators will have to develop strengths and skills which may have been conspiciously absent from educational formats thus far. Such strengths would include:

(1) the ability to work effectively with people in groups, helping them to establish clear goals and achieve rewarding results;

(2) the ability to function as a counselor, helping volunteers in a manner which promotes their growth and independence;

(3) the ability to function collaboratively with other agencies and other sectors of the community to identify community needs and deliver services that meet those needs;

(4) the ability to identify the dimensions of influence, roles and norms and to know when human or organizational transactions are dehumanizing or dysfunctional;

(5) the ability to evaluate their administration and communication techniques in terms of how congruent and supportive they are of helping persons to establish more humanized processes, procedures and programs.

In conclusion, humanizing the human service agency will require that we establish programs that will assist the volunteer administrator to develop skills and knowledge that he or she will need for such a task. For the humanizing task calls for an effective facilitator, a counselor, a human rights activist, and ombudsperson, a stimulator of human potential, a groups organizer, and educator to assist persons in discovering more effective and satisfying means to improve themselves and their agencies.

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APPENDIX A

Perceived Effectiveness of Volunteer Administrator-Volunteer Communication Practices

VOLUNTEER COMMUNICATION PROFILE QUESTIONNAIRE
(Circle Answers Appropriate)

Name of Agency _____

Sex: Male Female

Ages: 20-29 30-39 40-49 50-over

Years of Volunteer Experience: 0-4 5-9 10-19 20-over

Years at this Agency: 0-4 5-9 10-19 20-over

Communication

Communication refers to the passing of information from one person to another. Its chief goal is to create understanding. Information includes facts, commands, news, or desires which may be passed by written or oral language or by non-verbal signals.

Part I Please circle the response which best identifies your Volunteer Director's communication practices:

1 -- Never
2 -- Rarely
3 -- Sometimes
4 -- Frequently
5 -- Always

1. Does your volunteer director's communication make you think that he/she is interested in you? 1 2 3 4 5

2. Does your volunteer director know what you think about the agency, your work and her/him? 1 2 3 4 5

3. Does he/she give clear and adequate instructions? 1 2 3 4 5

4. Are you given opportunity to talk to him/her about your problems? 1 2 3 4 5

5. Do you feel free to discuss personal problems with her/him? 1 2 3 4 5

6. Do you feel free to make complaints to your volunteer director? 1 2 3 4 5

7. Are you informed of action that is taken on your complaints? 1 2 3 4 5

APPENDIX B

Perceived Effectiveness of Volunteeer Administrator-Volunteer Communication Practices

Part I (cont'd)

8.	Are you asked to give advice or suggestions about the work of the volunteer director:	1	2	3	4	5
9.	When your suggestions are not used, are explanations given to you?	1	2	3	4	5
10.	Does your volunteer director ever re-evaluate his/her communication methods?	1	2	3	4	5
11.	Does your volunteer director find out the 'real' reasons why his/her volunteers resign?	1	2	3	4	5
12.	Are you encouraged to express your thoughts to him/her?	1	2	3	4	5
13.	Do you feel free to ask your volunteer director for help?	1	2	3	4	5
14.	Are you given any reasons for changes in work assignments?	1	2	3	4	5
15.	Does your volunteer director criticize volunteers in the presence of others?	1	2	3	4	5
16.	Does your volunteer director talk with you about system-wide planning?	1	2	3	4	5
17.	Does your volunteer director talk with you about the overall view of the organization?	1	2	3	4	5
18.	Does your volunteer director tell you what is expected of you?	1	2	3	4	5
19.	Does your volunteer director keep you informed about new agency policy and practices?	1	2	3	4	5
20.	Does your volunteer director talk with you to dispel rumors?	1	2	3	4	5

Part II Please rank the following items in order of importance to you. Rank each column - 1, 2, 3, 4, 5, - high importance to little importance

(Rank 1, 2, 3, 4, 5,)	(Rank 1, 2, 3, 4, 5,)
_____ Good Working Conditions	_____ prepared for work
_____ Feeling 'in' on things	_____ belief in importance of work
_____ Help on personal problems	_____ appreciation of work done
_____Tactful disciplining	_____ administration support of volunteers
_____ good personal relationships	_____ personal recognition

APPENDIX C

Perceived Effectiveness of Volunteer Administrator-Volunteer Communication Practices

Part III Briefly respond to the following questions in space provided:

1. Do you feel that your volunteer director is a successful communicator? Why or why not?

2. What kind of information would you like to receive that is not given to you?

3. What suggestion would you make for improving two-way communication channels in this organization?

4. Which media used by your volunteer director for passing information impresses you the most favorably? (handbooks, manuals, circulars, newsletters, daily bulletins, bulletin board notices, individual notes, conferences, committee meetings, volunteer meetings, others, etc.)

Perceived Effectiveness of Volunteer Administrator-Volunteer Communication Practices

APPENDIX D

VOLUNTEER DIRECTOR COMMUNICATION PROFILE

QUESTIONNAIRE

Name of Agency_____

Sex: Male Female

Age: 20-29 30-39 40-49 50-over

Years of Volunteer Director Experience: 0-4 5-9 10-19 20-over

Years at this Agency: 0-4 5-9 10-19 20-over

Communication

Communication refers to the passing of information from one person to another. Its chief goal is to create understanding. Information includes facts, commands, news, or desires which may be passed by written or oral language or by non-verbal signals.

PartI Please circle the response which best identifies your communication practices with volunteers:

1 -- Never
2 -- Rarely
3 -- Sometimes
4.-- Frequently
5 -- Always

1. Is your communication personalized so each volunteer feels you have an interest in him/her? 1 2 3 4 5

2. Do you have an idea of what each volunteer thinks about the system, his/her work, and you? 1 2 3 4 5

3. Are your instructions clear and adequate? 1 2 3 4 5

4. Do you give each volunteer the opportunity to talk about her/his problems? 1 2 3 4 5

5. Does she/he feel free to discuss personal problems with you? 1 2 3 4 5

6. Do volunteers feel free to make complaints? 1 2 3 4 5

7. Do you keep the volunteers informed on action taken on a complaint? 1 2 3 4 5

APPENDIX E

Perceived Effectiveness of Volunteer Administrator-Volunteer Communication Practices

PART I (cont'd)

8.	Do you ask for advice or suggestions about your work?	1	2	3	4	5
9.	Do you explain fully to the volunteer when his/her suggestions cannot be used?	1	2	3	4	5
10.	Do you make an effort to evaluate your program of communication?	1	2	3	4	5
11.	Do you take time to find the 'real' reasons why a volunteer quits?	1	2	3	4	5
12.	Is each volunteer encouraged to express his/her thoughts to you?	1	2	3	4	5
13.	Are your volunteers at ease when they approach you for help?	1	2	3	4	5
14.	Do you give reasons for changes in assignments?	1	2	3	4	5
15.	Do you criticize your volunteers in the presence of others?	1	2	3	4	5
16.	Do you talk to volunteers about system-wide planning?	1	2	3	4	5
17.	Do you talk to volunteers about the overall objectives of the organization?	1	2	3	4	5
18.	Do you talk with volunteers about what is expected of them?	1	2	3	4	5
19.	Do you talk with volunteers about new agency policy and practice?	1	2	3	4	5
20.	Do you talk with volunteers about rumors that can be 'laid to rest'?	1	2	3	4	5

Perceived Effectiveness of Volunteer Administrator-Volunteer Communication Practices

APPENDIX F

PART II Rank the following items in the order of importance to your volunteers. Consider how your volunteers would probably rank these items. Rank each column - 1, 2, 3, 4, 5 - high importance to little importance.

_____	Good working conditions	_____	prepared for work
_____	feeling 'in' on things	_____	belief in importance of work
_____	Help on personal problems	_____	appreciation of work done
_____	Tactful disciplining	_____	administration support of volunteer
_____	Good personal relationships	_____	personal recognition

PART III Briefly respond to the following questions in space provided:

1. Are your volunteers pleased with your attempts to communicate? Why or why not?

2. If time would permit, what kind of additional information would you like to communicate to your volunteers?

3. What suggestion can you make for improving two-way communication channels with your volunteers?

4. Which media do you use most for passing information? (Handbooks, manuals, circulars, newsletters, daily bulletins, bulletin board notices, individual notes, conferences, committee meetings, volunteer meetings, others, etc.)

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