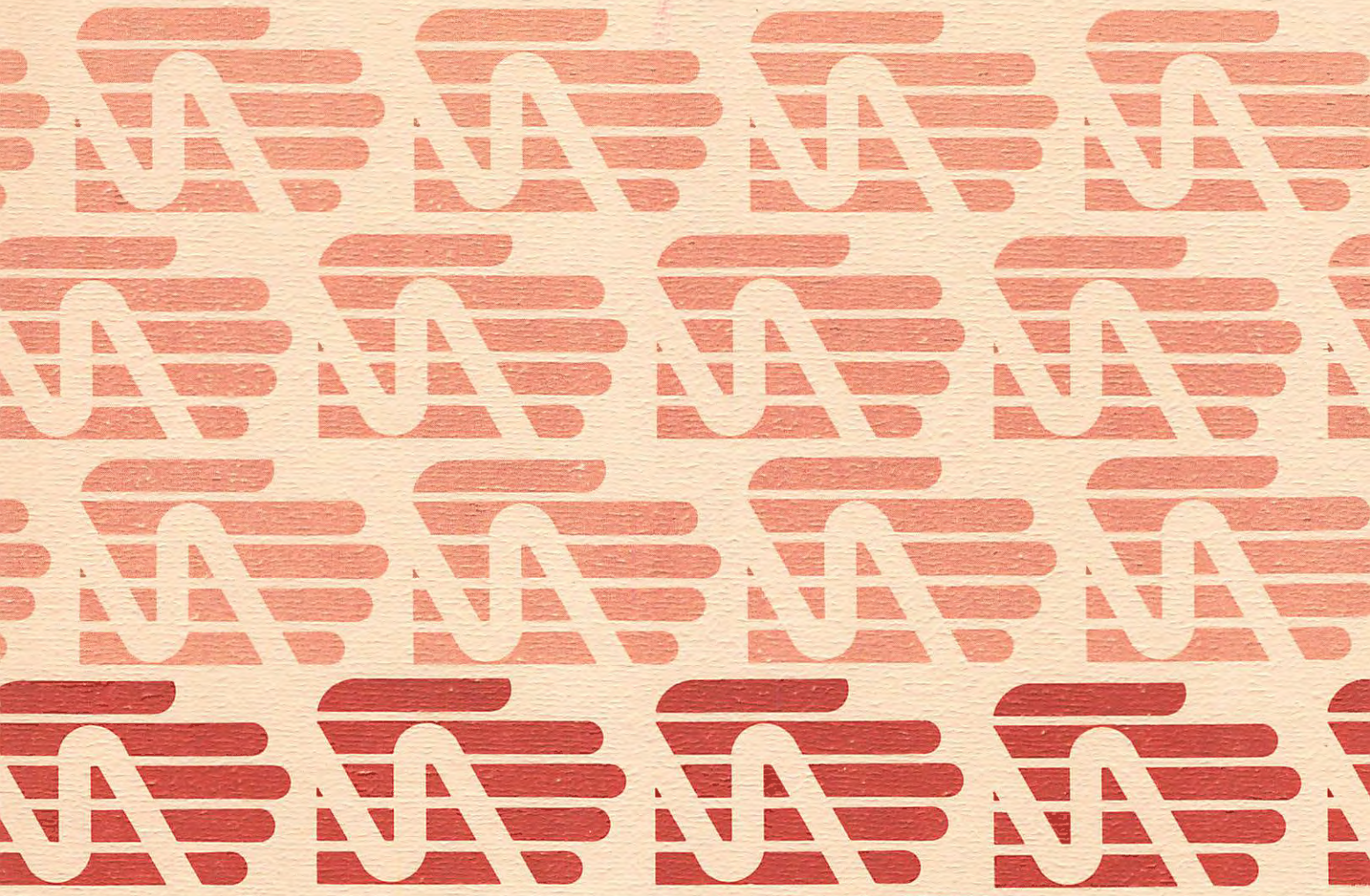

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TOWARD INTERAGENCY COLLABORATION

By Dr. Eva Schindler-Rainman and
Dr. Ronald Lippitt

One of the priorities in both the public and private sectors today is to find ways of working out more effective and productive patterns of collaboration between agencies and organizations. But of course there are also a variety of traditions and barriers against achieving meaningful collaboration. The notion of collaboration has both positive and negative meanings in our society, and in our agency world. Let's remind ourselves of some of them.

1. *One meaning of being a collaborator is to give up our best principles, along with others to compromise in order to be safe or a good sport, or to respond strategically to pressures. It's a notion of giving up what we think is best for a more acceptable although more mediocre solution.*

2. *A contrast to this negative idea is the notion of joining in and doing our part in common enterprise for the good of all. This may be the sharing in the United Way fund raising, or in a barn raising session with neighbors.*

3. *Another negative implication of collaborating is the sense of giving up the satisfaction of doing it alone and being able to really get the whole credit for the effort. If you do it with somebody else you lose ownership, control, and the major share of recognition.*

4. *On the positive side again is the idea of forming a coalition which will have a better chance of influencing the power structure, or the source of funds.*

5. *And another positive orientation toward collaboration is the idea of combining resources in order to provide services more effectively, and of better quality.*

As we shall see later there are other assets and liabilities of inter-agency collaboration in the minds of agency leaders, but these samples are enough to remind us that efforts to move toward more collaboration confront a variety of problems, but also have a basis of support.

LEVELS OF COLLABORATION

Although the focus of our thoughts here is primarily on the exploring of collaboration between organizations and agencies, it is well to remind ourselves that in any case which we may explore there will probably be several levels of collaboration process to be identified and developed.

The authors are nationally noted consultants and trainers in the field of voluntarism. They have co-authored numerous books and articles, such as, The Volunteer Community and Taking Your Meetings Out Of The Doldrums.

1. A first critical level is that of intra-personal collaboration. We use terms like ambivalence, conflict, and "internal dialog", to refer to the fact that one of our challenges, almost always, is to find ways of helping individuals become aware of some of the conflicts between different parts of the self, and try to find ways of facilitating more internal collaboration.

2. The second level is that of inter-personal collaboration. Several commentators have noted that our life experiences with sibling rivalry, and our experiences in groups that emphasize competition, make it difficult to develop and actualize equalitarian peer processes of collaboration.

3. The third level of inter-group relations is often conceived of in terms of analysis and conflict, and designs for competition. From the very early age children are involved in various competitive "Little Leagues", and the many uses of inter-group competition in schools and in the programs of the youth serving agencies.

4. The fourth level is that of inter-agency or inter-organization collaboration, which is the main focus of attention in the present analysis. This involves the many issues of defining turfdom, coping with issues of duplication of services, competing for funds from the same sources, etc.

To be complete, we can identify two other levels of collaboration and non-collaboration. There is a level of collaboration between subordinate and superordinate systems, such as between the community and the State and Federal governments, and there is the collaboration between large systems such as States or Nations, in which very often a third party role to assist communication and dialog is necessary, such as in shuttle diplomacy, and the roles of mediators and arbitrators.

In almost all of our efforts to improve working relationships between agencies, we will find it important and necessary to pay attention to some of the other levels of collaboration also.

Two Social Trends and Confronting Challenges:

Two social trends in the people-helping field accentuate the priority and the challenge of achieving more effective inter-agency collaboration.

Trend #1: *There is an accelerating explosion of demand for and need for human services of all kinds. This is true partly because consumers or clients are becoming more informed and sophisticated about expressing their needs and more aware of types of resources and services that had been developed and provided to some. The gap between these "images of possibility" and actual available services has been widening rapidly. Service demand has been accelerating far more rapidly than the training of "people servers", and the financial resources to support services have fallen far behind the need and demand of services.*

Trend #2: *Social and human problems which need to be solved are becoming more and more complex, requiring a greater integration of specialized resources and interdisciplinary know-how. It is becoming increasingly true that no single agency has the necessary know-how and resources, and so various segments of the community, or the society, must work together to provide the necessary problem-solving resourcefulness.*

The analysts of this situation and of the future have projected several possible alternative futures. For example, it is possible, they say, that the response to these challenges will be:

1. A great increase in the number of coalitions of agencies who collaborate on problem-solving and delivery of services, and compete with other coalitions for financial and political support.

2. The development of more community-wide co-ordinating councils with the responsibility for designing and monitoring collaboration.

3. An increase in inter-agency polarization and in competitive struggle for funding and survival.

4. A trend toward the providing of services primarily to clients who pay for them.

5. Public agencies with public funds taking over the major problem solving and delivery of service functions with a diminishment of the importance of private agencies.

A Brainstorm on Implications for Collaboration:

We invited the participants in a presentation, (twenty tables of leaders in voluntarism from the State of California) to brainstorm at their tables all the possible implications for interagency collaboration which they could derive. Here are the highlights from their brainstorm collaborations:

Implications for Collaboration on Funding:

1. Increase in inter-agency collaboration in generating funding requests.

2. Exchange of new ideas on fund raising.

3. More efforts at combining government and private funds for program support.

4. More emphasis on higher standards for awarding human services contracts to assure effective community-based collaborative efforts.

Implications for Collaborative Planning:

1. More co-operative planning at the grass roots, rather than from the top down, of the national agencies.

2. Collaborative efforts of identifying consumer population needs for joint establishing of priorities.

3. Increased diagnosis of the unique competencies of various agencies and establishing patterns of complementary resources.

4. More development of community resource directories and central referral services.

5. Increase in the mechanisms and procedures for joint planning and standards of accountability.

Implications for Communication and Information Services:

1. Joint efforts to help community become aware of community needs, and for necessity of community-wide participation.

2. Joint sponsorship of information and referral services.

3. Centralized information storage and data processing facilities.

4. Joint channels and procedures for exchange of information in regards to decisions, program activities, training activities, volunteer recruitment.

5. Joint efforts in relating to the media in regards to public information, need for volunteers, availability of services, etc.

Implications for Collaboration on Delivery of Services:

1. Vigorous efforts to eliminate duplication of services.

2. Joint program planning to reach unreached populations and meet unmet needs.

3. Combining services to provide more comprehensive resources.

4. Collaboration on the utilization of public and private service settings, personnel, and service activities.

5. Joint efforts to secure decision making participation and feedback from consumers of services.

6. Increased government contracting for services from the private sector.

Implications for Collaboration in the Mobilization, Utilization of Volunteers:

1. Inter-agency teaming in recruiting and training of volunteers.

2. Collaboration on the utilization and mobility of policy making volunteers.

3. Collaborative inventory of volunteers and their special skills, and a collaborative referral mechanism.

4. Inter-agency pooling of resources to recruit more volunteers from minorities, blue collar workers, men, retirees, and other relatively untapped sources.

Implications for Collaboration for Training and Continuing Education:

1. Collaborative employment of outside resource persons to conduct executive training, board training, and organi-

zational development consultations.

2. Pooling resources to create multi-media training resources and program resources for utilization by all agencies.

3. Collaboration in the training of teams of volunteers to conduct the major programs of volunteer education.

This is indeed an exciting sample of some of the directions of implications for inter-agency collaboration, and some of the indication of readiness of agency leaders to respond to the challenge.

Some Problems of Collaboration:

Many of the difficulties are due to the fact that few people have developed the skills to collaborate successfully, so issues and traps develop because of lack of preventive insights.

One of the first traps is *lack of clear understanding of purposes and roles of all the participants*. It often happens that participants assume everybody understands these things, but unless it has been clearly documented and agreed upon, a frequent trap is varying and divergent assumptions and understandings about the responsibilities and roles.

Closely allied to this is the *confusion of leadership roles*. There needs to be a very clear understanding about who is doing what kind of leadership initiative, and when. If leadership is not clearly defined, this can lead to another trap, which is the inability of the larger group to act and to participate. It is very important for participants to know who the leaders are, and to have had some say-so in the selection of the leaders.

When the participant body is not clear about its role, this, of course, leads to another trap, namely *dissipated energies*. Often the energies are diffused in trying to figure out who has what piece of the action, which may result in empire building.

Fear of merger and loss of identity is a possible trap in collaboration. Many agencies and groups believe that when they become part of a larger effort, such as a collaborative project, they will lose their identity, or they may end up pushed into merging with other groups. This must be clearly avoided, so that identity stays clear, and collaborative effort is enriched because of the various inputs, rather than a push towards conformity and alikeness.

When agency roles are not clear, there may be a *duplication of effort*, which is another problem. Persons and/or groups may become so involved in carrying out their mission, that they duplicate each other's efforts because it has not been made clear who is doing what.

Another problem that often comes up is the *whole question of representation*. This includes the question of: "Is the individual or team of persons representing their agency, and do they have to go back to report before they can vote on items, or are they representing themselves or have freedom in their delegation, and authority"? It helps a great deal when the parent organization makes it clear what kind of authority to represent the agency the participants have.

It is also possible for a collaborative body to become so engrossed in its own work and mission, that it *loses touch with the grass roots or the people and groups who the participants are representing*. Sometimes a collaborative body creates a kind of bureaucracy or superstructure that becomes unwieldy in terms of communication with anybody outside that group. Whereas the variety and great menu of resources can be a positive contribution, it can also become a problem when there is too great an effort to mesh all of the resources available to a collaborating group. It is very important to keep open the communication structures back to groups and organizations which are represented in the collaborative venture. In extreme cases it is possible to imagine that there could be a real diversion of resources from client services to the heavy efforts to get collaboration going.

Another problem in the voluntary sector can be *a heavy representation of staff in the collaborative body without participation of those in volunteer roles*. It is important that both staff and volunteers be represented. We have suggested a number of times that a volunteer-staff team always be the representatives of any organization in its collaboration with others.

Another trap is *lack of documentation of what goes on*. Often these groups develop a language and a way of work all their own, and do not carefully record their process and decisions. As a consequence they are not able to communicate to others as clearly as they communicate to one another.

Also it is important in a collaborative effort to have the history of the work clear, so that it is possible to go back and see who suggested what, and how certain projects and decisions were arrived at.

The *lack of utilization of skillful outside persons or consultants* is another trap that some collaborative bodies run into. They feel they have all the resources within the group to do the job, and proceed in that manner. It is usually very helpful to have periodic contact with a skillful outside consultant, who can help the would-be collaborators look at their efforts more objectively, and to attempt to make sure that all of the rich human resources that are available are being utilized to the best possible ends.

It is also important to watch that *both large and small agencies have equal say in the deliberations* of the collaborative body, and that the large and powerful groups not take over, or neglect and ignore the smaller, less powerful groups.

This is the beginning of a list of traps, which we have run into in our work with collaborative bodies in communities amongst agencies, and on a community-wide basis.

Conditions for Successful Triggering or Initiation of Collaboration:

A clear shared sense of common cause or crisis is an important triggering event. The convener-initiator must be seen as someone who can help move that cause or crisis, rather than being seen as an empire builder or a loner. It is sometimes helpful to have a neutral person be the convener, but when this is not possible, the person or the group initiating the collaboration effort needs to make very clear verbally and in writing that it is doing so to help the total group move, rather than to claim the credit for itself.

Sometimes the triggering event is a requirement by funders that organizations, agencies, or groups collaborate in a project in order to get the funding. This is usually not as successful as when groups decide themselves to get together. But if it is initiated with the belief that more funds and better programs may result, then this can be a successful triggering mechanism.

In other situations a study may have been done in the community, and the collaborating groups convene in order to look at the data together, and to see what the implications for all of them are.

Or, a temporary ad hoc cross-group task force may begin the collaborative effort.

There are other triggering mechanisms, such as the trial marriage concept, where there are regularly scheduled times to meet, and then to decide at various points in the process whether to continue or not.

Sometimes collaboration is initiated because at first several groups get together, but with the idea that they will operate with an open system posture that invites others to join as the project gets clarified, and as people hear about it.

There is a much better chance of success if there is a careful orientation of all team members for working in inter-agency projects and activities. Also, agencies will usually come together more successfully for collaboration around a specific task, issue, and problem rather than for the sake of collaboration. Some type of initial investment by each agency is of vital leverage for commitment to shared decision making and participation. Agencies with similar functions may tend to become involved more readily in inter-agency collaboration, as compared to agencies that are very different from one another.

It is especially important to remember that inter-agency collaboration requires top management decision making support. This is an essential ingredient, and needs to happen as early as possible.

Thus like so many human efforts, the start-up or beginning of the process has all to do with whether or not the quality and maintenance of the collaboration will remain high.

Some Conditions for Successful Continuation or Maintenance of Collaboration:

There are many ingredients that can be looked at here, and they may not be in any particular order, but let us mention all the ones that we have observed.

First, the maintenance of a successful collaboration has a great deal to do with skillful, rotating leadership, and a delegated steering team. The team, which is somewhat like an Executive Committee, needs to be open and rotated, so that no particular group has more responsibility and leadership than any other group during the sequence of the collaboration.

It is important to build in a process review mechanism or feedback procedures to prevent hidden agendas from taking over. In relation to this, documentation and recording of the whole process is most important. So is the establishment of stepwise goals and stepwise actions, so that the collaborators have guidelines, as well as occasions for joint celebration of achievement as the project progresses. It is a shame to celebrate only when something is successfully completed some two, three, or four years later.

It has also been found to be very helpful to have a neutral third party consultant, whose major job is to help with the process and the method by which the participants move forward. It is very important to analyze the available human and material resources that the participants of a collaborative group bring. This allows a division of labor not by job, but by who wants to and can do what. It is certainly possible to have unequals in resources but equals in effort.

While the collaborating team is meeting and working, it is important that communication within and among all agencies be open and continuous. This may include written bulletins and verbal communication, as required. There is a critical role here for the convener, or the staff aide, or a person to whom this was delegated, to make sure that this openness in communications happens, because it breeds confidence and support. Since membership of a collaborative group is rarely constant, it is also important to have continuous interpretation, and re-interpretation of project objectives, historical background, methodology, agency responsibilities, hopes for outcomes, and personnel involvement, that is required in the planning and carrying out of a variety of tasks. Indeed, it helps to develop patience, understanding, and recognition of different ways of work within agencies and persons, and to recognize that this is one of the resources brought to a collaborative body, rather than seeing it as one of the detriments.

While often collaboratives can be built upon previous human relationships among staffs and volunteers, it is important that the collaborative body as it moves forward developes new relationships and new resources, and sees itself as a totality rather than a series of sub-splinter groups.

Successful continuation is also helped by a realization that there is a wide variance between lay and professional structures and functions within the agencies that are represented, and this may mean that not all representatives might arrive at the same decision in the same way with the same kind of decision-makers and with the same conviction or degree of allegiance.

Recognition is an important part of continuation. This includes the recognition of contributions of leadership, time, experience, material resources, action efforts, by individuals and groups. There needs to be a sharing of this kind of recognition, perhaps through a regular newsletter, and/or at the meetings themselves. This kind of sharing can often spur on the action of the constituent representatives and agencies, and influence those who have not had recognition for their efforts.

We have found that team involvement of a professional and a volunteer, or at least two persons from an agency, is particularly sound and important for commitment, support, follow-up action, and widespread dissemination of the data that are gathered. Direct service personnel need this kind of direct team support for implementation of action, ideas, and decisions of the collaborating group.

We have mentioned careful documentation before, but let us mention it here specifically as a continuation and support mechanism. When all agreements, meetings, procedural recommendations are documented, this can be a genuine asset and instill confidence in the planning process, and in the entire project by the agencies. It also helps to support the open system idea that new groups can join as the project is in process, if they can get caught up with what has gone on and feel that they have a contribution to make.

As new groups, persons, or agencies, become a part of the collaborative body, supplemental orientation is very important, to bring these new persons and groups into the already extant group, and to enable them to participate fully, and to make available their new resources.

The funding for implementation is important, and a sound basis for collaboration and a very tangible follow-up step results when there is agreement on funding, or when funding is found by their joint effort. It is also important that each agency is encouraged to keep its own personnel informed of each phase of the project.

Good internal communications help the group collaborate with one another. When

the representatives come with the support of their own agency they have a more secure ability to participate.

Other procedures that can be built in are support for the collaborators that comes from planning regular inservice training, discussions of sharing, and individual telephone follow-ups, as well as telephone conferences.

It can certainly be said that the concept and reality of inter-agency collaboration has many implications, both institutional and human. It can have lasting value and important ramifications for future agency relationships. The ways that non-participating agencies are treated in the planning process is likewise of lasting import, and may either block, or be a stepping stone for future action together. This is certainly another reason for maintaining the collaborative group as an open system, so that additional individuals and groups can join when it seems good to do so.

Some Pay-Offs of Collaboration:

A variety of pay-offs or benefits of collaboration can be enumerated. Here are a few of them:

(1) *The maximazation of expertise of human and material resources. It is possible to utilize, exchange, and build on each others resources when they are all available to everyone rather than being available only within the limits of a particular turfdom.*

(2) *A collaborative group can develop a real influence base for new funding and/or programs, that is stronger than what any one part of that collaborative body would ever be able to exercise.*

(3) *Because of the interface of the individuals and units from a variety of agencies, there is a new understanding of what others are doing, and where overlaps can be diminished and additional services can be covered.*

(4) *When a collaboration really works there is a tremendous amount of energy and commitment available to do the work, and to move in the direction of the goals.*

(5) *Sometimes through a collaborative effort power is redistributed, or at least is seen differently in a community than it was when groups did all of their efforts by themselves and for themselves.*

(6) *Many delivery systems have been truly improved because of the increased resources and wisdom available to do so. Realistic new services have been developed that add to services already extant, rather than being a duplication of services already available.*

We see collaboration among agencies as the wave of the present, and the immediate and more distant future, if humane human services are to be extended, and if the human resources, both staff and volunteers, are to be utilized to extend those services in the best possible way.

Administration of the VOLUNTEER TEACHER

By William A. Draves

The increased recognition of the volunteer teacher in adult education today has highlighted the need for good administration of the volunteer instructor. A dynamic and barely tapped force in organizations, volunteer instructors can energize new organizations, revitalize old ones, boost ongoing programs, and contribute far more than the "costs" of administration.

Numbers-wise, the volunteer teacher is an importatnt element in the adult learning scene. Some 13 per cent of the participants in adult education courses each year take at least one course sponsored by a non-profit community organization, according to an Office of Education study.[1] And 78 per cent of the people teaching these courses were volunteers. *Over a half-million people serve as volunteer instructors each year.*

The following concerns were formulated after a three year experience working with volunteer instructors offering classes to the general public. The premise for the article rests with the concept that the volunteer teacher functions optimally in a structure relatively free from constraints where s/he is an independent and creative entity rather than a sophisticated envelope stuffer.

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THE UNIQUENESS OF THE VOLUNTEER TEACHER

Why people volunteer to teach, or volunteer to do anything for that matter, is a perpetual question. The reason does not lie in any socio-economic analysis of volunteerism. Volunteer teachers come from various backgrounds. There are professionals, housewives, people working at manual labor jobs, unemployed, twelve year olds, elderly and high school drop outs. While education programs may direct their publicity to reach selected audiences, all kinds of people are responsive to volunteering to teach others.

The uniqueness of the volunteer teacher stems from the desire to share knowledge. People do not volunteer to teach in order to help others, in the main, but out of the need to share knowledge. Though some people surely do volunteer in the traditional sense with a feeling of compassion or responsibility for helping others, this is not the basic motivation. The motivation for most people comes from within, and is expressed in a desire to share knowledge because it is self-enriching and fulfilling.

Two contrasting phenomena explain the motivation. One is the tremendous increase in wealth of knowledge that individuals possess today. A majority of people today know something that someone else would like to learn, and that knowledge extends far beyond traditional subject matter into hobbies, practical skills, points of view, physical skills, experiences, experiments and old-fashioned

wisdom. We have never seen such an abundance of individual skills, knowledge and experiences before. Understandings that the average citizen here takes for granted would make him or her an expert in many other countries. Indeed, within our own society, many people take for granted talents they have (such as ethnic cooking) that others consider valuable.

At the same time, however, the avenues for transferring ideas, skills, or experiences are becoming scarce. A hundred years ago people offered what they knew during barn raisings, quilting bees, in the extended family, with an apprentice, and in bumping up against each other. Twenty years ago people taught informally in churches, from parents to children, in clubs and organizations, in youth groups, with neighbors. Today participation in organizations is not as prevalent. Adults are not the same models that they were even ten years ago. Frequent moving lends impermanence to affiliations. And so as these knowledges pile up, the opportunities to release them are decreasing. These two forces have combined to create the impetus and need for people to want to share their talents with others in a teaching/learning situation.

What that means for the administrator is that people are volunteering out of a healthy self-interest. They are not do-gooders or schmaltzy change-the-world types. A working assumption for the administrator is that the class learning situation is benefiting the teacher as well as the participants. The administrator should take into account that critical fact in recruiting teachers, publicizing for them, and maintaining good group experiences.

Some other characteristics of the volunteer teacher are the following:

* *Volunteer teachers possess a great deal of content knowledge, or information about the subject matter, but often are not acquainted with process orientation or with the proper teaching of adults.* Some volunteers, of course, are naturally or experientially oriented to good group process, and may even be more effective teachers than those "schooled" in technique. Lack of process orientation seems to be a particular problem with those people teaching technical subjects, and surprisingly, academic topics.

* *Volunteer teachers do not have much time,* even though teaching takes a lot of time. Volunteers have just about enough time to prepare for a class and give it. Volunteer instruction takes a great deal of time and thought in preparation.

* *The involvement of the volunteer teacher is likely to be a short term one, around one year or so.* Of course, there are always volunteers who are mainstays and "old reliables", but many people will see their association as being a limited one and feel satisfied with that.

* *There is a great deal of commitment and enthusiasm among volunteer teachers.* They are excited by the idea of teaching for free.

* *The reward for teaching is internal.* External rewards such as money or certificates do not exist for the volunteer teacher, but there are internal rewards such as satisfaction from doing a class well, assisting someone else, and fulfilling the need to share knowledge.

* There is the need to accomplish something. Adults, for better or worse, are stuck with both a time consciousness that places a value on the best use of one's time and a perception of situations as problems to be solved. Thus *the adult volunteer teacher wants the class to be a good use of his or her time and to help solve a problem, namely, helping others to learn.*

* *There is a need to be accepted as a teacher.* Without formal training, a title, or external rewards, the volunteer teacher has less than a confident image of him or herself as an instructor. Regardless of merit or competency, the volunteer has to have assurance at some point that she/he is doing a satisfactory job. This is most frequently and convincingly provided by the participants in the class.

WORKING WITH THE VOLUNTEER TEACHER

In order to properly administer a program utilizing volunteer teachers, it is essential to understand the volunteers' limitations and potential problems. The good administration of a program can turn some of these handicaps around into valuable assets and minimize the others so as to make the volunteer teacher as productive as a paid instructor, and probably more effective in a few areas.

There are, of course, the ten commandments of working with volunteers. They apply to teachers as well as to other volunteers:

1. *Continued participation depends upon rewards;*

2. *Volunteers must see the relationship of the job they do, however small, to the total effort;*

3. *Volunteers must be made to feel the importance of their contribution;*

4. *The first efforts of a volunteer must be simple enough to insure success;*

5. *Volunteers must have opportunities to grow and learn;*

6. *Volunteers must be encouraged to make as many decisions as possible;*

7. *Volunteers work best in a friendly, warm atmosphere, where their efforts are obviously needed and appreciated;*

8. *Volunteers must not be taken for granted;*

9. *Keep volunteers informed about developments in the organization;*

10. *Care enough about volunteers to learn about their strengths.*[2]

But there are challenges that apply particularly to those teaching. For instance, volunteer teachers have skills they are not aware of. The average person has many talents that people would like to learn. S/he does not realize that s/he has those abilities or that other people would be interested in learning them. Persons who have not served as teachers find it difficult to conceive of themselves in that role, says one educator. "A businessman often doesn't stop to think that he might make a good teacher. The plumber who didn't complete high school may know that he's a good plumber, but any kind of teaching has an aura of advanced formal education about it."[3]

Finding out what skills a person possesses and which are marketable is a tricky process. One administrator recruits teachers this way:

> *The "ten minute quiz" is a fast and fun way of getting volunteer teachers. As an administrator, I know what people want to learn and what classes will be popular or at least potentially viable. When someone approaches me and says, "Your program is great! I only wish I had something to contribute," I start by asking what that person does for a living, what his hobbies are, what he does in his spare time. As soon as I find something that might go, I make up a course title on the spot.*
>
> *For example, a middle aged woman walked into our office and asked me to speak to her AAUW chapter. After telling me how much she admired the program and wished she had something to offer, she mentioned she was working. What kind of job? Real Estate. My response was that a course on "Buying a House" would get 10-15 eager people. A young woman came to one of our meetings. Her job? Interior decorating. "Budget Interior Decorating" for people trying to get some tips on improving their home without spending much money would get at least 20 people. As soon as you mention one subject they catch on and can come up with others.*

The technique is the reverse of the usual approach to volunteerism. The listing of organizational needs and asking if anyone can type or teach basic English provides the person with an excuse for not volunteering, and leaves the impression that s/he is merely filling a hole. Instead, the administrator starts with a person's skill bank and then matches it with the need. Rather than filling a hole, the volunteer has created something.

People with white collar jobs or a college degree are not the only ones who have talents to offer. Those without formal education or interesting jobs also are a valuable source of knowledge, often possessing skills the educated white collar person does not have. The volunteer recruiter mentioned above relates:

> *A couple of years back two men came into my office, one asking about the classes we had to offer. The other man was short, with a stubble of a beard and went into a high-school-back-of-the-classroom slouch when he found out we were something like a school. After answering the first man's questions, I tried to engage the other man. At first he said, "You know, school just went in one side of my head and out the other." But after finding out his occupation, which was a short order cook, and a little more about him, I told him there were people who could get a*

job if they knew something about fast food cooking. After awhile, he was sitting on the edge of his chair claiming, "Not anybody can fry an egg you know. It's a skill. You don't want your yolk broke, or the edges burned." And the man was willing to teach.

Another fundamental problem with volunteers is one common to all teachers - they have a tendency to teach as if they were in school. Volunteer teachers are unacquainted with andragogy, or how adults learn, and have little knowledge of good process techniques. Their only teaching models are schools or college, both of which are poor ones to follow for the informal teaching of adults.

The administrator needs to brief the teachers on methods of instruction. Because of the school model, a person teaching an academic subject will have a tendency to preach the subject, giving lectures and assigning more readings than the participants will have time to read. For technical subjects there may be no model at all and teachers will want some hints on how to proceed. The volunteer teacher needs to know that s/he does not have to use a blackboard or give a lecture in order to have an effective learning situation.

A peculiar problem with voluntary learning situations is that the criteria for a successful class is very high, much higher than a formal school setting. Because there are no external rewards, and because it is so easy for participants not to come back the next week, the class must be truly worthwhile. Unfortunately, the attitudes of both the teacher and participants reinforce the high standard, which of course is most difficult to achieve. A volunteer teacher should be informed the class may not go as well as s/he expects it to, and that does not mean the class is a failure.

This leads into another problem in dealing with volunteer teachers - how to deal with failure. In the learning situation which we are discussing, a non-credited, more or less informal learning situation, the drop out rate is very high. People drop out for many reasons, not all of which are bad. Some people may drop out because they have learned all they have come to learn, and others may drop out because the subject matter was not quite what they were looking for. This is a legitimate drop out and volunteer instructors should be aware of this. Others will drop out because of a lack of self-motivation or extenuating circumstances, but this too does not necessarily mean that the teacher is to blame. For a class that has seemingly failed, it is important for the administrator to get in touch with the teacher to find out why the class may have failed, and to ask the teacher to try again.

A SCHEMA FOR ADMINISTERING THE VOLUNTEER TEACHER

The following is a sample schema for administering a session of classes utilizing volunteer teachers. Of prime concern in administering such a session is that the volunteer teacher feel in control of the class in terms of both content and process. Because the person has volunteered out of his or her own need for sharing knowledge, and also has some enthusiasm and commitment, the volunteer feels constrained by a previously arranged situation. Let the volunteer take the class and run it. What is taught or talked out, and how the learning situation is structured, is up to the volunteer instructor and the participants.

Logistics should be done for volunteer teachers if possible. The place should be lined up and other problems worked out, such as who is to open up the building, is there space enough for everybody, chairs, supplies, etc. Again, because of the interest in their class and time constraints, don't confuse teachers with other issues, such as, how do we run this organization? Organizational matters should be left up to the staff, other volunteers, committees, or board of directors. A few key teachers who have taught for a time and show an interest in these matters could be sought to help out.

With these things in mind, the following represents a sample schema for a typical ten week class session.

Weeks -4 to -2: The administrator should seek out volunteer instructors and brief them. The orientation should include a statement of the organization, what to expect and teaching tips. The teacher should have a general but clear concept of the organization, its purposes, goals, and method of operation. A description of what the teacher can expect is most helpful. For example, what kind of people will be coming? How many registrants do you usually get? What are the participants looking for?

Good teaching tips are often appreciated by many instructors, especially those volunteering for the first time. The orientation can be done casually or formally. The information could be given informally over the phone or in person. A

pamphlet mailed to teachers or an information session for all instructors are examples of a structured orientation.

Weeks -2 to 0. The administrator concentrates on registering participants and working out logistics in terms of time, place, supplies and equipment needed. Logistical work should be completed before the first class begins.

Week 1. Critical Point. The administrator should see or call each teacher as soon as possible after the first session and ask, "How did it go?" The first session is usually the most important one, as the teacher will be getting over primary tension, s/he will see how many people showed up, and participants will find out whether or not they are really interested in the class. Any problems or insecurities that develop need to be corrected shortly after the first meeting. The follow up call is both a debugging mechanism and a morale support for the teacher.

Weeks 4 - 7. The administrator who has some time or wants to do a particularly good job may want to sponsor a workshop on good teaching (optional). The workshop should be short, one week night or a half day on the weekend, and feature the philosophy of facilitating and tips on techniques. These could include how to lead a discussion, role playing, learning games, or a discussion of problem situations.

Weeks 7 - 10. Critical Point. By this time the class has either gone well or poorly, and the teacher has some ideas about the class and what might go better next time. This is a time when the administrator should hold a social gathering to offer some thanks to the teachers and give them a chance to get to know other teachers and participants in an informal atmosphere. A constant element in volunteerism is the desire for social interaction with other people, and this desire can be satisfied (in order to keep your volunteers) and also used as a support building session. The gathering should be informal and not fancy, with some food and drink and a chance to talk and get to know others. Serious discussions should be done informally but not discouraged. The good administrator will roam around, key in on discussions, take mental notes, and solicit further help.

Weeks 10 to +2. Critical Point. After the classes are over, the administrator still has some work to do. S/he must call each teacher for the following - comments, thank you, and re-enlistment. Comments on the class plus suggestions and criticisms on the administration of the classes should be sought. "What did we do that we should change next time?" "What criticisms do you have on the operation?" The administrator should express a short but explicit "thank you" to the volunteer teacher. Although the teacher obviously got a lot out of the class, most appreciate an acknowledgement of their contributions. And finally, with the last class still in mind, the volunteer will be in the best frame of mind to agree to teach again. If the class failed, the administrator will be in the best position to convince the person to try again. If the class was a success, it is the most opportune time to encourage another good happening to occur.

The volunteer instructor offers knowledge, enthusiasm, a touch of common wisdom, and a great deal of warmth and community in a learning situation. While understanding their unique characteristics and how to deal with the problems of the volunteer teacher, the administrator can utilize this wealth of human talent to the optimum for both learning and organizational benefit.

Footnotes

1. *Evelyn R. Kay, "Adult Education in Community Organizations 1972," Office of Education (Washington, D. C.: U. S. Government Printing Office, 1974), p. 22.*

2. *Julia Abrahamson, "Who Volunteers and Why? in Working With Volunteers (Washington, D.C., Adult Education Association of the U. S. A., 1956), pp. 10-12.*

3. *Jane Lichtman, Bring Your Own Bag, A Report on Free Universities, (Washington, D. C., American Association for Higher Education, 1973), p. 34.*

AUSTRALIA:

The Impressions of a Friend

By Ivan Scheier

INTRODUCTION

A good Bicentennial year was bound to have its bad moments. For example, I could have sworn I heard a claim that Columbus discovered volunteerism (and it's still registered at the U. S. Patent Office).

With Canadians as neighbors, we should know better. I doubt if argument, or evidence on the point is necessary, though NICOV has some if you wish: you can expect organized volunteering in any modern industrialized society which seriously aspires to be free. Informal voluntary action of a helping nature is probably planet-wide in significant occurrence. In both senses, volunteering is alive and struggling vigorously in Australia.

I believe a census of Australian volunteers would find roughly the same proportion involved as here, in much the same ways and for many of the same reasons.[1] They might cluster more in the middle-age ranges --Australians want to do something about that--and the proportion of women to men might be somewhat higher.

A census of volunteer coordinators would reveal far fewer, proportionately.[2] The career specialist in volunteer administration was virtually unknown until very recently. This is rapidly changing today, as indicated later.

The above surveys are imaginary as applied to Australia. I hope my impressions and observations are less so. They are based on a one-month workshop and consulting tour of Australia in 1973, plus a second tour of almost two months in March-May 1977. The 1977 tour included 30 - 35 workshops; about a dozen consultations with Boards, government and political leaders; and about ten public addresses. There were also about 15 experiences with newspaper, radio, and television interviewers. This provided opportunities for interaction with an estimated total of about 2,000 Australian volunteers and volunteer-related staff, ranging from superficial (question and answer period after a public address) to quite intensive.

Both tours concentrated on three of the six states in Australia: Victoria, South Australia, and Tasmania. The 1973 tour also included brief experience in the Australian Capital Territory (Canberra), and the Northern Territory (Darwin). Finally, there was some interaction with people from the other three Australian states, at national conferences and workshops.

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The variety of this experience prompts a first conclusion, or rather caution: *volunteering varies as much from state to state in Australia as it does here.* It varies similarly from great metropolitan centers like Melbourne and Adelaide, to middle-sized and smaller communities such as Hobart, Bendigo, Burnie, and Devonport.

Another background experience is shared by many of us: Australians visiting here. NICOV has hosted about a dozen such visitors since 1973, in four instances for more extensive study at the Center, ranging from 10 to 50 days. Between two and four more visitors are expected within the next six months.

It was a particular pleasure to spend time with two Australian "volunteer ambassadors," both here and in Australia. Margaret McGregor, AAVS' Australian member developed a fine, large and happy volunteer program at Southern Family Life Mental Health Center in the Melbourne suburbs. She is now planning to develop volunteer programs for senior citizens. John Wise has been instrumental in initiating the development of two distinct volunteer resource centers in the Melbourne area: one local and one statewide.

Given all this experience, I can, of course, still be wrong in any of my conclusions, and expect to be on some of them.

TERMS OF REFERENCE

There is some reason to believe Australians and Americans speak the same language. In any case, they seem to understand us, readily consuming NCVA Clearinghouse material, Marlene Wilson's book, NICOV publications, etc. They comprehend my presentations quite well, judging from the insightful comments and questions. Naturally they are puzzled and, I suppose, somewhat amused by the thickness of our alphabet soup; possibly a bit more so than residents of North America.

I am not sure we always understand Australians quite so well. In any case, international shifts in terms of reference can occasionally be devastating. My advise to visitors is to avoid American idioms like the plague, and, if you can, anything that might sound like Australian idiom. Midway in my second tour, I discovered that "NICOV", as pronounced here, is a faintly off-color expression. (Henceforth, it was called "um--the Center," trusting our NCVA cousins would forgive.)

Volunteer "Coordinator" readily transaltes; Volunter "Director" or "Administrator" are rarely used terms; "Volunteer Bureau" is understood but pronounced differently; "volunteerism" is accepted courteously but with some regret; "recruiting" volunteers can become "attracting" them instead (some Australians don't favor the military connotations of "recruiting"); a "plan" is a "scheme"; "boards" are understood as such but also often called "managing committees"; government is called the same kinds of names; the Australian national sport of "bashing social workers" is about what you might expect; "foundations" are "trusts"; and "dollars" are precisely translatable as scarce.

"Volunteer" and "voluntary" are confused, as here. If you know anything about "volunteers," you are supposed to know everything about the "voluntary (private) sector," even though, as here, some private organizations don't involve volunteers, and many government agencies do. On a national radio talk show I was asked to advise the Australian government on their new "voluntary wage and price freeze scheme." Mainly, I laughed and thus escaped deportation.

PROGRAMS

Types of volunteer programs are similar. Indeed, sometimes they are essentially the same programs. For example, the Red Cross is strong in Australia and so are such programs as "Meals on Wheels" and "Lifeline." Volunteers do much the same kinds of things in mental health, welfare, youth work, and criminal justice. In rough translation "honorary probation officer" (HPO) is our "volunteer probation officer." Incidentally, the "HPO" program, in Victoria, has been in continuous and unbroken existence for sixty years.

There are new programs, too. For example, the Services to Youth Council in Adelaide has a "Volunteer Bureau" which places unemployed youth in volunteer positions, to build self-confidence, experience, credibility, and contacts toward paid employment.

My impression is that, compared to here, volunteer programs are slightly more likely to be organized on a semi-independent or auxiliary basis, but this too appears to be changing steadily towards integrated "unpaid staff" models. When the latter do occur they sometimes tend to go quite strictly by the book; highly organized and

tightly controlled in areas such as recruiting, screening, training.

Here is a double irony, illustrating how travel abroad narrows one's self-perception. In 1973, I began to appreciate an Australian style of minimally managed volunteer efforts. From this, NICOV developed people approach,[3] free-flow, network concepts of volunteering, and I brought some "back home" in 1977. On four or five occasions, after such presentations, proprietors of quite tightly controlled programs came up to me and said something like, "we did just what you suggested in 1973 (or in your 1971 book). Thanks."

Nevertheless, the catalyzed (versus controlled) style of volunteer effort continues. In Devonport, Tasmania, a free-flowing, informal and effective network of volunteers seeks out people with incipient mental health problems, and works with them in their homes and in the community. Mental health professionals encourage and support the volunteers in this, but do not supervise them.

Again, a quite highly placed political leader asked me to respond to a position paper describing a proposed neighborhood volunteer networking plan and process. I found the plan impressivley humane and sophisticated.

CONCEPTS, PHILOSOPHY, VALUES IN VOLUNTEERING

On the average, Australian volunteer leadership is more comfortable and insightful than we are in philosophical and conceptual discussions, provided the ultimate import is pragmatic in application, rather than theory for its own sake. (AVAS could do quite well here.) For example, it seems less of a feat for the average Australian volunteer leader to visualize an overall integrated framework of volunteering which comprises informal and formal helping; self-help along with other-help; advocacy ("pressure groups") and boards, along with service volunteering. Jean Hamilton-Smith's 1973 Australian article, "Changing Trends in Volunteering"[4] is a little ahead of any similar 1977 paper here, in my judgment.

As noted earlier, the concept of "people approach" developed at NICOV these past few years was pretty much a direct steal from Australia, and John Wise of Australia helped greatly in its development.

Australians were simply over my head in some concepts. For example, some said that volunteering in America was part of a citizen participation tradition which is not as strong in Australia. I lost it here. Is is that Australians are more independent? Apathetic? Expect their government to do more for them? (I agree with the latter.) But if any of the reasons apply, why are there so many Australian volunteers; on what other basis do they get involved? Conceivably, it could be more an individual than a societal impulse, if that makes any sense at all to propose as explanation.

PROBLEMS, ISSUES IN VOLUNTEERING

A good index is the content of volunteer workshop programs, when based on prior learning needs assessment (which the Australians do as well as we). Asked to review these programs in terms of my own participation, I felt thoroughly at home in virtually all the 30 to 35 workshops.

The fact is, given a few changes in spelling and terms, these workshop agendas could play in Peoria any day, or Edmonton, Orlando, Washington D C., San Francisco, and Tucson.

The most frequently occurring topics will be thoroughly familiar to the American attendee: volunteer-staff relations; recruiting (attracting) volunteers; including ethnic (minority) people; the role of the volunteer; training volunteers; fund development; reimbursement of volunteers; and, especially in Victoria, the role and training of the Volunteer Coordinator. Even the "minor topics" occur with about the same frequencies: for example, liability and insurance coverage for volunteers, where to get the insurance and who should pay for it.

There is a quickening interest in volunteer program evaluation, much as here, and several evaluations are completed or in process.

Australians are more heavily into training volunteers than we are. The training is often sophisticated, intensive, and lengthy by our standards. I encountered several two or three-month pre-service volunteer training programs, one of eight months duration; and a couple of two-year marathons! I'm not sure I understand why. Possibly, it's because the arrival and dominance of the paid professional is of relatively recent vintage in Australia, and volunteers may still be seen more often as carrying the ball themselves. In any event, the problems of the long pre-service training are evident: volunteers drop out

to take paid positions or other volunteer work, or complete the training to find the volunteer program has changed and the volunteer jobs are no longer there.

In-service volunteer training is somewhat less emphasized than here.

Australians are receptive to the role of education in the encouragement of volunteering. Thus, a very brief mention of NICOV's current project--the development of a high school course in volunteering--brought quick understanding and response from a number of Australians. One of them plans to make this a major objective of his study tour at NICOV next winter.

Conference "recommendations-to-government" are another index of vital issues. I witnessed this twice, once very thoroughly at a national workshop. There were recommendations pertaining to government obligations to involve volunteers; and (more perceptive than one ordinarily finds here) to look carefully at the relation between public service employment and volunteering.

There are differences, too, of course. The women's movement in Australia is not very strong and apparently not targeted to volunteering as a key women's issue. This discussion was rarely heard.

Volunteers as "cheap labor" and volunteers and trade unions are heard distinctly more often. Australia is (hopefully) recovering from a serious bout of unemployment and unions are strong here.

Australia's government operates and/or funds proportionately more social services than our government does; hence volunteer support and growth questions revolve even more around what the government is doing and should do.

RESOURCES: FINANCIAL AND ORGANIZATIONAL

"The funding problem" is as chronic as here, but the options are weighted differently. A far higher proportion of funding comes from one of the three tiers of government: local, state, or national. Community Chest (United Way) where it exists at all, tends to be at a preliminary, experimental stage. The trusts (private foundations) are increasingly active generally, and in support of volunteering, but their relative share of resources in Australia seems distinctly less than here. Nor did I see much of significance in business and industry support. Community fund-raising, such as opportunity shops, is certainly employed, and done well. But, in general, government, even more than here, is the preponderant option for support of volunteer programs. A sting in this is the relatively recent switch from a more to a less human service-oriented federal government.

Australians have far fewer specialized volunteer resource people and organizations than we do. This is changing; hopefully it will halt before they bewilder themselves in the American manner. At my request, the Alliance for Volunteerism sent a cable greeting the 500 attendees at the opening conference in my tour. It was a friendly and gracious message, I thought, and some Australians expressed appreciation for it. What they could not appreciate is how we ever got to the point where an Alliance was necessary.

In 1973, I remember meeting only one or two people who even knew what a volunteer coordinator was; today there are scores and scores of them, and their numbers are increasing rapidly.

In relatively recent years, Australians have experimented with Volunteer Bureaus, ordinarily not finding them too workable. Today, there are several new ones beginning, including the Youth Employment Volunteer Bureau in Adelaide, and the Southern Regional Volunteer Bureau in Melbourne suburbs. Both of these promise to be strong.

The three states visited have numerous Citizen's Advice Bureaus, an adaptation from England, which is essentially a local volunteer-operated information and referral service, not associated with a volunteer bureau. Victoria alone has about 40 of these. Sometimes CAB's also operate face-to-face or telephone counseling services, but social workers are inclined to dislike this.

Victoria has a new statewide volunteer resource center, believed to be the first such in Australia, and at least analogous to our state offices of volunteerism (Governor's offices).

There is also at least one state government human service agency, with in-house regional volunteer coordinators: the Department for Community Welfare in South Australia.

AMONG NATIONS

Every now and then there would be a

quiet question of this type: "Is Australia behind, and how far?" It was always a tense question, at least for me. Of relatively small population, and isolated as they are from most of the English-speaking world, Australians do look at volunteer development patterns abroad, mainly, I believe, ones in England and the United States. For example, Alec Dickson of England was here last year, and deeply impressed many Australians.

Fairly frequently, Australians adapt or adopt these patterns; occasionally they do so with more confidence in our wisdom than is deserved. For example, it was widely felt that having coordinators devoted exclusively to volunteer development would likely move a volunteer program ahead: well and good. But beyond that, some seemed to verge on the expectation of panacea. "Let's just deposit all volunteer problems on coordinators and they'll solve it all." Here, I had a horrible déja vu experience. Some of us said the same thing here about ten years ago.

At such times, I tried to say to my Australian friends, without getting too excited: If you're going to look at us, look at our misconceptions and mistakes, too.

In any case, this article has indicated a balance of instances in which Australian volunteering may well be more advanced than we are. I firmly believe Australia has as much to teach as to learn. If only they would admit it!

Teaching and learning among nations should not imply standardization in volunteer models. I think we already have too much pressure for it here, and would hate to see it creeping overseas.

I'm also aware this article may be interpreted in support of standardization; I've seen more similarities than differences between Australian and American volunteering.

In the first place, I'm suspicious of this kind of conclusion. At least partly it could result from imposing my frame of reference on another nation. Yet, repeatedly asked to scrutinize this possibility, my Australian friends did not appear to think this was happening. Moreover, some of my "data," such as workshop program content, are reasonably "objective."

Provisionally, I conclude that there are strong harmonics between us in the social program dynamics of volunteering, but the coloration is cultural, and must remain so. By this I mean the responsiveness of volunteering to crucial differences in needs and people, national and local.

Therefore, when it comes down to it, Australians have only to be as good as Australians. That's good enough. To be sure, Australians struggle, as we do, with social problems such as racial and ethnic discrimination, inflation, taxes, the responsiveness of government to its citizens. Still, when all this grappling is done, Australians remain, as individuals, the most decent, open, considerate, and kind people you will ever meet.

This is the stuff volunteers are made of.

As the Australians say: "She'll be right."

FOOTNOTES

1. *ACTION. "Americans Volunteer-1974," ACTION Pamphlet 4000-17, February 1975, 36 pages.*

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3. *Scheier, I. H. People Approach: Nine New Strategies for Citizen Volunteer Involvement, NICOV, January 1977, 116 pages. Available from: VOLUNTEER, P. O. Box 1807, Boulder, CO 80306. $5.00 per copy.*

4. *Hamilton-Smith, Jean. "Changing Trends in Volunteering," Australian Social Work, June 1973.*

Why I'm Not A Volunteer!

(a not-so-tongue-in-cheek confession of a former volunteer)

SOMEHOW, I get the feeling that not to be a volunteer in someone's program today is to be uncivilized. But, like many of my fellow sitter-outers, I have my reasons for letting opportunity pass me by. You, the program operator, the professional, have supplied me with them. Do you really want to know why I am not a volunteer?

1. For a long time I never knew you wanted me. You communicated quite well, "I'd rather do it myself, mother". You are articulate in expressing your needs in dollars and decimals. Your silence on service, I figured, was your last word.

2. Once you did call for help, and I stepped forward. But you never told me how to get started. I later thought that maybe what you actually said was, "Why don't we have lunch.....sometime?"

3. I persevered however, I reported for duty. You turned me over to a department head, and he in turn, sent me down to the section chief. He was out, and the secretary did not know what to do with so rare a species as a volunteer, so she suggested that I get in touch next Tuesday. I called, but my message got lost.

4. I might have overlooked the run-around. People cannot be blamed for doing the best they can, and the worst and best are hard to distinguish in the emptiness of a vacuum. For some reason, I thought you as their leader would have given a bit of thought before-hand to what you would do with me, a volunteer, or at least let someone else know I was coming and give them the worry of organizing the situation.

5. Come time for the spring mail-out, and I and my neighbor appeared on the scene. We worked; for two days we licked stamps and envelope flaps, until the steak at supper tasted like tongue. Then I learned from the slip of a clerk that before our coming you had turned off the postage machine. I really cannot blame; if you had not gone out of your way to make work for us what could a couple of volunteers have done for two whole days?

6. I tried again a number of times. But you really did not expect much from me. You never trained me, nor insisted that my work be to a standard. A particularly tough day was coming up for the crew, and I cut out - it was a perfect day for golf. On my return, you said nothing of my absence, except to ask about my score. I never learned if my truancy made any difference.

7. In spite of all, I think I did make a contribution. But the only real thanks I got was a letter from you - a form letter. I know how "demanding" this letter was on you. My neighbor had typed the master copy, I had copied it and together we forged your name, stuffed the envelopes, sealed, stamped, and mailed them.

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THE YOUTHFUL VOLUNTEER IN THE SEVENTIES: A TARNISHED VISION

By Larry Stockman

> *"Your old men shall dream dreams, your young men shall see visions."*
>
> (Joel 2:28)

Introduction

Young people in the seventies, just like those of the thirties, fifties and sixties, want to be respected for what they are as individuals and for their achievements. Their greatest concern, not unlike that of their predecessors, is self-fulfillment. Like those before them they still see visions, not with the idealism so common in the early sixties but with a pragmatic realism taught through the anti-war protests of the late sixties and the tarnished images of so many of their leaders and heroes of the sixties and seventies. If the moods and behavior of American youth change, however, it is not without significant and profound societal change.

Recalling the past twenty years, we become very aware that societal change has been both frequent and massive. The Eisenhower years suggested political passivity, cultural conformity, conservatism and economic ambition. The Camelot period offered a new consciousness to youth as a social force, a spirited idealism and a new concern for minorities and their rights. With that spirit hundreds of thousands of Americans volunteered to spend years of their lives, to live in difficult environments, and to give for their neighbor - simply because they enjoyed it.

Then the escalation of the Vietnam War seemed to cast a spell of cynicism, helplessness and anger over the nation as a whole. As the war continued to expand and intensify, so did the escape into the new drug culture. As the nation had been asked previously to help its neighbors, it was now asked to help kill them. America grew sick with depression, paranoia and a rampant schizophrenia. Rejecting the war meant rejecting not only authority, institutions and their leaders, but the traditional success goals and the rationale for caring about one's country and its leaders, one's church, school, community, and too often, one's family.

In the early seventies, new revelations of corruption in politics, mismanagement of the FBI and the CIA, and the growing concern about the world network of multi-national corporations have aroused some concern, but for the most part, the young people of this generation appear almost as quiet and hard working as those of some twenty years ago. Even so, there are significant differences.

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Not to understand and appreciate the patterns of behavior and the mercurial moods of the young is to neglect a major and potentially powerful volunteer force. As a result, I shall attempt to accomplish the following objectives:

1) *to offer a profile of today's youth based upon national, regional and local studies;*

2) *to consider young people's motives for volunteering and some possible new challenges to American youth for volunteering in the twilight years of the seventies; and*

3) *to suggest some alternatives for program development for both the paid employees of volunteer programs and volunteer coordinators.*

The resources of youth are nearly limitless, and there are literally thousands of ways of utilizing those resources effectively. The unmet needs of our society are enormous and there is a place for any young person who wants to become involved in the fulfillment of some of those needs. Further, young people yearn to be needed, for not to be so devastates their self-esteem, potential for achievement and personal satisfaction. Never have the opportunities for young people to serve and help been so manifold. Fortunately, government commissions and agencies, schools and universities, hospitals, civic organizations, prisons and even corporations and multi-nationals are increasingly aware today of the importance of involving youth in work projects.

Many of these agencies recognize the dilemma of most youth - satiation with information and ideas, yet a hunger for real-life skills and experiences. Francis Bacon understood this yearning and expressed it succinctly about 400 years ago when he said, *"Youth are fitter to invent than to judge, fitter for execution than for counsel, and fitter for new projects than for settled business."*[1]

Young people in 1977 are:

(1) Awaiting the challenge;
(2) Yearning for experience;
(3) Groping for self-esteem;
(4) Searching for self-fulfillment.

The key to it all might be to offer the opportunities and to make certain that the young shall continue to have many visions and not be forced only to dream.

Profile of Today's Youth

Research suggests that directors, coordinators and leaders of volunteer centers and programs should be optimistic about the next few years. Major studies (Nehnevajsa & Karelitz, 1976; Americans Volunteer, 1974) indicate a continual rise in voluntarism for all age groups. In 1974 a national survey was conducted for Action in which sixteen major cities throughout the United States were selected for analysis (See Table 1, pg. 21). In his analysis of this data, Nehnevajsa (edition forthcoming) suggests that young people up to eighteen years of age keep pace with the overall volunteering percentages. In fact, in St. Louis (10.8), San Francisco (6.0), Detroit (5.2), Minneapolis (0.7), Washington, D. C., (0.3) and Denver (0.2), the percentage of young volunteers is higher than the overall percentages.

A national study just being completed at the Center for Urban Research in Pittsburgh[2] reveals that in 1976, 38.3 percent of the people in the United States (overall population), but only 24.5% of our young people (20 years of age and below) are involved in volunteering (See Table 2, pg. 21). This represents a differential of 13.8 percent. Likewise, overall, Americans average 373 hours of volunteer work per year, whereas youth average 249 hours, a 124 hour average difference per year.

These two studies indicate that while there seems to be an increase in both the percentage and average hours volunteered overall during the past three years (1974-76), young people may not be following that general pattern. It is true that there is an increase in the number of hours volunteered, but the fact that only 24.5 percent of the young people are currently volunteering as opposed to 38.3 percent overall suggests that some further analysis is necessary.

A 1974 national survey of young Americans (18 years of age and under) conducted by the Gilbert Youth Research Corporation[3] did not ask specific questions about volunteering. Nevertheless some of the results of that study imply specific behavioral patterns, attitudes and values of young people which, I think, have a bearing upon volunteerism. For example, 92% of those surveyed believe that high school students should work; 77% say they are satisfied with their high school training; 59% felt that they have good

Table 1

National Percentages and Average Hours of Volunteering for the Total Population and Youth up to Eighteen Years of Age for Sixteen Major U. S. Cities*

City		Total Population		Up to Eighteen Years of Age	
		Percentage	Hours	Percentage	Hours
Philadelphia	(12)	21.4	133.4	25.0	91.7
Seattle	(1)	40.1	114.1	42.3	51.2
Minneapolis	(5)	32.6	118.9	33.3	119.1
San Francisco	(7)	26.1	163.0	32.1	61.2
Washington,D.C.	(8)	25.5	151.6	25.8	78.1
St. Louis	(4)	35.0	146.1	45.8	119.0
Atlanta	(6)	27.8	109.0	22.7	70.1
Indianapolis	(2)	39.3	94.1	36.8	53.6
Denver	(3)	35.5	77.7	35.7	50.0
Dallas	(10)	23.2	157.8	11.4	119.0
Baltimore	(11)	23.1	123.7	17.4	118.7
Los Angeles	(13)	20.9	155.2	9.9	80.5
Boston	(15)	15.9	117.3	9.1	45.8
New York	(16)	12.2	177.0	10.2	289.7
Chicago	(14)	19.0	103.7	12.5	97.1
Detroit	(9)	23.6	91.1	28.8	32.4

*American Volunteers Survey, 1974, ACTION, Washington, D.C.

Table 2

Groupings of Volunteers	Percentages	Average Hours Per Year
Overall	38.3	372.8
Twenty years of age & younger	24.5	249.1

relationships with their teachers. Furthermore, 92% list "happiness in life" as their primary goal, and 46% expect to make more than $25,000 annually at the peak of their careers.

What do such statistics reveal about young volunteers? First of all, the overwhelming majority of students want to work, at least part-time, year-round; yet, only half of the students are actually employed. In other words, there are a great many young people wanting to get involved in work-like projects, but expectations are not being met in numerous cases.

Secondly, while there is some student discontent regarding relationships with teachers (41%), the majority of students are positive. Teacher disinterest and apathy are listed as the major causes of poor relations. However, students are quick to praise those teachers who give individual assistance, who show a desire to help, an ability to relate and a pleasant personality. Above all, 77% of the students claim to be satisfied with their high school training. Although this information is not directly relevant to volunteerism, it does indicate that generally young people today want their teachers to be concerned, involved and personable. The question as to whether the qualities students expect in their teachers and leaders are the qualities they themselves possess remains to be answered.

Thirdly, nearly half of today's high school students expect to earn more than $25,000 and three-fourths expect an income of over $15,000 annually at their career peak - rather high expectations I would think. These aspirations not only differ from those students over the past twenty years, but also differ radically from the income level of their own parents. Again, although not directly related to volunteerism, these attitudes regarding making money do support the feelings of volunteer coordinators I have spoken with, namely, that young people are willing to volunteer when it fits into their school work and/or their career plans.

Fourthly, the Gilbert national study finds that whereas only one-fourth of the young people attend church regularly, more than fifty percent consider themselves to be religious. Nevertheless, students' interests and energies are channeled into school, work, and activities with their friends rather than into their religious beliefs. In support of these findings, in the national study just completed by the Center for Urban Research at Pittsburgh, it was found that only 11% of those volunteering have either a weak or no religious commitment, while 67% have a strong commitment to religion. Totally, 89% of the volunteers are committed to religion.

Last year we surveyed the values and attitudes of the 29,888 students at the University of Pittsburgh, a large urban institution. Over half of its students are commuters and tend to be conservative and highly career-oriented. An ethnic and religious flavor is also prevalent within the student body. In this study we asked students about volunteering. Overall, 45% reported that they do volunteer work, and that 54% of their fathers and 67% of their mothers volunteer as well. We were unable to distinguish any notable difference in volunteering patterns according to ethnic background and preference. However, the religious variable was significant as far as volunteerism is concerned, both according to religious background and type of volunteer work (See Table 3, page 23).

Through the research data presented I have tried to paint a profile of the young person today, to focus on those economic, social and cultural characteristics which have the strongest bearing upon young people. In summary to this section I believe the following conclusive statements express adequately the attitude of youth today.

- *Today's youth have little interest in fighting a social revolution.*

- *Today's youth, however, are interested in today's world - very interested. They have a new approach - bite off a small piece and work exclusively at what's wrong until it's corrected.*

- *Changing the world, or even the United States is not their major goal - community involvement and action is their approach.*

- *Today's youth are pragmatic - they take their problems as they come. They plod along - getting through school, getting a job, beginning on a career.*

- *Today's youth are honest and forthright, and they expect their leaders to be the same.*

Table 3

University of Pittsburgh: Volunteering Percentages of Students and their Fathers and Mothers by Major Religious Preference (as estimated by the students - 1976)

Religious Preference	Student	Father	Mother
Protestant (19%)	47.6	52.9	70.5
Catholic (31%)	44.5	51.8	63.9
Jewish (10.5%)	55.6	57.1	76.7
Agnostic (20%)	39.2	52.6	65.8
Others (19.5%)	48.7	64.7	63.2
Overall	45.0	54.0	67.0

Program Development and Effective Youth Participation Projects.

Effective projects involving young volunteers flourish with a common purpose. Since our American culture with its bureaucratic and efficient division of labor gives young people so few opportunities to gain experience, it seems crucial to develop projects with the common goals of helping the young to mature, to achieve and to develop confidence about participating in the adult world. The problem (or question) is this: how does the coordinator or leader determine whether a project will meet these goals?

1. The primary means, I think, is to study other projects, to meet their leaders, to present and discuss programs, to identify the characteristics evident in effective programs - traits which make programs more worthwhile.

2. A major criterion is to insure that the project is meeting the needs of the young people involved. If young people are going to enjoy their work and continue to participate, they ought to get the style and the plan of the program. They are looking for self-fulfillment, a way to develop the tools for maturing. This means that the young volunteers should participate not only in implementing the project, but also in its planning. In this manner, the young volunteers are challenged, and meeting the challenge ultimately enhances one's self esteem.

A working relationship with adult leaders and volunteers can be highly productive. In such a partnership, each age group senses their mutual responsibility as learning and support resources for the other. Likewise, such a partnership in planning and work gives the feeling that the volunteer belongs and is accepted by others whom he/she respects. Any alienation or helplessness the young volunteers might feel at home or in other aspects of their lives is counteracted by the unity expressed in the colleagueship of a project designed towards significant common goals.

3. A third major criterion for ensuring the effectiveness and merit of a project is to make sure that the project truly meets the needs of those involved or affected by it - the needs of the community.

The work or volunteering activity ought to meet a real community need. It should not be designed merely to keep the volunteers busy. I would think that the leaders need to ask this question: "What is the most crucial community problem and can the young volunteers help wipe out a community problem by participating?" Likewise, it should be clear that adults whom the young respect are those who hold the project in esteem.

While working at the project, an effective coordinator will make certain that the young volunteers are encouraged to analyze their participation, to reflect upon their work and to continually search for improvements to the project. Discussions ought to be facilitated and group dynamics and communications worked at constantly. Both the volunteers and their leaders and coordinators ought to reassess the goals, objectives and effectiveness of the project frequently. Additional research is needed in this area. Another area crying for research deals with the many learning opportunities and types of effective participation available through youth volunteer programs.

Conclusions

In summary, I will list the following:

1) *Ethnic background does not significantly change the volunteering patterns of young people.*

2) *Parental example (especially the example of the father) does effect the volunteering practices of young people.*

3) *Strength of religious commitment suggests two patterns: those who have a deep religious commitment demonstrate a high volunteering rate. However, many young people today who reject the formal and organized religion of their parents also have a high volunteering rate. The difference lies in the fact that those who have little feeling for or against organized religion also have low volunteering rates.*

4) *Young people list "happiness" as their life goal, and major research findings indicate that people volunteer because they enjoy it.*

5) *Today's youth do not want to fight a social revolution; however, they are ready to "do what they can" and work at it until the wrong is corrected.*

6) *Today's youth are not setting out to change the world, rather, community involvement and action is their concern.*

7) *Today's youth are conservative, practical and concerned about getting through school, finding a job and getting on with their career.*

8) *Today's youth are honest and forthright, and they expect all their leaders to be the same.*

9) *Today's youth are looking for a cause, not something grandiose; rather something tangible dealing with the quality of life.*

10) *Today's youth, like those in the time of Joel, want and try to see visions. Perhaps, when we are thinking of how to find and develop worthy projects we can be always mindful of the reality that if "youth cannot see visions, then perhaps they can only dream dreams." The difference is that visions are prophecies and the food for challenging a staid status quo; whereas dreams deal only with what has been; not with what might someday be.*

FOOTNOTES

1. Francis Bacon, Bacon's Essays: Of Youth and Age, London: Longmans, Green & Co., 1881.

2. While this project addresses itself mainly to "Self-Learning", we were able to insert important questions regarding volunteering into the survey instrument. We acknowledge with special appreciation the cooperation of Professor Patrick Pendland of the Graduate School of Information Sciences at the University of Pittsburgh, who was the leader of the project.

3. See the bibliography: The Mood of American Youth.

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A Primer on Insurance for Volunteers

By Rick Williams

Insurance coverage for volunteers is a relatively new concern for all of those involved in voluntary action. As yet, there is no concensus of opinion regarding this issue on the part of volunteers, agencies, or volunteer organizations. At one end of a range of attitudes is the position that insurance coverage for volunteers runs counter to the spirit of voluntary action. While at the other end, some hold the position that it is too great a risk for volunteers to be in an agency where they are not adequately insured. The confusion in attitudes may, in part, explain why the practice of insuring volunteers is extremely inconsistent.

There are economic, as well as philosophic, reasons for this inconsistency. The question of who ought to bear the expense of insuring volunteers is not easily answered. As a result of the lack of concensus, some agencies have met every contingency in insuring their volunteers while some have not. In those agencies where volunteers are not fully insured, volunteers may be open to legal suits which place an unreasonable financial burden on the volunteers. They may also be entirely uninsured for medical expenses for a personal injury which occurs during their volunteer work.

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The following discussion will outline the three primary areas of insurance coverage of most concern to volunteers (Section I) and will survey the various sources from which volunteers may derive insurance coverage (Section II).

SECTION I

The three primary areas of insurance coverage are: A. Accident Insurance, B. Personal Liability, and C. Automobile Liability Insurance. A discussion of each of these areas follows.

A. ACCIDENT INSURANCE

In general, accident insurance covers the volunteer for an injury, dismemberment, or death as a result of an accident which occurs during the performance of volunteer duties. Accident insurance usually pays for such expenses as medical treatment and hospitalization. Some policies may cover care by a nurse and dental care required due to an injury to or loss of natural teeth as a result of an accident. However, policies vary. While one policy may offer the latter coverage, others may not.

One suggested figure for the limit of accident insurance coverage is $2,500.00 per accident.* This means that the actual cost of medical care up to $2,500.00 will be paid by the insurance policy. The suggested limit for accidental death is

$2,500.00 and the limits for dismemberment range from $625.00 to $2,500.00 per accident depending on the part of the body which is lost.

*(The figures for limits of coverage in all of the areas of insurance discussed in this article are suggested limits only. They are not to be considered either minimum or maximum figures. They are intended to be guidelines. Expenses covered by insurance policies vary from region to region in the United States and expenses such as the cost of medical care rise nearly every year. Consequently, a policy limit which is adequate in the Southwest may be inadequate in the Northeast and a policy limit which is adequate this year may be inadequate next year.)

Example:

While teaching an arts and crafts class a volunteer receives a serious cut to the hand.

The accident insurance policy would cover the costs of medical treatment for this injury within the limits of the policy.

If the volunteer had entirely severed a finger and it could not have been repaired, the volunteer would have received a settlement for dismemberment according to the guidelines of the policy.

Since volunteers are as likely to have an accident as paid employees, volunteers need to be covered by some form of accident insurance which, at least, provides for medical expenses should a volunteer have an accident while volunteering.

B. PERSONAL LIABILITY

This form of insurance protects the volunteer from a personal injury and/or a property damage liability claim arising out of the performance of the volunteer's assignment as a volunteer. The claimant (the person who is suing the volunteer) must prove that the volunteer is responsible in some way for an accident or the consequences of an accident. This can be interpreted in a variety of ways. For example, the volunteer may have been able to prevent the accident; the volunteer's actions in some way contributed to causing the accident; or the volunteer's actions during or subsequent to the accident caused harm or injury. In other words, the claimant must prove that the volunteer was negligent and therefore responsible for the accident

The recommended limits for liability coverage are as follows:

1. Bodily Injury - $100,000.00 per person and $300,000.00 per accident.

2. Property Damage - $25,000.00 per accident.

*Example:**

At a day care center a volunteer has been engaged to run a sports program for the children. During a street hockey game which the volunteer has organized and is supervising, one of the children is struck in the eye by the puck. After treatment at the hospital and by a specialist, it is found that the eye has been slightly damaged resulting in permanent impairment of the child's vision. Consequently, the child must now wear glasses.

The parents of the child feel that if proper precautions had been taken, their child would not have been injured. Also, they believe that a volunteer should not have been solely responsible for the primary supervision of the children. They have, therefore, sued both the volunteer and the agency for liability in this accident.

Personal liability insurance can pay for the costs of legal defense for both the Center and the volunteer and for a settlement within the limits of the policy should the Center and/or the volunteer be found liable.

If a volunteer delivers a service to agency clients or in any way has contact with a client during which bodily injury or property damage may occur, the volunteer may need personal liability insurance.

*(These examples are not real cases nor is there any intended implication of which party is in the right or which is in the wrong.)

C. AUTOMOBILE LIABILITY INSURANCE

Automobile liability insurance covers the volunteer for any property damage or bodily injury which results from the volunteer's operation of a motor vehicle.

One insurance company has set limits of $250,000.00 per accident for bodily injury and $50,000.00 per accident for property damage.

Example:

A volunteer is driving several children to the site of a day camp program. There is a blow-out and the volunteer loses control of the vehicle. An accident follows in which one of the children is injured and the vehicle hits and damages a private fence.

An automobile liability policy would cover, within the limits of the policy, the costs of medical treatment for the child or a settlement if there were a permanent injury. The policy would also cover the cost of damage to the fence.

If the volunteer uses his own vehicle no matter how irregularly, for agency business or operates an agency owned vehicle, he may need automobile liability insurance.

SECTION II.

There are four sources from which a volunteer may obtain insurance coverage. These are: 1. Personal Insurance Policies; 2. Standard Agency Insurance Policies extended to cover volunteers; 3. School Insurance Policies for students who volunteer; and 4. Special and State Sponsored Insurance Policies. Each of these four sources of insurance will be discussed as they pertain to each of the three areas of insurance coverage.

A. ACCIDENT INSURANCE

1. Personal Insurance

The volunteer or his family may have comprehensive accident, or, as it is often called, medical insurance, which may cover the volunteer in case of an accident during his volunteer work. An example of such a policy is Blue Cross/Blue Shield which the volunteer may purchase for himself or his family or may be part of employee's benefits which are offered at the volunteer's or the volunteer's parent's place of business.

2. STANDARD AGENCY INSURANCE POLICIES

Agencies generally offer some form of accident insurance to their paid employees. In some cases these insurance plans have been and can be extended to include volunteers. These policies are usually ongoing comprehensive accident insurance which covers the insured individual whether the accident occurs on or off the job. Consequently, these policies are expensive. In addition, paid employees are in all states covered for accidents which occur while they are working by worker's compensation benefits. In most states volunteers, as un-paid employees are not entitled to worker's compensation benefits.

Due to the expense of both of these forms of accident insurance, it is unlikely that many agencies have or will choose to insure their volunteers through these methods.

3. SCHOOL INSURANCE POLICIES

If the volunteer is a student, his school may offer some form of insurance for him as a volunteer in an off-campus agency.

There are two instances in which the student-volunteer may be insured. One, the school may offer an insurance package through a private insurance company. Typically these insurance policies are not mandatory for enrolled students which means that the student-volunteer must voluntarily acquire this insurance. Two, if the student-volunteer's school has a work-study program, these programs carry insurance which covers work-study students working in off-campus agencies. This coverage may be considered to include all students from a particular school who are in off-campus agencies whether they are paid or unpaid.

There are problems with these sources of insurance:

1) Insurance policies offered through the school from private insurance companies may not cover off-campus volunteer work. This question must be explored with each school's insurance company.

2) Whether work-study insurance can be extended to include all students, paid or unpaid, who are in off-campus placements must also be explored with each school's insurance company.

3) These two sources, school sponsored voluntary policies and work-study policies, are generally exclusively accident insurance. They do not provide coverage for either personal or automobile liability.

4) For both of these sources of insurance there is one over-riding criterion which the student-volunteer must meet. He must be doing his volunteer service in an academically recognized or, ideally, accredited program. If he is doing his volunteer service independent of the school's official knowledge and support, then neither

of these policies applies to him in his volunteer work.

5) In the case of the voluntary insurance policies offered through the school, the student-volunteer must voluntarily acquire this insurance and he must be able to afford this extra insurance.

4. SPECIAL AND STATE SPONSORED INSURANCE PLANS.

SPECIAL: Several private insurance companies have designed insurance packages specifically suited to the insurance needs of volunteers. At least one company offers coverage for all three of the basic areas: accident insurance, personal liability, and automobile liability insurance. A second company offers only accident insurance. Agencies can purchase insurance from these companies to specifically cover their volunteers in one or more of the three basic areas of insurance.

If an agency chooses not to provide on-going accident insurance, many insurance companies offer what is commonly known as trip insurance. This alternative is for special event, time-limited activities such as a skiing or a camping trip. Thus, with this type of policy, a set number of volunteers and clients can be insured for accidents by an agency at a nominal cost ($.50 to $1.00 per person). A drawback for these policies is that, in general, the limits for benefits are minimal. For instance, one insurance policy of this type has an upper limit of $500.00 per person per accident for all medical expenses.

STATE: In recent years some states, prompted either by state agencies which have large volunteer staffs or by central volunteer bureaus, have enacted statewide volunteer plans. At present, approximately 13 states have developed such plans. A general characterization of these plans is difficult to draw since both the extent and the method of coverage varies from state to state. A few states have comprehensive state supported insurance plans which are available to a significant number of volunteers but in no state is this plan available to all volunteers.

One state provides accident insurance to both state and non-profit private agencies which have properly registered their volunteers. This coverage is provided through the state's worker's compensation statutes. Another state has a similar program but the coverage is available for only those volunteers in state agencies and is not offered to volunteers in private non-profit agencies. A third state has an arrangement with an insurance company for that company to offer insurance coverage to volunteers in both state and private non-profit agencies.

State volunteer insurance plans which are provided through worker's compensation are for accident insurance only. Also, inclusion of volunteers in worker's compensation laws does not entitle them to receive percentage-of-salary benefits for the obvious reason that volunteers are un-paid workers.

B. PERSONAL LIABILITY INSURANCE

1. Personal Insurance Policies

A volunteer may have a homeowner's insurance policy for example, which includes personal liability insurance. This policy may not cover the volunteer while working at the direction of an agency. The volunteer's personal policy many not cover him for a liability incurred as part of his employment and the volunteer's insurance company may consider his volunteer work as un-paid employment. Thus, his policy may not cover him while volunteering. In addition, the volunteer's insurance company may regard his agency as the party responsible for providing personal liability insurance to cover him while he volunteers.

2. Standard Placement Insurance Policies

Many agencies, particularly social service agencies, carry general liability insurance for their paid employees. These policies can be extended to include un-paid employees, that is, volunteers. The decision to do so is, of course, dependent on the insuring practices of the agency's insurance company. Consequently, the practice of including volunteers in these policies will vary from insurance company to insurance company and from agency to agency.

3. School Insurance Policies

School sponsored insurance plans usually do not have provision for personal liability whether or not the student is a volunteer.

4. Special or State Sponsored Insurance Plans.

SPECIAL: Personal liability insurance can be purchased directly by agencies from at least one private insurance company which has an insurance package specifically designed for volunteers.

State: Few state plans offer personal liability coverage. Presently when this coverage is available, it is provided through a private insurance company with which the state has an agreement to provide volunteer insurance coverage.[1]

C. AUTOMOBILE LIABILITY INSURANCE

There are two distinct situations in which a volunteer may need automobile insurance: first, if the volunteer, as part of his volunteer duties, uses his own vehicle; second, if he operates an agency owned vehicle for agency business. Both of these situations will be addressed in the following discussion.

1. Personal Insurance

If the volunteer has automobile liability insurance on his own vehicle, this can, although it does not automatically, cover him in the event of an accident during the course of agency-related business. Automobile liability insurance on private vehicles usually is limited to operation of a vehicle for personal use. A distinction is drawn between personal use of a vehicle and operation of a vehicle for business purposes. When a vehicle is operated under agency direction for agency business, this may be considered by some insurance companies to be the operation of a vehicle for business purposes. Therefore, this use may exceed the limits of a policy. Consequently, in order for the volunteer's personal vehicle insurance policy to cover him while operating his private vehicle for agency business, he may be required to have previously notified his insurance company that his vehicle would be used for agency business. The volunteer may also be required to notify his state registry of motor vehicles.

The following are two examples which are given to clarify this point:

1. Driving to and from work (including a volunteer agency) is considered personal use. Personal automobile liability insurance covers a volunteer for an accident during this time.

2. If a volunteer uses his vehicle for agency business such as transporting clients or delivering agency business materials, then his personal automobile liability insurance may not cover him for an accident during this use of his vehicle. This applies to both regular and irregular use of the volunteer's vehicle. For instance,the van which usually transports clients breaks down and in this emergency the volunteer is asked by a properly designated supervisor to transport clients. This is considered business use and the volunteer's personal liability insurance may not apply. Also, if the volunteer is asked by a properly designated supervisor to run an errand for his agency, this is considered business use and, again, his personal liability insurance may not apply.

If an agency requests a volunteer to use his vehicle for agency business he must notify his insurance company of this use of his vehicle before he begins to use it for agency business. In most cases, if the volunteer's insurance company will insure him for this use of his vehicle, this generally means an increase in his insurance costs. The practice of many agencies is to reimburse their volunteers for this additional cost.

Whenever a volunteer uses his vehicle for agency business he needs automobile liability insurance and the primary responsibility for arranging for this coverage is the volunteer's.

The volunteer's own automobile liability insurance does not cover him when he is operating an agency owned vehicle.

2. Standard Agency Insurance Policies

Agencies who own and operate vehicles for agency business have automobile liability policies to cover paid employees who operate those vehicles. These insurance policies can be extended to include volunteers who operate the vehicles. If the agency's automobile liability insurance is not extended to specifically include volunteers, then the volunteer is not covered by this policy when he operates an agency owned vehicle.

If a volunteer uses his vehicle under the direction of his agency for agency business and there is an accident, not only can the volunteer be sued but the volunteer's agency can be sued as well. Therefore, agencies which do request that their volunteers use their private vehicles for agency business usually carry an additional insurance policy. This coverage is referred to as "not owned or hired automobile insurance." The recommended limit of this coverage is $100,000.00 to $300,000.00 per accident.

Agency insurance policies apply only when a volunteer is operating an agency owned vehicle and, therefore, do not cover

volunteers when they are operating their own vehicles for personal use.

3. School Insurance Policies

School sponsored insurance policies usually do not provide automobile liability coverage for student volunteers who are operating either their own or an off-campus agency's vehicle while volunteering.

4. Special or State Sponsored Insurance Policies

Special: Automobile liability insurance for volunteers can be purchased from at least one private insurance company by agencies for volunteers who operate their own vehicles for agency business. This insurance is secondary coverage only. Primary coverage must be provided by the volunteer. In case of an accident, secondary coverage applies only if the volunteer has primary coverage and if claims arising out of an accident exceed the limits of the primary coverage. In these cases primary coverage is the volunteer's personal automobile liability insurance policy.

State: There are two rather limited situations in which state-sponsored plans provide automobile liability coverage for volunteers. First, a few states have extended the state's own automobile liability insurance to cover volunteers who operate state-owned vehicles. Second, at least one state has an arrangement with a private insurance company whereby agencies can purchase automobile liability insurance for their volunteers who operate their private vehicles for agency business.

It is necessary to make a special note of waivers. Essentially waivers request the signer to release the agency from any liability or financial responsibility in case of an accident.

There are two situations in which waivers are used. First, some agencies ask clients or parents of clients to sign waivers releasing the agency from liability. Statements which constitute waivers are sometimes included in permission slips which the client's parents are asked to sign, particularly, but not exclusively for trips sponsored by agencies. Second, some agencies ask volunteers to sign waivers releasing the agency from liability. Although the legality of such procedures is still somewhat in question, the considered opinion of many lawyers is that waivers can not prevent a successful suit for liability. In other words, even though the clients of an agency have signed waivers, the volunteer can still be sued for negligence and sued successfully. If, on the other hand, a volunteer has been or is asked to sign a waiver by an agency, this does not mean that the volunteer can not sue in case of an accident nor that the volunteer can not win such a suit against an agency which is proven negligent.

Conclusion: *The discussion of the various sources of insurance coverage may give one the impression that it is improbable that volunteers are not fully covered by at least one of the four possible sources for the three areas of insurance. This is decidedly not the case.*

A volunteer in a particular agency could easily have no insurance coverage whatsoever. Let us consider accident insurance for a student who volunteers in a state which has a state volunteer insurance plan. Theoretically, this student volunteer could be covered by his own or his family's personal accident insurance, a school sponsored insurance policy, a state sponsored insurance policy or an agency policy. Practically speaking, personal accident insurance policies are expensive. The student or the student's family may not have chosen or can not afford to purchase such a policy. Again, for the same reason of expense or because the school does not offer an accident insurance policy, the student may not have acquired insurance through this source. State sponsored insurance policies are not mandatory. The student's agency may not have chosen to or cannot join the state insurance plan. Finally, for whatever reason, the agency may not have insured its volunteers through a private insurance company. Thus, this student is not covered by any accident insurance through any of the four possible sources of coverage. As one can see, under the best possible circumstances, it is easy to fall through the insurance cracks. The possibility, of doing so is even more likely for personal and automobile liability insurance.

A second warning is in order. This one comes under the heading of "Fine Print." Even if a volunteer has an insurance policy for a particular insurance area, there may be loopholes, exceptions, and limits of coverage which preclude the volunteer from receiving the benefits of the policy or which render the policy inadequate for his situation.

As mentioned earlier, some policies which are secondary coverage do not cover

a volunteer unless he, personally, has some form of primary coverage. As for exceptions, some policies have age limits which exclude volunteers under the age of 18 from coverage. Also, the limits of coverage of some policies may be inadequate. As previously indicated, a $500.00 maximum limit for accident insurance is not considered in this age of high medical costs, to be adequate coverage. These are only a few examples of the possible problems with insurance coverage for volunteers.

Due to the variety of insurance practices among agencies and states, each volunteer must assume the responsibility to determine his personal insurance needs and coverages. The best advice which can be given to volunteers is to seek information regarding their insurance from their insurance agents or companies and from their agencies. The volunteer's agency can be of assistance to the volunteer by including a clear and concise statement of the agency's current insurance status in its orientation packet.

*See SUMMARY CHART - pgs. 33-34.

(The author and The Korda Project disclaim any attempt to offer advice to readers of this article on insurance for volunteers. The information contained in this article is intended as a guide only. Insurance policies vary from company to company and insurance practices vary from state to state. Therefore, to ascertain the most reliable and accurate information regarding insurance coverage, each individual must seek this information from their insurance agents and companies as well as their agency.)

References

1. See Liability Protection column of "NCVA Survey of State Policies Affecting Volunteers", Voluntary Action Leadership, Winter 1977.

2. The National Center for Voluntary Action 1785 Massachusetts Ave., N.W., Washington, D. C., 20036; and The National Information Center on Volunteerism, P. O. Box 4179, Boulder, CO 80306, may have additional information on insurance companies offering volunteer insurance coverage.

SUMMARY

AREA OF INSURANCE	SOURCE OF INSURANCE	
	Personal Insurance Policies	Standard Agency Insurance Policies
A. ACCIDENT INSURANCE *Covers the volunteer for an injury, dismemberment, or death as a result of an accident which occurs during the performance of volunteer duties.* *Limit: $2,500/ accident*	*Comprehensive accident or medical insurance (e.g. Blue Cross/Blue Shield) personally purchased from a private insurance company. May not apply to volunteer work.*	*Comprehensive accident insurance policies purchased from private insurance companies can be extended to include agency volunteers.*
B. PERSONAL LIABILITY INSURANCE *Protects the volunteer from a personal injury and/or property damage liability claim arising out of the performance of the volunteer's assignments.* *Limits:* *1. Bodily Injury- $100,000 per person and $300,000 per accident.* *2. Property Damage - $25,000 per accident.*	*Personal liability insurance policies can be purchased privately through, for example, home owners insurance plans. May not apply to volunteer work.*	*Policies purchased from private insurance companies can be extended to cover agency volunteers.*
C, AUTOMOBILE LIABILITY INSURANCE *Covers the volunteer for any property damage or bodily injury claim which results from the volunteer's operation of a motor vehicle.* *Limits:* *1. Bodily Injury - $250,00 per person and $500,000 per accident.* *2. Property Damage- $50,000 per accident.*	*1. Operating a Private Vehicle.* *Automobile liability policies personally purchased from private insurance companies. May not apply to volunteer work.* *2. Operating an Agency Vehicle* *Personal insurance policies do not cover the volunteer when he is operating an agency owned vehicle.*	*1. Operating a Private Vehicle* *Agency policies do not cover a volunteer when he is using his private vehicle for agency business.* *2. Operating an Agency Vehicle* *Agency automobile insurance policies can be extended to cover volunteers who operate agency vehicles.*

CHART

School Insurance Policies	Special and State Sponsored Insurance Policies
Two Options: *1. General accident insurance policies purchased from private insurance companies which may be extended to cover students in school-sponsored volunteer activities.* *2. Insurance policies written for work-study students may be extended to cover students in school-sponsored volunteer activities.*	*Special: A few private insurance companies offer to agencies group insurance plans specifically designed for volunteers.* *State: Some states have statewide insurance plans providing insurance whether through worker's compensation statutes or insurance policies purchased from private insurance companies.*
Usually not available from this source.	*Special: A few private insurance companies offer to agencies personal liability insurance specifically for volunteers.* *State: A few states have an arrangement with private insurance companies to provide personal liability insurance to agencies for properly registered volunteers.*
1. Operating a Private Vehicle. *Usually not available from this source.* *2. Operating an Agency Vehicle* *Does not apply.*	*1. Operating a Private Vehicle* *Special: A few private insurance companies offer group automobile liability insurance to agencies specifically for volunteers who operate their private vehicles for agency business.* *State: A few states have an arrangement with private insurance companies to provide automobile liability insurance to agencies for properly registered volunteers who operate private vehicles for agency business.* *2. Operating an Agency Vehicle* *Special: Does not apply* *State: A few states have extended their regular automobile liability insurance policies to cover volunteers who operate state owned vehicles.*

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