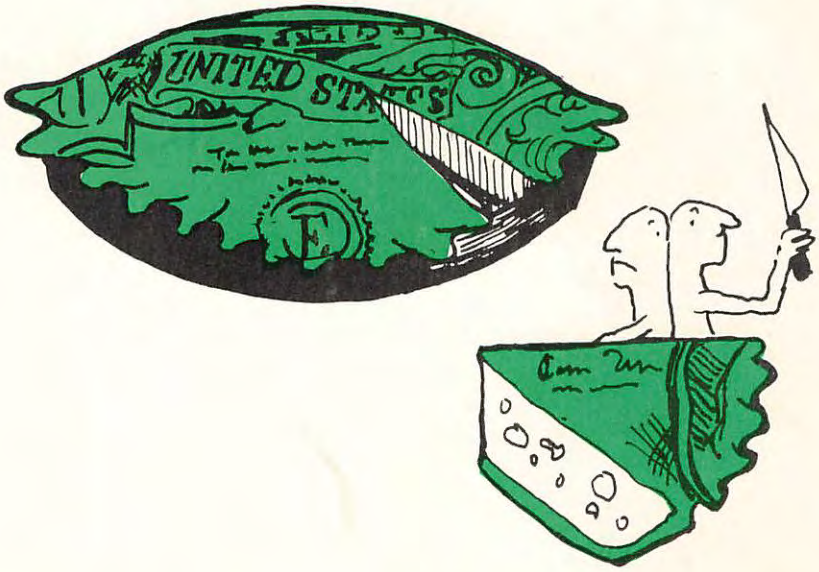
voluntary action
leadership
SPRING 1975



Revenue Sharing and the Myth of Citizen Participation

The A-maz-ing Guide to Government Information

Developing a Guide for Staff Who Work With Volunteers

As I See It

It's a Question of SURVIVAL

By Ellsworth Culver
Executive Director
The Involvement Corps

"I'm sick and tired of dealing with your kind of people!" The normally patient and understanding foundation executive exploded in weariness and exasperation — the result of trying to help a group of volunteer leaders get together around a joint project.

* * *

"You know, my brother constantly rails at me for being one of those blankety-blank 'do-gooders.' He says I cause more problems than I solve." The volunteer agency director on the other end of the telephone laughed as he spoke. He obviously enjoyed sharing this "in-joke" with another "do-gooder."

* * *

"He knows nothing, absolutely nothing, about being a volunteer coordinator, and yet he got the job. But of course he's smart and alert, and he's out to pick my brains and learn everything he can." Another revealing remark, this time from a nationally recognized volunteer trainer as we were on our way to the airport after a training conference.

* * *

The foundation executive was right, of course, about "your kind of people." Just as each of these little vignettes reveal, volunteer coordinators *are* sometimes temperamental, petty, jealous of their turf and critical of their colleagues. But they are also marvelous examples of a type some call "do-gooders" — *i.e.*, people who are eager to learn and willing to share all the information they have laboriously gathered in one weary training session after another; people committed to personal involvement and to enabling others to get involved; people who are determined to alleviate and solve social problems and . . . who are slowly but surely moving toward an ever-higher level of professionalism.

But "our kind of people" face some unique situations that only we can understand and therefore only we can address. It is apparent, for example, that our numbers are increasing. (This publication will reach about 15,000 who qualify as volunteer administrators, and there are thousands more.) But even as our numbers increase and our level of professionalism grows, many of us confront a very serious question of survival.

Most of us know others who have not made it. All of us have from time to time faced the issue of survival in this volunteer world . . . and asked the question, "How in the world do you?"

As I see it, we are particularly vulnerable in three critical areas: in the matter of financial survival, in the area of board/staff relationships and in our need for a strong support system. A book could be written on each of these areas, but meanwhile here are a few initial observations.

First, economic survival. If you don't get funding for your program you lose your job: if you lose your job, you can easily feel a sense of personal failure. The problem for a lot of us is that we live in what often seems to be a perpetual funding crisis, and the toll it takes in terms of attitude and mental health is very real.

What can be done about it? Well, I'm not going to offer a crash course on how to raise money; but I am going to make a few suggestions.

One practical step is to learn how to market your program and charge for your services, as is already being done successfully in various parts of the country.

Secondly, we must take a new look at our competition. There is more demand for money and less of it to go around. For some, the answer may be to form coalitions in which services are shared to reduce costs. For others, it may be to go one step further and actually pull off some mergers. Why not? We cannot afford the luxury of independent action in a time of monetary crisis. As I write this article, our staff is in the midst of negotiations to merge the Involvement Corps in two local cities with two different organizations. The program will be strengthened as a result, and two key people won't lose their jobs.

Third — and this is most important — don't take it as a personal failure if you don't get re-funded; you have plenty

(Continued on p. 31)

comment

Dear Reader:

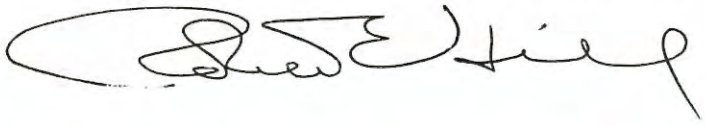
Welcome to the new *Voluntary Action Leadership.* Your enthusiastic response to our first three experimental issues has encouraged us to offer VAL on a regular quarterly basis — but in an expanded, more comprehensive form.

In a way, you have created this magazine! Through the reader survey conducted in our sister publication, *Voluntary Action News,* you told us of your desire for a practical, "how-to" publication geared especially to your continuous learning and leadership needs. You asked for a suitable forum for the discussion of trends and issues directly affecting the field of voluntary action. It is these ideas — and others directly related to them — that form VAL's basic editorial concept.

Each issue will report on current developments in legislation, research, local fund development and training techniques. Other regular features will include reviews of books and media resources, opinions, and a calender of upcoming training events and conferences around the country.

Under funding granted to NCVA by the W. K. Kellogg Foundation, we will be working during the next three years to improve and expand VAL according to your needs and wishes. We welcome your comments and suggestions. Remember, this is *your* magazine.

Robert E. Hill, Ph.D.



voluntary action
leadership
SPRING 1975

Patricia A. Lantz ..... Editor
Linda C. McCarty ..... Editorial Assistant
Diana Munson ..... Artist
Kerry Kenn Allen ..... Deputy Executive Director/
Local Affairs

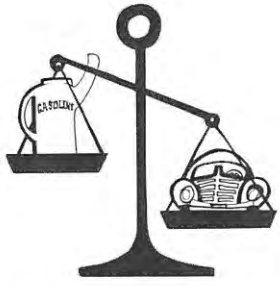
Voluntary Action Leadership is published four times each year by the Local Affairs Department of the National Center for Voluntary Action, 1785 Massachusetts Avenue, N.W., Washington, D.C. 20036 —800/424-8630. *Western Office:* 625 Market Street, San Francisco, CA 94105 —415/495-5305.

Revenue Sharing and the Myth of Citizen Participation

The A-maz-ing Guide to Government Information

Developing a Guide for Staff Who Work With Volunteers

What's the most important issue in the volunteer world today. It's a question of survival, says **Ellsworth Culver.**



Volunteering is becoming a very expensive proposition. **Eugene Goldman** discusses the administration's energy policy and its effect on volunteer programs.

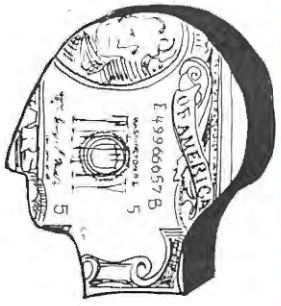
Many organizations may not survive the competition with self-help voluntary groups unless they start thinking about increasing responsiveness to client needs. **David Horton Smith** looks at recent studies of the problem and discusses various solutions.

Volunteers aren't the only ones who need training. **Elizabeth M. Cantor** and **Margaret R. Pepper** present a seven-step guide for staff who work with volunteers.

Getting a piece of the revenue-sharing pie isn't so easy, as many citizen groups have discovered. **Marilynne Rudick** reports.

Graham Watt gives the administration's view of the citizen's role in determining revenue sharing priorities.

Janet Gutkin shows how to thread your way through the federal labyrinth.



John Kudless offers some practical tips on the fine art of fund raising.

NCVA Expands Training Activities

There has been a tremendous growth in voluntary action in the past decade. According to the recent ACTION - Bureau of the Census study, 37 million Americans serve as volunteers in activities covering the entire range of human interest — from churches, schools and prisons to civic affairs, human rights and activities. Now as never before, attention is focused on the voluntary action of citizens, individually and in groups, to solve problems and improve the quality of life.

Correspondingly, there is the need to develop strong and continuing leadership for volunteer programs and voluntary organizations. Volunteer administrators - those paid to serve in a management role - and volunteer leaders - those individuals who serve in a leadership role as volunteers - need and demand personal and professional educational and development opportunities.

In December, 1974, the W. K. Kellogg Foundation of Battle Creek, Michigan awarded a major three-year grant to the National Center for Voluntary Action to enable NCVA to respond to the education and training needs of volunteer leaders and administrators.

A major component of the grant is this magazine, *Voluntary Action Leadership.* In its revised and expanded format, VAL will focus on both how-to skills and discussion of issues critical to volunteerism.

Other components of NCVA's education and training program include:

Volunteer Consultant Network — Highly skilled individuals from throughout the country have been enlisted as volunteers to provide technical assistance services to volunteer programs. A modest amount of funding is available to assist in defraying travel expenses.

Training Workshops — NCVA staff are in the midst of 20 workshops for *new* volunteer leaders and administrators, co-sponsored with local Voluntary Action Centers and drawing on the resources of higher education. Hopefully from these workshops will grow a continuing partnership of NCVA, local VACs and higher education to offer educational opportunities to volunteer leaders and administrators.

Development of Materials — Staff and consultants will be developing a wide range of resource and training materials for use by local programs. The first, *Local Fund Development,* is now available.

Summer Institutes — Details of a summer institute program for local leaders will be available by May 1; several separate sessions are planned with topics including program management, developing training skills, and other areas relevant to volunteer leadership. The institutes will be held in the Washington, D.C. area and will include the opportunity to meet with representatives of other national organizations and federal agencies to discuss current issues and legislation.

Leadership Internships — Plans will be announced soon for an internship program which will assist local volunteer leaders and administrators to spend from a few days to several weeks in Washington, D.C., to use the resources of NCVA and other national organizations in self-study and other projects important to the practitioner. Modest funding is available to assist with travel and living expenses and for scholarship purposes.

National Placement Service — To assist in the continuing development of volunteer administration as a career opportunity, NCVA has announced a national placement service for volunteer administrators.

NCVA's education and training activities are designed to respond to the changing needs of local volunteer programs. Staff and volunteers are immediately available through the toll-free national WATS line (800-424-8630) to consult on how NCVA can be of assistance. Our activities will only be as strong as our input from the field — we encourage you to let us know what you are doing and how we can help.■

Workshops Underway

The National Center for Voluntary Action is co-sponsoring with local VACs a series of spring workshops for volunteer leaders.

The workshops, which are already underway, include one session in each of the following three areas: Effective Board-Staff Relationships, Problem-Solving as a Management Tool, and Local Fund Development.

In addition, an Information Round-up allows participants to share information and insights about their own organization with others and to examine first-hand pamphlets, brochures, films, slides and cassettes. Personal representatives will be available to discuss special programs, managerial concerns and other training interests.

The workshop agenda has been designed by NCVA's Education and Training specialist, Dr. Arlene

Schindler, who will conduct most of the workshops along with other members of the NCVA staff and guest trainers.

Participants will be volunteer leaders, administrators, and board members of local-level volunteer programs who are relatively new to the field.

There is no registration fee for participants. For further information, contact the Local Affairs Department on NCVA's toll free number: 800-424-8630.

The remaining workshops are:

Madison, NJ	April 30-May 1
Syracuse, NY	May 2
Worcester, MA	May 5-6
Fargo, ND	May 8-9
Salt Lake City, UT	May 13-14
Baltimore, MD	May 20-21
Lansing, MI	May 29-30

■

Consultant Aid Now Available

The National Center for Voluntary Action, under the auspices of ACTION and the W.K. Kellogg Foundation, has established a network of volunteer consultants to provide advice and assistance to local level volunteer programs.

Ten "core consultants" are responsible for recruiting and orienting others in their regions experienced in volunteerism. Currently the Network roster boasts 125 volunteers in ten geographic regions.

While all the consultants chosen have broad experience in the field, they also have particular expertise in community needs and resource assessment, program development, personnel and fiscal management, fund development, public relations and publicity, training, planning and evaluation.

Specifically, consultants may be requested to convene, staff, or participate as trainers in workshops and conferences; assist in developing and effecting local programs; resolve problems in existing programs. Although consultants volunteer their time and knowledge, requesting agencies are required to defray travel expenses for consultants except in cases of exceptional need.

To obtain additional information or to request consultant services, contact Maureen Chamberlain in writing or call NCVA's toll-free number 800-424-8630.

update

VIP Offers Training Program

A new program for students, professionals and other volunteers working in the court-corrections movement is now available for lease or purchase from the VIP Division of the National Council on Crime and Delinquency.

The thirty-hour program of TV cassette tapes features films, slides and interviews designed to educate and motivate potential volunteers involved in prison, parole, probation and prevention.

Many outstanding leaders in the field have participated in the making of these tapes including Jeanne Carney, John Stoeckel, Fred Ress, Bob Moffitt and Judge Keith Leenhouts. Emphasis has been placed on program development, administration techniques, research and evaluation.

The program has been well received by the approximately 250 Michigan college students who have taken it for academic credit.

For further information contact Judge Keith Leenhouts, 200 Washington Square Plaza, Royal Oak, Michigan 48067. Phone: 313-398-8550. The cassettes are available at minimal cost.

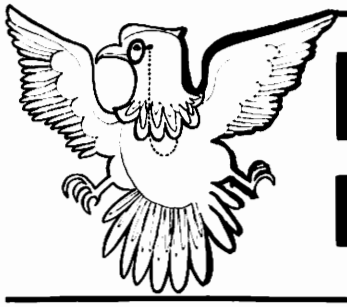
Fund Raising Institute Survey Shows Philanthropy Unchecked by Economy

Fund-raising executives at schools, hospitals and other non-profit organizations throughout the United States report that philanthropic income is holding firm, despite the worsening economy. At the same time, they are personally optimistic about the economy's effect on their institutions' philanthropic income over the next five years.

These are the results of a survey made in December by the Fund Raising Institute (FRI), an organization that researches and studies fund-raising techniques. The survey was made among FRI members, most of whom are development officers responsible for raising philanthropic funds to support nonprofit organizations throughout the United States and Canada. In the survey, they represented the fields of education, health, welfare, religion and the environment, as well as a certain percentage of miscellaneous fund-raising causes.

The survey results, published in the Institute's January "FRI Monthly Portfolio," show three major trends in the current thinking of fund-raising executives: 1) philanthropic support is still available; 2) some prospective donors find the economy a "convenient excuse for not giving;" and 3) the main response a development officer is most apt to feel he should make right now is simply to work harder and more efficiently.

For a complete report of the survey, contact The Fund Raising Institute, Plymouth Meeting, Pa. 19462. ■



legislation regulations

By Eugene Goldman

During the recent period for filing tax returns, numerous volunteers and voluntary agencies requested information on deducting out-of-pocket expenses, particularly in the area of transportation. Section 170 of the Internal Revenue Code permits an individual to deduct out-of-pocket expenses incurred by that individual while performing charitable (501(c)(3)) activity.

In August, 1974, IRS announced that in light of increased fuel costs after the oil embargo, the standard mileage rate for charity driving would increase from $0.06 to $0.07 per mile. At the same time, IRS raised the standard mileage rate for business from $0.12 to $0.15 on the first 15,000 miles. Depreciation is factored in the business rate but not in the charitable rate.

These regulatory measures about pennies per mile may seem insignificant. However, volunteer advocates must fight for every penny for volunteers who deliver hot food to the elderly, drive handicapped children to therapy and perform other important transportation services. Volunteering is becoming expensive during this inflation and recession period. The fact that a volunteer *deducting* $0.07 per mile from *adjusted gross income* pays out-of-pocket about $0.25 per gallon (providing the car gets at least 15 miles per gallon). Many agencies are concerned about asking volunteers who devote their time to also contribute expense money resulting from that service.

The disturbing factor in this discussion is the initial neglectfulness of the Federal Energy Administration. Our federal energy planners did not consider the impact of their policies on essential health and welfare voluntary programs. The conservative estimates are that the $3 per barrel tariff on imported oil will increase the price at the pump $0.10-$1.12 per gallon. President Ford's plan to decontrol domestic oil will also add a few pennies per gallon. With present fuel prices deterring unreimbursed volunteers from delivering important services in parts of the country, it can not be argued that the present $0.07 per mile rate will be sufficient when the price of gasoline rises to more than $0.70 per gallon.

Eugene Goldman is NCVA's special assistant for legislative and regulatory Affairs.

It seems that the FEA, with the consent of IRS, has a built-in mechanism for dealing with its initial neglectfulness — increasing the $0.07 per mile rate. NCVA offered the following resolution for the consideration of the Consumer Energy Advisory Committee:

Whereas:
Volunteers deliver essential human services and usually pay out of their pockets for fuel.

Whereas:
The Administration's proposed $3 per barrel tariff on imported oil will increase the pump price of gasoline $0.07-$0.10 per gallon.

Whereas:
The National Center for Voluntary Action has received reports from parts of the U.S. that existing gasoline prices are deterring individuals from transporting the handicapped and elderly to educational, health, and recreational activities as well as delivering other essential services.

Whereas:
That the Consumer Energy Advisory Committee recommend to the FEA, President Ford and appropriate Congressional committees that consideration be given to the effect of the tariff increase on essential health and welfare voluntary programs. Specifically, a remedy must be found to relieve the volunteer from the additional cost of fuel by 1) having the $0.07 per mile rate for charity driving raised to meet the gasoline price increase resulting from the tariff or 2) securing a mechanism whereby certified health and welfare volunteers receive a rebate for expenditures resulting from the tariff increase.

(This resolution was passed by the CEA Committee on February 20, 1975.)

While it appears that increasing the deduction rate for charity driving seems to offer the Federal Government an easy way out of its initial neglectfulness, the implications of the Ford policy go far beyond this isolated issue. NCVA and other national voluntary organizations are trying to broaden the volunteer constituency by encouraging the use of low-income volunteers. Higher prices for fuel serve as an even greater deterrent to low-income volunteers who cannot "take advantage" of the $0.07 rate because they do not itemize tax deductions.

Furthermore, many private voluntary agencies recognize that government volunteer programs have the resources to offer their volunteers full reimbursement. Volunteers performing services for S.S.I., Medical Assistance Programs, R.S.V.P., and other government-sponsored programs *receive* $0.15 per mile. For reasons of fairness and competition, many privately-sponsored programs have attempted to defray the volunteer's cost by offering reimbursement. The more it costs the volunteer under the Ford plan, the more it will cost the struggling private agency in reimbursement costs. Some volunteers may well stay home or shift to the public sector without further reimbursement from the private agency.

Dr. Bernard Nash, executive director of the American Association of Retired Persons, and a member of the FEA's Consumer Energy Advisory Committee, questioned FEA Assistant Administrator, Eric Zausner, on this point at the January 15 meeting of the Committee:

Mr. Nash:
"But isn't the issue there that you are talking about a restriction to individuals, where there are consumers such as hospitals and others, or the American Red Cross, the (National)

Center for Voluntary Action (and) any other organizations that need to be in a position to provide some kind of additional assistance to their volunteers for out-of-pocket losses?"

Mr. Zausner:
"I don't think the (Ford) Program particularly hit that."

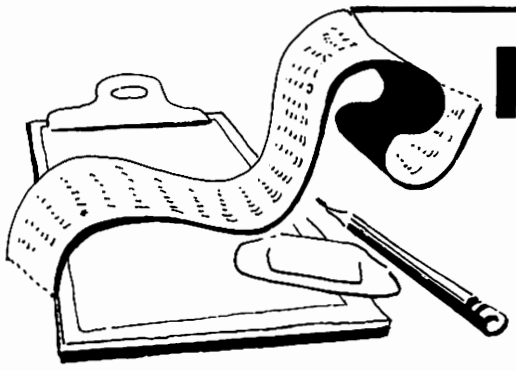
The FEA's Office of Consumer Affairs/ Special Impact has been helpful in expressing the needs of volunteers to the FEA Administrator. Meetings are being scheduled by this office with NCVA and other national voluntary groups to discuss the potential impact of rationing on essential voluntary programs. Hazel Rollins, Esq., director of the Consumer Affairs/Special Impact Office, has assigned a staff member to work with voluntary groups in researching the data behind the mileage issue.

Despite these affirmative efforts, it seems clear that a steady dose of volunteer fever must be directed at the FEA. Those concerned with the problem may wish to forward to their representatives in Congress a letter describing their assessment of the effects of existing and future fuel price increases on their particular volunteer program. NCVA would appreciate receiving a copy of any such correspondence.

Please note that many of the Congressional alternatives to the Ford Plan *would also boost the price at the pump* by levying a direct retail tax to stymie consumption and generate revenues for employment programs. A rebate to low-income taxpayers has been suggested to reduce the regressiveness of this proposed tax. Certified volunteers who drive, not for personal or business reasons but to help others, should also be considered in the rebate plan. ■

(Mr. Goldman serves as NCVA's representative on the Consumer Energy Advisory Committee.)

Volunteering is becoming expensive in this inflation and recession period . . . . Many agencies are concerned about asking volunteers who devote time to also contribute expense money



research

By David Horton Smith

Many leaders of volunteer programs and non-profit organizations have become increasingly concerned with the effectiveness of their group in meeting the needs of their clients or consumers. This concern is well-founded, being based in part on fairly widespread expressions of dissatisfaction by client/consumer groups — (*e.g.*, welfare rights groups, hospital patient groups, neighborhood groups). When researchers have looked into this question, their conclusions have supported the need for more and better responsiveness to client needs by human service organizations, whether governmental, profit-making, or non-profit paid staff and volunteer based.

Dominick Tammetta recently made a study of a local chapter of the Association for Retarded Children in a large state (in his Ph.D. dissertation at Syracuse University, 1973). He found that most participants regarded *clients -i.e.*, retarded children, as secondary to other interests of an administrative and organization-maintaining sort — *e.g.*, raising funds, legitimating organizational activities in the community. We have all probably reached similar conclusions in other organizational contexts (usually about someone else's organization, not our own, however).

David Horton Smith is associate professor of sociology at Boston College, and executive officer of the Association of Voluntary Action Scholars.

This kind of research (and several other studies could be cited to support the same conclusion) makes it clear that voluntary, non-profit organizations can get just as far out of touch with client/consumer needs as government agencies or business firms. Such unresponsiveness often occurs in spite of the good will and good intentions of the leaders and participants involved. "Their hearts are in the right place." But still, the people in need, the clients, are often inadequately or poorly served.

Why does this happen? It happens because of what one writer has called "the iron law of oligarchy" and what another called "the bureaucratic imperative." The first part of the explanation refers to the fact that a few leaders tend to be in control of a large number of participants — even in supposedly democratic, volunteer-based groups. The second part of the explanation refers to the fact that these few main leaders usually become much more interested in organizational survival/growth and in their own continuation in power than they are interested in the "official" clients and ostensible goals of the organization.

A study of many kinds of voluntary groups by Arlo Murray (in his Ph.D. dissertation at Indiana University, 1972) showed this to be true in both the U.S. and Great Britain. He found, in particular, that the "chief administrator of voluntary organizations generally exercises a vital role in policy-making, whether or not such a person is an elected official (*e.g.*, president of a voluntary organization) or an appointee of the board of directors (*e.g.*, executive vice president, executive director). In membership-based voluntary groups where there is an appointed chief administrator, this concentration of power in the chief administrator is often contrary to the constitution and by-laws of the group; policymaking (as opposed to routine administration) is usually reserved for the elected officials and the board.

The foregoing is not meant to imply that *all* voluntary and non-profit organizations and their leaders are unresponsive to client needs. Rather, we are saying that there is a widespread tendency for unresponsiveness to occur. For any voluntary group or agency to live up to its ideals, it must make the constant fight this tendency toward "inwardness" and relative neglect of client needs against a top priority.

What can be done about this "bureaucratic imperative" and "iron law of oligarchy"? There are several alternative solutions, all or any combination of which can help to better serve people's needs through voluntary action.

The most drastic solution is for traditional voluntary human service organizations to be by-passed entirely. Instead of trying to make such organizations more responsive to their needs, many kinds of clients/consumers have been organizing themselves into *self-help* voluntary groups, where people with problems (or who have themselves overcome a given problem) help each other. Some examples of this type of group are Addicts Anonymous, Parents Anonymous, Gamblers Anonymous, Parents Without Partners, Fathers United

Many organizations can expect declining support and still greater ineffectiveness in the future unless they can implement some adequate plan for increasing their responsiveness to client needs.

for Equal Justice, National Tenants Organization, National Welfare Rights Organization, National Organization for Women, *etc.*

This kind of self-help voluntary group constitutes one of the fastest growing segments of the whole voluntary sector. In a recent study of Albany, N.Y., Donald Traunstein and Richard Steinman concluded that *nearly half* of the self-help groups there were founded in the prior two years, indicating a very rapid growth rate (see the *Journal of Voluntary Action Research* Vol. 2, No. 4, October 1973). Over 93% of the leaders interviewed stated that their self-help group was founded because existing human service organization programs in their area were inadequate (about 56%) or because the needed services were not available (about 37%).

All this is "handwriting on the wall" as far as traditional human service organizations are concerned. Many such organizations can expect declining support and still greater ineffectiveness in the future unless they can implement some adequate plan for increasing their responsiveness to client needs. Yet for many human service organizations, the current motto is: "Appear progressive and responsive without actually changing." Such a stance does not fool anyone for very long.

What can the more traditional, but sincerely well-intentioned, *other*-helping (as opposed to *self*-help) human service voluntary organization or volunteer program do besides stepping aside, disbanding, and letting all manner of self-help groups take over? Several things can be done, though with no guarantee of success:

(1) Since bureaucratic structure can be readily identified as a major part of the problem of unresponsiveness to client needs, some organizations have tried throwing out that structure entirely as a key component of their solution. "If you're not part of the solution, you're part of the problem," they reason. The result is a relatively leaderless, informal, fluid structure that operates as a "committee of the whole." This drives many people up the wall, diffuses responsibility so greatly that there is little accountability, depends very much for any success on the particular chemistry of the people involved, and has no solid record of successful accomplishment. It is an appropriate level of structure for social-interpersonal, recreational and consciousness-raising groups, perhaps; but it seems to be ineffective as a general mode of organization to accomplish more substantial goals. In a sense, it "throws the baby out with the bathwater" of over-organization. (See Jo Freeman, "The Tyranny of Structurelessness," *Berkeley Journal of Sociology* Vol. 17, 1972-3, pp. 151-164.)

(2) Another solution advocated by some is to set up an ombudsman (ombudsperson?) system within an existing human service organization. This involves appointment or election of someone who can receive client complaints and be informed of client/consumer problems impartially. In theory, these system problems are then passed on to a responsive leadership structure of the organization. However, this seldom works out. Only if the ombudsman has some real formal and/or informal power within the organization does this kind of system produce much in the way of change toward greater responsiveness. It is very easy for the ombudsman system to be more an appearance than a reality. The ombudsman is either co-opted by elected and appointed leaders (including staff), or is totally blocked by them in trying to bring about change.

Still, the presence of an ombudsman system is better than nothing. Its effectiveness can be enhanced by giving the ombudsman's office sufficient staff and resources to investigate complaints and problems adequately and by requiring the organization's leadership to listen periodically to suggestions for needed change. The volunteer program of a traditional human service organization can also make a major contribution to the effectiveness of this system: Volunteers tend to have fewer vested interests in the way things are currently done, so they are often more able to take the clients' point of view while still being able to see the point of view of the organization leaders as well. Thus, an ombudsman's office should be in close touch with the participants in that organization's volunteer program.

(3) If the ombudsman system is a "stopgap" *internal* approach to increased responsiveness, then the periodic use of an evaluation consultant is a "stopgap" *external* approach. The human service organization desiring honest (if often quite expensive) feedback on and evaluation of its effectiveness in meeting client needs can employ an outside research or consulting

(Continued on p. 30)

Of Course Training The Volunteer is Important, But . . .

WHAT ABOUT THE STAFF?

By Elizabeth M. Cantor and Margaret R. Pepper

Volunteer services are often regarded as the spontaneous expression of community good will, easily integrated into agency programs that always need extra manpower and resources. The importance of planning and sound administration of volunteer activities frequently goes unrecognized. Professional schools of social work, nursing, medicine and teacher training seldom include reference to techniques of working with volunteers. Yet most staff in human services will have opportunities to supervise or work with volunteers. They need to develop the skills necessary to operate effective volunteer programs so that the full benefits of volunteer skills and talents can be realized.

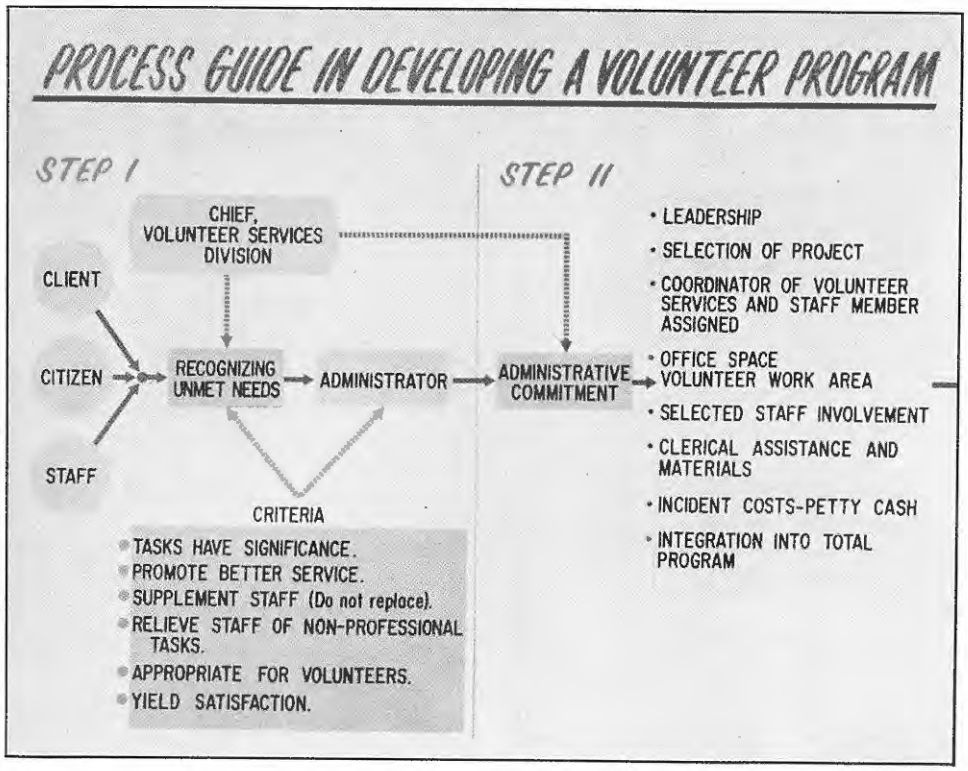
In the Social Rehabilitation Administration of the District of Columbia Department of Human Resources (formerly the D.C. Department of Public Welfare), experience in working with volunteers goes back over twenty years. At that time volunteers were invited to participate in the service-giving divisions of that multi-service agency. Their mission was to supplement but not to replace staff, to enrich the lives of clients and to interpret to the rest of the community the needs and problems of these clients. An additional benefit developed: to offer career exploratory opportunities for people preparing to enter human service professions.

This D.C. sponsored volunteer program progressed slowly and with mixed results for ten years. Then, in 1963, a crisis developed when local newspapers investigated the overcrowded, understaffed conditions at Junior Village, D.C.'s home for homeless, dependent children. The descriptions of the children's desperate need for attention touched many people in the community, and volunteers turned out in large numbers to offer their services. The Junior Village staff was not prepared for this sudden influx of well-meaning citizens and chaos ensued.

This crisis made it possible to secure a grant from the National Institute of Mental Health to study the impact of an organized, structured volunteer program upon the child-rearing functions of an institution for children. The Junior Village Volunteer Project continued for two and a half years and provided many lessons about the management of volunteer services. The over-riding finding of the study was the need for strong supervision and involvement by staff in the volunteer activities. Previously, staff tended to withdraw upon the arrival of volunteers, and many viewed them as intruders or as nuisances, necessary for public relations purposes only. According to the reports of the project, a good volunteer program depends upon the degree of development of the staff members involved. Since many of the problems that hampered the progress of the volunteers stemmed from faulty staff-volunteer relations, the project team concluded that further progress would require training of staff to work with volunteers.

In an effort to implement these recommendations, a search was made for appropriate material to prepare staff to undertake sound supervision and management of volunteer services. This investigation revealed a wealth of information

Elizabeth Cantor is chief of the volunteer services division, Social Rehabilitation Administration, Dept. of Human Resources, District of Columbia. Margaret Pepper is an administrative volunteer in the same division.



in the areas of training, recruitment and history of volunteerism and various volunteer activities. Little was available, however, that dealt with the skills and techniques of working with volunteers. Most material began with recruitment and did not include planning and preparation or retention and supervision of volunteers. Since the guidelines needed were not available, it would be necessary to develop them.

The first step was to review and analyze a number of volunteer projects from various divisions. Those which had succeeded were compared with those that had failed and the steps leading up to each enumerated, in the hope that certain common denominators or patterns would emerge.

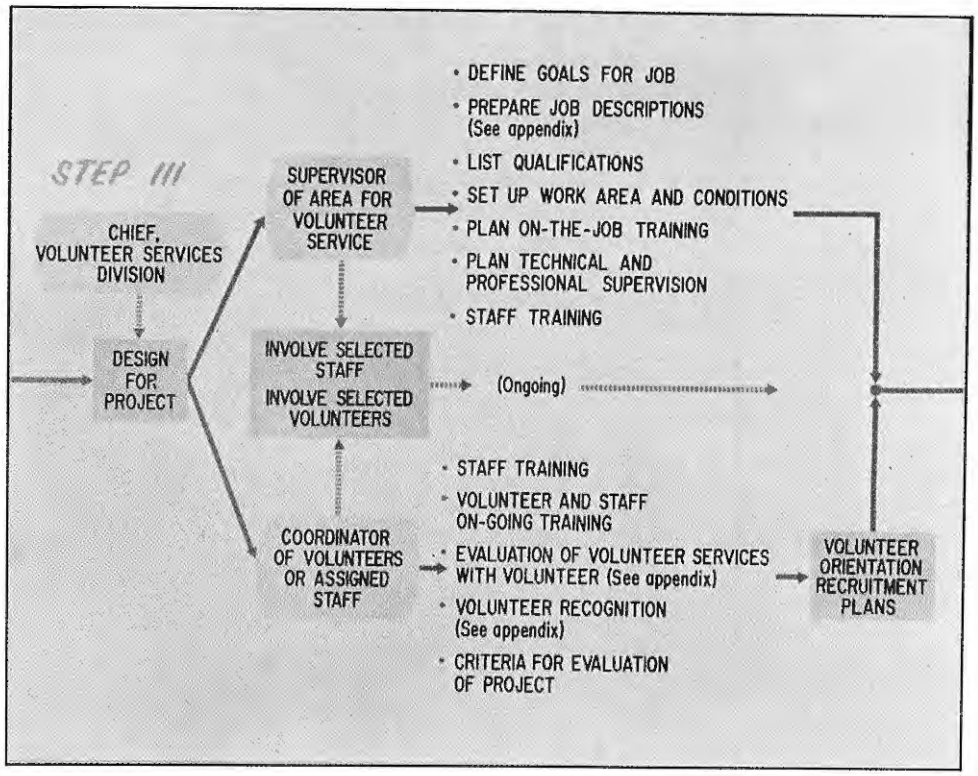
Volunteers, volunteer coordinators and staff supervisors all participated in an analysis of the procedural steps involved in preparing and operating a variety of projects. They found that the inclusion of certain factors definitely enhanced a project's chances for success.

Those factors which seemed essential and recurred regularly were then further refined into the following seven-step process:

I. Identification of needs appropriate for volunteers to meet
II. Securing administrative commitment through all levels
III. Designing of a project including goals, job descriptions, qualifications of volunteers, training, supervision and evaluation
IV. Recruitment, including publicity, screening, placement and scheduling
V. Implementation, including supervision, orientation and training
VI. Evaluation at regular intervals
VII. Recognition of staff and volunteers, both formal and informal

These steps were briefly defined and described in a manual called *Guide For Staff Who Work With Volunteers* and a visual-aid chart. These materials were tested in a series of eight one-hour workshops in which staff supervisors, volunteers and volunteer coordinators from various settings participated actively. Each session was carefully evaluated and recommendations incorporated in ensuing workshops. Reactions of clients, recipients and residents were carefully considered. The purpose of the workshop was to clarify the roles of the volunteers, staff and coordinators, to improve communication, to pinpoint responsibility and to promote mutual respect and satisfaction.

The volunteer coordinators who had shared in the development of the *Guide* were instrumental in applying it in various settings, testing and refining it. They found it to be flexible and effective in Child Welfare, Public Assistance and institutions for the retarded, delinquent and aged — both in crisis and long-term projects. Analysis and evaluation of new projects continued. When pressure of time or emergency forced the omission of some steps, the project often proved disappointing and sometimes failed completely. Fears that the process might prove too time-consuming were dispelled as thinking in these terms because standard procedure for volunteer coordinators in helping plan and develop volunteer activities. Because of the enormous complexities of the agency, constant reorganization of the department and the enormous pressures in the Social Service area, many staff members could not be included in the training of staff. Some who had been enthusiastic were transferred or left the agency; yet



acceptance of the seven-step technique continued to grow gradually and served to fortify volunteer efforts.

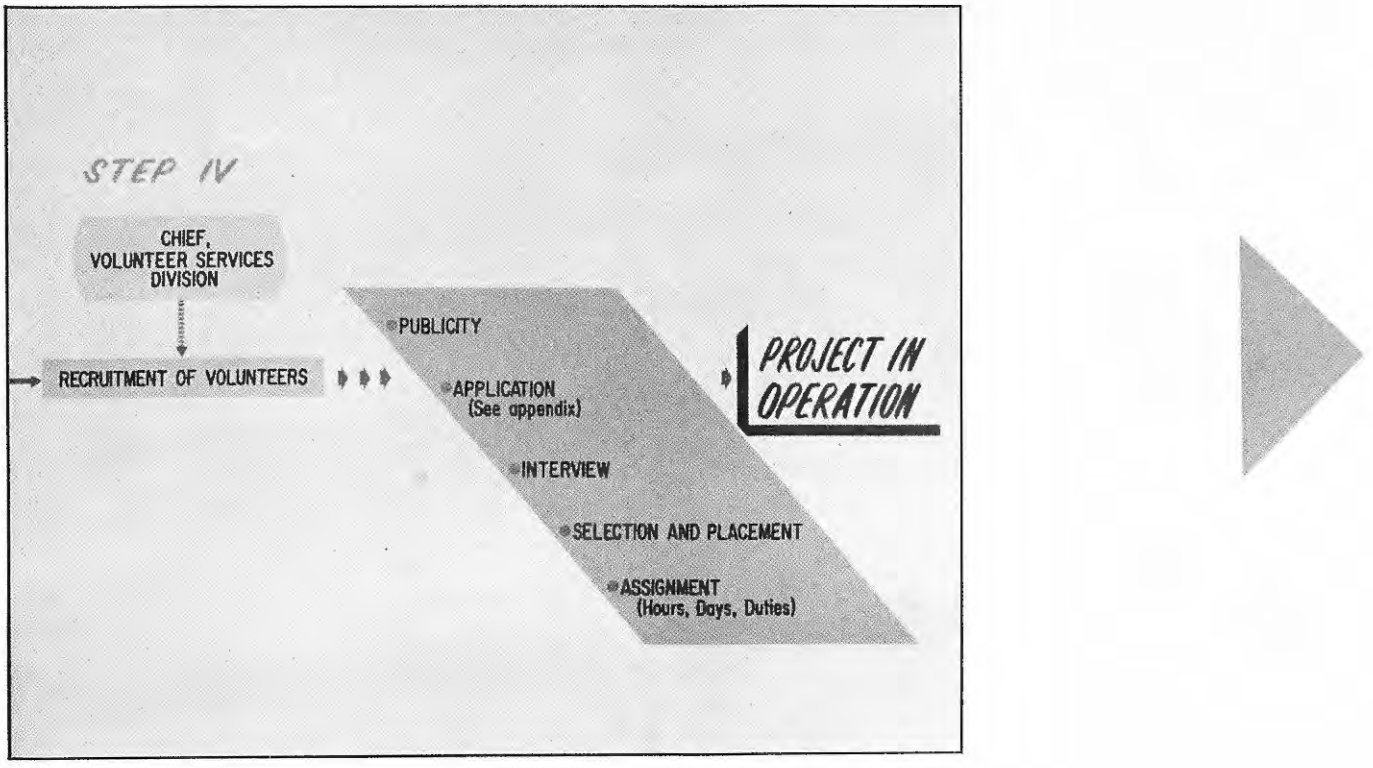
When Medicare was established, a crisis developed when Public Assistance workers were unable to reach all elderly clients to sign up for health benefits. A hurried call to the Volunteer Office alerted us to the fact that only ten days remained before the cut-off deadline. Word needed to reach clients or they would have to wait another year. A conference with the Chief of Public Assistance and the staff responsible for serving clients over 65 resulted in their commitment to provide all the necessary information, tools and supervision needed to enable volunteers to reach the clients. Staff defined exactly what jobs volunteers would be asked to do; what type of person would be most suitable for the job; what information, direction and training would be needed; who would prepare the material, train and supervise the volunteers; and what forms, maps, transportation and communication would be needed. Having decided that volunteers would be more effective visiting clients in teams of two, staff worked overtime dividing cases by census tracts and neighborhoods and making up kits for each team.

Plans called for a volunteer team to see each client, to explain Medicare benefits and help them sign the appropriate forms. This task required experience, maturity and tact; therefore volunteers currently involved in Department programs and other community agencies, such as the Red Cross, were borrowed for this short-term urgent activity. Within a day, thirty volunteers had been found. They attended a thorough briefing and training session and were out in the field visiting clients the following day.

As a result no clients failed to sign up because they did not know of the opportunity or because they did not understand the benefits. Volunteers found this a rewarding experience, and staff who had never cared to work with volunteers began to see them as valuable allies in the struggle to give good service. One Administrator who was frank enough to admit that prior to this demonstration he had viewed volunteers with a jaundiced eye, afterwards became a booster for volunteer participation.

Another project, not as successful, developed in response to the need to speed up the interminable process of food stamp certification. Volunteers were asked to assist certification officers in securing and verifying information for eligibility. Because of the pressure of the work, understaffing and low morale, we failed to secure the commitment of staff to share the work with volunteers. Even though the volunteers were enthusiastic, committed and willing to take detailed, laborious training, staff were not able to accept them as members of the team. Whenever the workload slowed up, volunteers were left with nothing to do and staff gave them the unspoken message that they were not really needed. Many subtle factors were operating; had we recognized and dealt with them in advance, this project might have succeeded. Instead, the volunteers gradually withdrew with sadness, having wasted much time and effort and recognizing that the client problems were still unsolved.

One positive aspect of the *Guide* is to enable staff to know when to say "no" – the project is not feasible. One such situation ocurred when a sincere and well-meaning gentleman reported that dry-cleaners would gladly donate unclaimed ar-

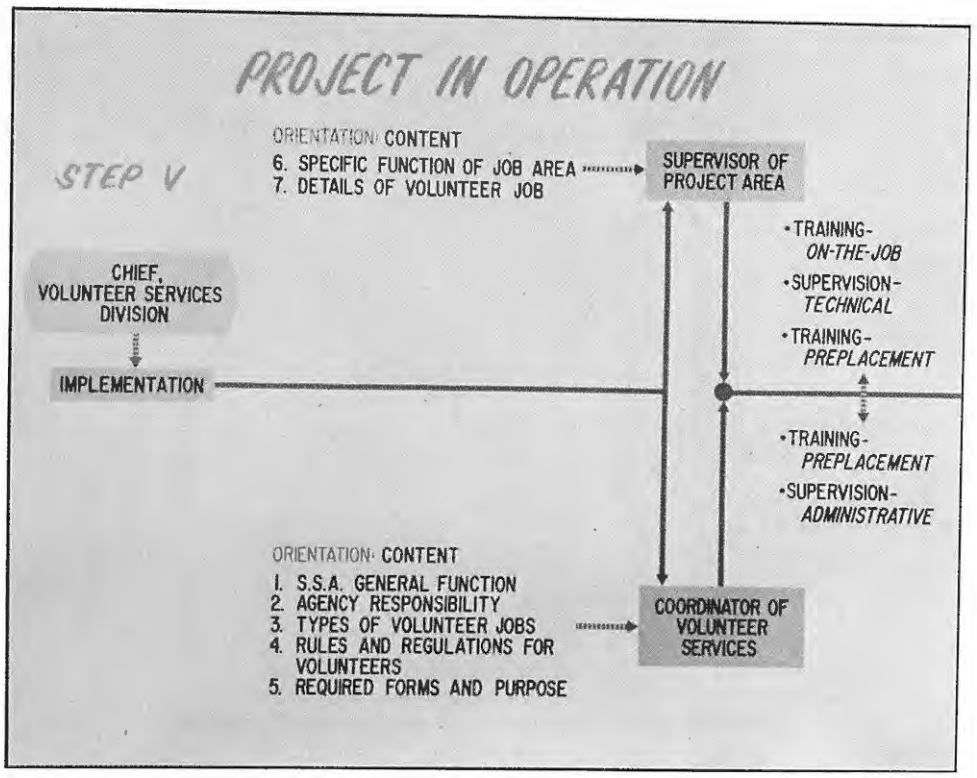


ticles of clothing. Our staff already knew that cleaners usually sell these garments that are saleable and only donate the remainder. Our experience had taught us that the time needed to collect and sort and distribute these donations was not worthwhile. The volunteer pressured the Chief of Social Services to use our precious transportation facilities for this purpose and, in spite of the protests of staff, this was done for a short time. Results were disappointing and the project was discontinued. Had we followed the *Guide*, much wasted time and hard feelings would have been avoided by recognizing that the plan was not sound to begin with.

A more successful application took place at the Receiving Home, a detention center for children awaiting Juvenile Court Hearing. One day the court requested data on every child admitted during the past year. This meant extracting information from two sources, the Admission Office and Social Service, records concerning 3000 children. To take staff time would have deprived the children of their services. Again a group of experienced, knowledgable volunteers was drafted, in this case four retired school principals already doing administrative volunteer jobs in the agency. The Administrator and his staff met with the volunteers and explained the problem, answered questions, selected a room for them to work in, made files available, assigned an assistant administrator for consultation. Together they worked out a format for retrieving the information and tabulating it for reporting to the court. This project took four weeks and the deadline was met. Again resistance to volunteers was reduced and the acceptance of volunteers moved forward.

Casework agencies have attracted many prospective volunteers, but the roles for them are not as easy to identify as in institutions where resident needs are much more obvious and accessible. In involving case aides in our casework agencies, the *Guide* has served quite well. They are recruited and trained on an individual basis rather than in groups. Any worker interested in having a volunteer may request one for a specific set of tasks. After conferring with the supervisor and identifying a chair, desk, telephone or transportation necessary to do the job, the worker can spell out the goals, job description and qualifications. Recruitment is then directed toward a particular kind of person. When successful, these jobs invariably expand in scope and depth; but volunteers must be clear initially about what they are expected to do. This prevents the great problem of not having enough work for the volunteer to do, because the staff supervisor will have thought it through in advance. These expectations will change and grow as they should, but the caseworker is spared the panicky feeling of wondering what to have the volunteer do each day. The volunteer will be spared the frustration of reporting for work and being told, "Sorry, we have no work for you today."

When the Department of Vocational Rehabilitation combined with Social Services under the Department of Human Resources, new opportunities opened up. Many rehabilitation workers are themselves handicapped people. Supervisors requested aides to help visually impaired workers with office work, filing, reading of reports and other tasks requiring eyesight. Three such workers have regularly scheduled aides who have been dependable and resourceful. These



volunteers have been rewarded with a sense of fulfillment in helping the worker to give better service.

Throughout the Social Rehabilitation Administration, new roles and assignments for volunteers have been tried and tested according to this method. Some projects produced the desired results and others fell short of the goals. When the system did not work, problems usually stemmed from the following errors:

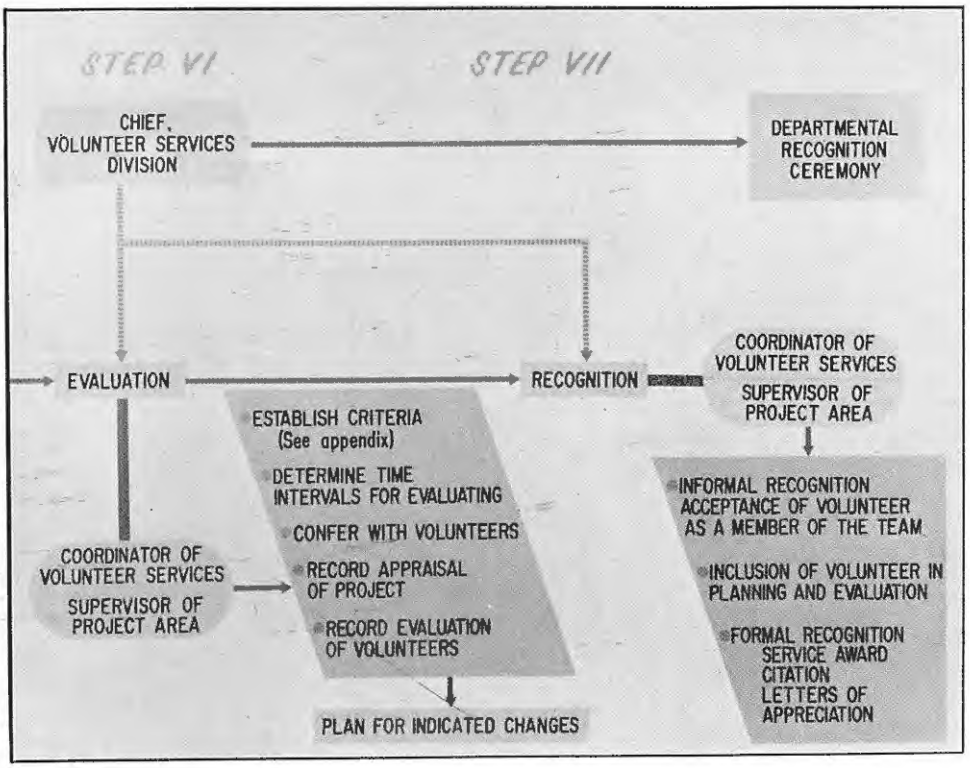
1. The need could not really be met appropriately by volunteer services.
2. The administrative commitment came only from the top and was not shared by staff down the line.
3. Failure to think through the goals, job descriptions and qualifications of the volunteers.
4. Volunteers were under-qualified or over-qualified.
5. Training was insufficient, inappropriate or not shared by staff supervisors.
6. Recruitment methods were ill-chosen and too many responses generated. Interviews may have failed to give fair and accurate information.
7. Staff was not prepared to accept responsibility for supervision, training and evaluation.
8. Lack of recognition of volunteer contribution made volunteers feel they were taken for granted or merely tolerated.

The *Guide* has attracted much interest, not just in our agency but in other agencies and other communities as well. Apparently we had found something that was widely needed. A listing in the NCVA Clearinghouse Portfolio prompted over 350 requests from 37 States and from Guam and Australia. Many people reported that the system had worked in public and private agencies; in large and small towns; and in a variety of settings including community action programs, group health, halfway houses, schools, court-related programs and churches.

The workshops planned for staff in the Department of Human Resources also attract attention in other agencies, and requests to participate in training sessions are numerous. These staff and volunteers are welcome. Each Workshop includes participants from different services and, while the guidelines are followed, contents and responses change constantly. The use of variety of training methods such as role playing, buzz groups, triads and team problem-solving demonstrate the concept in specific, practical operations. Often strong feeling about volunteers and the need for more administrative support are expressed and discussed.

The fold-out chart which accompanies the *Guide* serves as a valuable workshop tool as well as a checklist or reminder to help staff form the habit of following the various steps in preparing, planning and implementing volunteer activity.

It must be pointed out that the seven steps are over-lapping and on-going. A need apparent one day may no longer be necessary one month or one year later; administrative commitment may be lost when personnel changes. Goals must change and with them job descriptions and training needs.



Recruitment methods must change as the community changes. Currently with recession and unemployment many factors affect the availability of volunteers. In implementation, training and supervision are inseparable. Training capabilities for staff may be extended to include volunteers. When staff meetings include training, volunteers may be included. As a volunteer's supervisory skill increases, so should opportunities to supervise. The Civil Service credits volunteer work as valid experience for employment and promotion. Supervising volunteers is good training for prospective new supervisors.

The evaluation of volunteer performance and progress, whether individually or in groups, is of great importance. Volunteers and, whenever possible, clients or recipients of service should participate as well as staff. Too often volunteers are taken for granted, everyone assuming that they are satisfied and performing well. They have a right to grow as conditions constantly change. Evaluations are useful only if resultant recommendations are put into action.

Recognition for both staff and volunteers must be constant and on-going. All people, whether paid or unpaid, need to feel that they are members of the teams and that their efforts are important. Routine jobs must ultimately be related to long-range goals if they are to feel satisfaction in their achievements.

The proponents of this *Guide* are well aware that it is not a panacea, but rather a problem-solving technique designed to forestall many of the obstacles hampering the progress of volunteer activity everywhere.

Most agency staff and most volunteers believe that their agency is uniquely resistant to accepting volunteers. They believe other agencies are delighted to include additional helpers with their work. This *Guide* has served us as a useful tool in improving the climate for volunteer services in expanding opportunities for people of all ages, skills and socio-economic groups, and in reducing the natural hostilities of staff. It has also reduced the shocking waste of time and talent caused by inadequate preparation and inadequate understanding of the roles and responsibilities of both volunteers and staff. The goals desired are better understanding and better communication wherever volunteers and staff have opportunities to work together.

The concensus of evaluations by participants of Workshop sessions suggests that this training should be given to all staff in service-giving units.

The following comments are quoted from their evaluations:

"The Workshop enhances knowledge of volunteer programs"

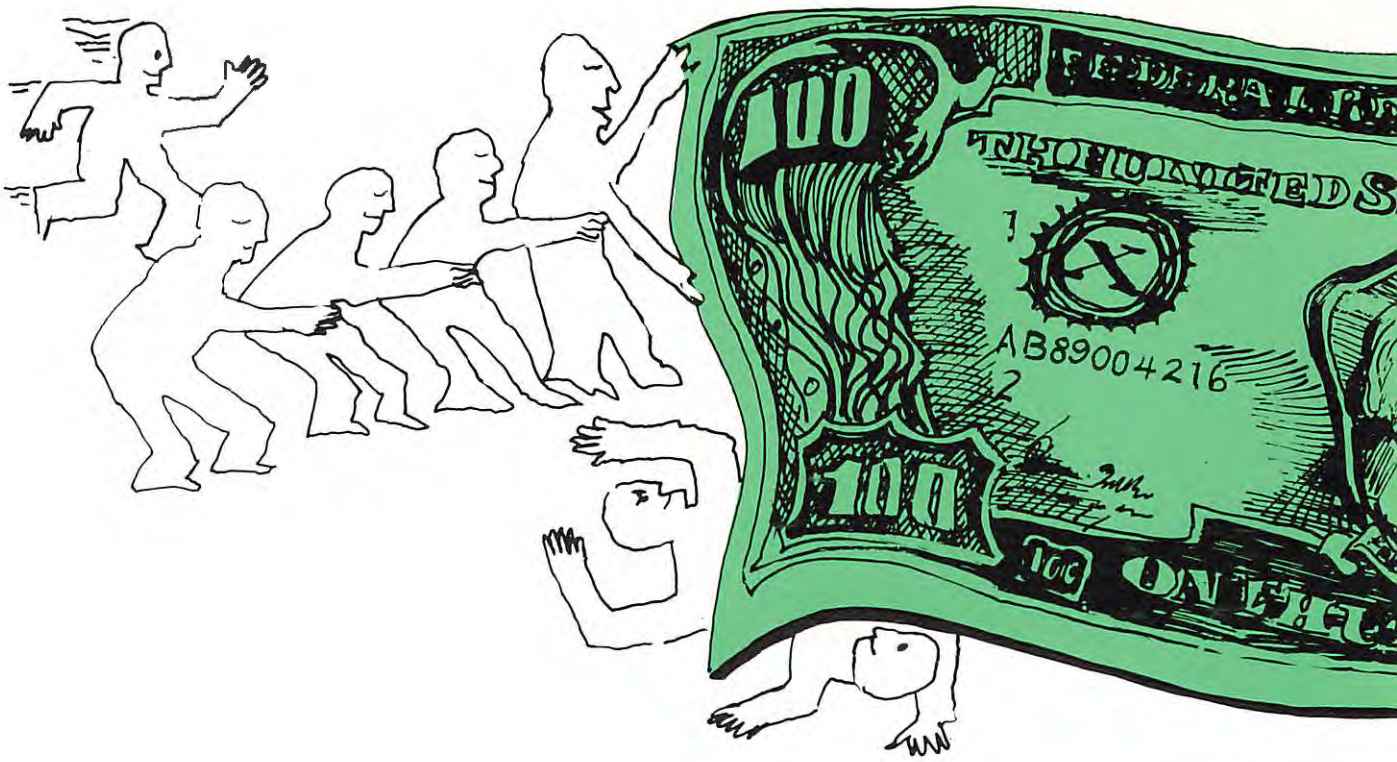
"Breaks down stereotyped conceptions"

"Helps people deal effectively with one another"

"Gave me a clearer understanding of what to expect from volunteers and in turn what volunteers expect of me"

One veteran institutional counsellor summed it up when he said:

"Volunteers are human after all." ■



REVENUE

and the myth of c

By Marilynne Rudick

Marilynne Rudick is manager of Information Systems, National Clearinghouse on Revenue Sharing. She was formerly intergovernmental relations officer for the Office of Revenue Sharing.

A reporter asked at a recent press briefing, "Does anybody take seriously the rhetoric about citizen involvement in revenue sharing?" After more than two years of operation, program observers, members of the press, local monitors and citizens are all questioning citizen impact on the general revenue sharing (GRS) plan. While there is indeed much rhetoric surrounding citizen involvement, there is little to indicate that citizen input has actually been an effective component in revenue sharing decision-making.

The legislative history of GRS suggests that the much parroted "power to the people" slogan came along as a political "bonus" *after* the enactment of the law. While the congressional debate showed some concern over accountability for revenue sharing funds, it seemed to center more on whether Congress should relinquish its yearly oversight function than on the role of the citizen. Perhaps because revenue sharing was viewed as an economic program, citizen participation was given a "low profile." Indeed, Congress rejected proposals for public hearings or mandated citizen advisory councils, common to categorical programs.

What emerged as a vehicle for making the local government accountable to the people was the publication in a local newspaper of two report forms: a Planned Use Report and an Actual Use Report.

The Planned Use Report is the basic mechanism for citizen participation. It is a non-binding "executive proposal" for the spending of revenue sharing funds. ORS's booklet *Getting Involved* claims this procedure allows the citizens "to react to the government's views of local spending priorities and suggest alternatives before the funds are actually committed. In reality "getting involved" is much more of a struggle.

SHARING

izen participation

The National Revenue Sharing Project's (NRSP)[1] monitoring of selected sites shows that reports are usually placed with legal notices, often much reduced in size. In Wilmington, Delaware, for example, the report appeared in the "want ad" section — where it was not too likely to attract attention. The report itself does not give the citizen much of an idea of what the funds were used for, showing only how much money has been spent on "capital requirements." A citizen must continue his search if he wants to see whether the money was used for a capital project in a hospital or nursing home or to purchase a dump truck or a bus.

An individual or group motivated to pursue this investigation any further may now be up against "city hall." Because the law requires that each government apply its own budgeting and accounting procedures to revenue sharing monies, the investigator must now confront The Budget.

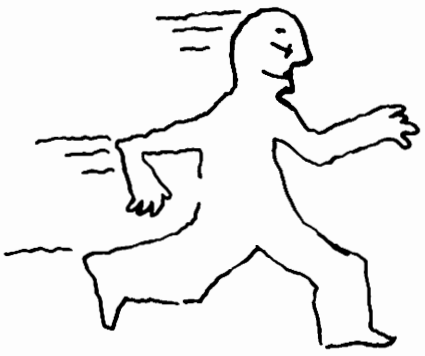
Budgets in larger jurisdictions are cumbersome, lengthy volumes detailing each expenditure. They are often incomprehensible to a lay person not fluent in "budgetese." Even if a person has the stamina to wade through budget documents, amendments and minutes of hearings, he may find that his search for the real use of revenue sharing funds has still not ended. He now discovers that all money is green — *i.e.*, revenue sharing funds are "fungible." This means that while revenue sharing funds may be accounted for under "environmental protection," a comparison with last year's budget may show that money previously budgeted in this area has been "shifted" to public safety — where the real impact of revenue sharing dollars lies.

Surviving this struggle intact, a citizen may then decide to let his views be known and change local priorities. Indications are, however, that individuals or groups endeavoring to influence or change decisions regarding revenue sharing have a low success rate.

In Buffalo, according to the NRSP's analysis, over 30 human service groups formed the Citizen's Commission on Revenue Sharing. Meeting every other week for months, the group came up with a plan to ask that 50 percent of GRS funds be spent on human services. They had success with either the commissioner of finance or the mayor. The city chose instead to effect a tax reduction by using the funds for existing services — salaries for the police and fire department — for the entire five-year period.

In Ohio, a community action agency, Licking County Economic Action Development Study (LEADS) spearheaded a coalition of citizen groups which formulated and presented proposals for funding community action

[1]Sponsored by the League of Women Voters Education Fund, the Center for Community Change, the National Urban Coalition and the Center for National Policy Review.



. . . political considerations, not citizen interests, often determine revenue sharing priorities

projects to both the Newark City Council and the Licking County Commissioners. LEADS reports that "in both meetings before the press we were accepted with open arms and congratulated on the outstanding community action agency . . . we were told by both groups that they would take the matter under advisement and get back to us."

The calls never came. "We had to call back both the Commissioners and the Council repeatedly" to finally be told that "all of our anticipated revenue sharing income has been (previously) committed," the LEADS report concludes.

These groups discovered what many are now learning — political considerations, not citizen interests often determine revenue sharing priorities. This practice is most often defended by local officials as using the money in a "visible fashion" or doing something that will benefit "all citizens, not a small minority." In other words, as the National Urban League concludes in its report, *Revenue Sharing: A Second Look*, "Too many decisions are made on the basis of "what is the best decision which will get me reelected, not what is the best for the good of my entire constituency."

Resistance by local officials coupled with citizen apathy and ignorance about revenue sharing are leading more and more monitoring groups to conclude that citizen involvement is just political mumble-jumble.

A survey conducted by Michigan State University's Center for Rural Manpower and Public Affairs shows that while two-thirds of the governments surveyed indicated that they had taken some steps to stimulate citizen participation, nearly half of the responding Michigan officials rated their efforts as "poor." In Iowa, the Citizens Information Service of the League of Women Voters says that "there has been no participation by the public in the state's planning, allocation, operation and evaluation of programs funded by general revenue sharing. "In fact," they report, "it is doubtful that such participation would be welcome."

Citizen participation *can* be effective under the right circumstances, however. As the NRSP concludes in its recent report, "Citizen coalition-building appears to be the most effective route to local impact, particularly if the coalition has paid staff or aid from national headquarters.

There are some success stories which bear this out. In San Diego, California, for example, community groups showed that good organization, persistent pressure and a solid proposal can result in changing a community's priorities.

San Diego's coalition, the Community Congress, evolved from a community workshop on revenue sharing. A citizen's task force resulted from the workshop, and in November, 1972 the task force called upon the city council for an "open process" and citizen input in determining revenue sharing priorities. The council did not respond.

From October through February the task force compiled a massive proposal requesting revenue sharing funds for human care services. Over 400 people accompanied the proposal to the city council. Again, no response. The groups continued to exert pressure on the city council.

Meanwhile, in June the County joined in, requesting the coalition's help in organizing a public hearing on revenue sharing. In a little over a week, the congress organized 40 agencies and over 350 people for a presentation to the county board. A joint city/county meeting followed where a decision was made by both governments to commit 1.4 million revenue sharing dollars to human care services. A massive campaign, hard work by a large number of people and a well-organized, determined coalition had turned San Diego around.

If all else fails, say some political purists, the ultimate act of citizen participation takes place at the ballot box. If a voter does not approve of his elected official's revenue sharing priorities, he can "vote the rascals out." Unfortunately, this opportunity occurs only once every two to four years; and what with the impact of inflation, taxation and garbage collection on local elections, the contest is certainly not a referendum on revenue sharing.

Lessons about public participation in revenue sharing are clear. The act itself does little to encourage citizen involvement. Barring substantial changes in the law itself, the challenge of getting involved falls on individuals and community groups. While the job is not easy, groups can be effective if they unite on common issues and persistently lobby their local leaders and educate fellow citizens.

Success can extend far beyond determining revenue sharing priorities. Once the mechanism has been set up for influencing local governments, the door is wide open for public input on all aspects of local government, insuring a government that is truly responsive to community needs.■

The Administration's View

GETTING A FAIR SHARE

Graham W. Watt
Director, Office of Revenue Sharing
U.S. Department of the Treasury

When general revenue sharing was conceived, one of the primary desires of its proponents was to transfer greater fiscal power to the people. One of the great questions of the revenue sharing experiment is whether local needs and local constituencies can better be served by local officials than by federal agencies in Washington, D.C. Although mechanisms for public participation in local decision-making about use of revenue sharing funds are not required in the legislation, there are elements of the law which greatly encourage citizen involvement in local priority setting.

General revenue sharing entitlements are computed for each state and local recipient government on the basis of measurable data such as population, income and taxes, and an allocation formula devised by the Congress. All general governments in the country are eligible revenue sharing recipients; none of them has to make application to participate. Each recipient receives its shared revenues directly from the Federal Treasury Department.

In general, voluntary agencies' best chances for receiving revenue sharing funds are at the local level. Cities, towns and counties historically are larger sources of support for community projects than are states. State governments tend to concentrate their spending in a few functional areas such as transportation and education, whereas local governments usually spend their revenues more diversely. And most volunteer-directed projects are planned and carried on at the local level.

In any case, all governments receiving shared revenues are required to publish in a local newspaper an annual *Planned Use Report.* This report provides notice of the opportunity for the public to get involved in local decisions. The Planned Use Report is mailed to recipients each year in April and it must be published by the end of June. This report is your government's report to the citizens of its proposals for uses of the revenue sharing funds it *will receive* in the forthcoming fiscal year (July-June). Its purpose is to provide the public with information about how the government sees local priorities before it receives funding. It tells you the whole range of choices before your government and encourages you to react to your government's views of local spending priorities and to suggest alternatives. Shared revenues may be spent in any of eight categories for *maintenance and operating expenses* — health, public safety, public transportation, libraries, social services for the poor or aged, environmental protection, financial administration and recreation. Any legal *capital* expenditure is also a permissible use of revenue sharing funds. The report form and records documenting the proposals on the Planned Use Report must be available for public inspection during normal business hours. Look for the publication of the Report and inquire about it!

A second, important encouragement to local public participation in revenue sharing decisions involves your government's budget procedure. The revenue sharing law requires all recipients to make revenue sharing decisions a part of the annual budget. Citizens and groups should study and learn about their government's procedures for preparing and approving its budget, to discover where their involvement and assistance can be most effective. The shared revenues which your government receives is new, uncommitted money in the local budget, which makes it different from much of your government's expenditure which is already committed from year to year for ongoing needs such as for salaries. Your involvement in local decision-making can help to determine how this "new money" should be spent.

Local budgeting processes vary greatly among the 38,000 recipients of the revenue sharing program. Some governments are required to hold public hearings on the budget, others are not. Some of the recipients have set up advisory boards, others have solicited public review or discussion at special hearings or meetings. Many of these special meetings were arranged at the request of the public or organizations. By becoming informed about the local budget process, community groups can determine where their requests for funding can be most effective. There are many sources of information about your local government already available in the community — from the Mayor's office to the public library. The Office of Revenue Sharing has published a booklet which suggests some of these avenues and also discusses the revenue sharing law, requirements on your government and encouragements to public involvement. The booklet is called *Getting Involved: your guide to general revenue sharing.* It is available in single copies through the Office of Revenue Sharing, Washington, D.C. 20226 or may be purchased from the U.S. Government Printing Office at a price of 40¢ per copy.*

General Revenue Sharing is returning more than money to the local level. Opportunities and responsibilities also are being transferred from the Federal government to local governments and to the general public. Will local officials be responding to local problems and needs of local constituencies? — that's what the challenge of general revenue sharing is all about.

**GPO Catalogue Number for* Getting Involved *is TI 10/2:R32/2 Payment must accompany all orders.*

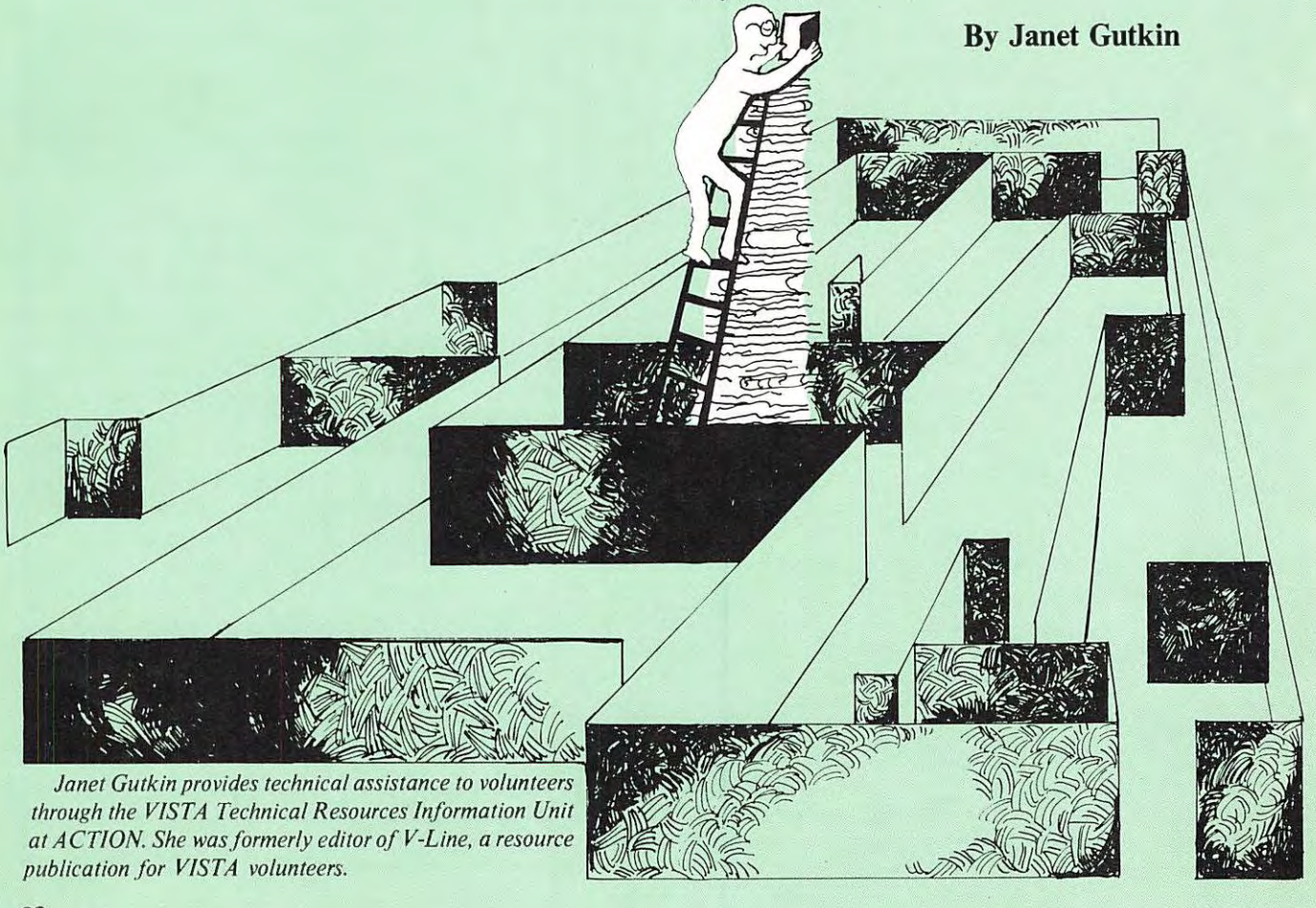
The A-MAZ-ING Guide to Government Information

Trying to find government information is a little like sleuthing. In this instance, the mystery is locating truly relevant information as efficiently as possible. The following may provide some helpful clues for locating federal agencies, resources and information.

Indeed, the field of government information is vast. In addition to the "printed word" (more than 25,000 different publications of federal agencies are available through the Government Printing Office (GPO)), there are thousands of government-produced audiovisual materials on a variety of subjects. There is also the "human resource," as represented by federal employees who respond to public inquiries and information requests.

Given this wealth of federal resources, it is not surprising that there appears to be no standard procedure by which federal agencies offer information to the public. Thus, there is no simple formula for obtaining information in a particular subject area.

By Janet Gutkin



Janet Gutkin provides technical assistance to volunteers through the VISTA Technical Resources Information Unit at ACTION. She was formerly editor of V-Line, a resource publication for VISTA volunteers.

Nevertheless, it is not necessarily difficult to obtain government information. With a little orientation, you can unlock many doors to federal resources (provided you have an idea of what is needed). This guide, which contains a general background on sources of information and how to obtain that information, may help to provide a key. (Under the Freedom of Information Act, each government agency is required by law to make agency records, with certain exceptions, available to the public. This guide does not deal with procedures for obtaining information under that Act, but rather with those types of information which are generally available in published form to the public.)

THE PRINTED WORD

Legislation. For starters, the law itself can provide valuable background information. Thus, it is helpful to keep an eye on the news for legislative actions that might affect a particular program area. For example, the Housing and Community Development Act of 1974 significantly affected many existing programs of the Department of Housing and Urban Development (HUD), the government agency responsible for implementing the law.

A copy of the law can usually be obtained from your representative or senator. Write for copies as soon as possible after passage, since limited quantities are available. Otherwise, a copy can usually be obtained from the Office of Public Affairs of the agency that implements the law.

Regulations. Regulations, often referred to as "regs," spell out how a law will be implemented. Federal agencies responsible for implementation of the law must issue a set of proposed "regs" for public response. After the allotted time for comment, generally 30 to 60 days, final regulations are published in the *Federal Register.* These have the authority of law. Thus, "regs," in the proposed form, offer an opportunity for citizen response and in the final form, provide "nuts and bolts" information about how programs work. (See *Federal Register* in resource section for information on obtaining copies.)

- *leaflets, brochures, and booklets,* which consist of literature that is descriptive but not necessarily substantive. Often glossy and attractive, these serve as an introduction to a government agency, program or project and generally include program highlights and photos. ACTION, the federal volunteer agency, describes its various programs in a booklet called *Volunteers in ACTION,* which is oriented toward the recruitment of volunteers. Such materials can be obtained from any agency's public affairs or public information office.

- *press releases, speeches* and other materials issued to the general public on a regular (often daily) basis by an agency's public affairs office. These afford an opportunity to keep abreast of the daily activities of an agency, and can be obtained by requesting to be placed on the mailing list. For example, a volunteer who had been working with a citizens energy project to establish an energy news service wrote to the Federal Energy Administration for its mailings and received a variety of materials, including weekly statistics from FEA's National Energy Information Center, speeches and testimony by FEA administrators, summaries of final "regs," and a list of "energy-saving tips" for each day of the month.

- *periodicals* — or the official in-house publications of the various government agencies. Usually glossy and in color, with plenty of photos, these magazines serve to publicize, in some depth, an agency's activities. Generally featured are program and project information; policies; new directions; achievements by government, private industry and volunteers; ideas and innovations in the field; interviews; and useful publications lists. A recent issue of the *HUD Challenge,* for example, carried stories on preserving urban landmarks, tornado victims, new directions in urban design and housing planning in Great Britain. The October issue of *Food and Nutrition,* the bi-monthly publication of the Department of Agriculture's Food and Nutrition Service, contains a description of a school lunch outreach program developed by the Pennsylvania Federation of Women's Clubs.

Generally issued on a monthly or bimonthly basis, these periodicals are available by subscription from the Government Printing Office. (Details appear on the back of each publication or can be obtained from the agency's office of public affairs.) A consumer caveat: Be prepared for high subscription prices as a result of the increased cost of paper.

- *newsletters,* which usually average four pages, tend to be low-key and are issued frequently, sometimes once a week. They contain brief summaries of the latest developments, programs and studies within a particular agency, announcements of conferences, reports and grants, and sometimes "newsy" in-house items. The *HUD Newsletter, Consumer News* (Office of Consumer Affairs, Department of Health, Education and Welfare (HEW)), *Head Start Newsletter* (Office of Child Development, HEW) and *EPA Citizens Bulletin* (Environmental Protection Agency) — are a few examples. Newsletters, also, are available on a subscription basis from the Government Printing Office.

- *how-to materials,* which are often quite substantive and produced on an occasional basis. The Head Start Series, "Caring for Children," was announced in an issue of *Children Today,* one of HEW's bimonthly journals. The series consists of 10 how-to booklets. One of them, "A Setting for Growth," discusses how to select a location for a day care center, what to do with the space to create a learning environment and how to create imaginative learning tools from inexpensive materials. This example illustrates how publications need to be spotchecked for items such as "how-to" materials, since they are made available on an occasional basis. They are often announced in appropriate in-house journals or newsletters or in GPO's "Selected List of Government Publications" (see GPO in resource list).

Reports. There are many reports on a variety of subjects issued every year by the government. Often detailed, like research papers, with footnotes, references and statistics, these publications contain detailed information which might be helpful in contributing to a general knowledge of a subject. Many are accompanied by publicity when issued, so that it is a good idea to keep an eye on the news and media. Thus, you

will not only be aware of the report but will know which agency to contact for information on obtaining a copy. A few examples:

- *On-going reports* issued by independent agencies, such as the standing commissions. The Civil Rights Commission, for instance, issues reports that focus on specific topics. For example, "Counting the Forgotten," the April 1974 report, deals with the 1970 census count of Spanish-speaking persons.

- *major reports* which represent in-depth studies of a particular subject, such as the cumulative work of a presidential study commission or an agency task force. Some recent commissions have produced studies on subjects such as housing, crime and marijuana. "Work in America," a HEW task force report, is presently available in paperback, as are many other commission and task force reports.

- *Congressional committee and subcommittee reports.* These consist of staff findings regarding a particular subject area and provide in-depth information. An example: *Developments in Aging: 1973 and January-March 1974* is a report issued by the U.S. Senate Special Committee on Aging which presents information on all aspects of the life of the aged — transportation, housing, nursing homes, inflation, legislation, minorities, energy crisis. Appendices include reports from federal departments and agencies and committee hearings and reports. (Note: some congressional committees and subcommittees have occasional newsletters. The Senate Special Committee on Aging, for instance, issues one called "Memorandum" which summarizes Congressional actions on aging. It is a good idea, when checking with a committee for its latest reports, to ask to be placed on its mailing list if it has one.)

- *Congressional hearings,* which appear in book form about six months after the hearings are held, comprise another kind of "report." As well as the hearings proceedings, information that has been inserted "for the record" during the hearings often provides a wealth of information. For example, *Part I, Famine and the World Situation* of the Senate Select Committee on Nutrition and Human Needs' 1974 National Nutrition Policy Study contains testimony by authorities on world hunger. The appendices, which take up the bulk of the report, contain the United Nations (UN) declaration on food and population with statements of support by many ambassadors; other UN reports on the world food situation; proposals; charts; and reprints of articles from the *New York Times Magazine* and *Atlantic Monthly,* among others.

AUDIOVISUAL AIDS

Government films and filmstrips are available on almost every conceivable subject. They span the alphabet from agriculture, automobile, aviation through water treatment, welding and woodworking. With the establishment of the National Audiovisual Center in 1969, all government audiovisual materials became centrally-indexed. The Center issues an annual catalog, which contains lists, prices, loan availability and other pertinent information (see "U.S. Government Films" in resource section). Also, agencies often describe new films related to their programs in their newsletters.

THE PERSONAL RESPONSE

Federal employees represent an important resource, as they can respond to public inquiries and information requests. Often they can be found in agency libraries, which frequently perform a public information function; in public affairs offices; and in all cases, the directors' offices.

A few tips: When requesting information, try to specify what kind of information you need to know. Don't, however, write to HUD and say "tell me everything about housing." The information you receive in response to such a general request is not likely to be particularly helpful. "Big" questions tend to receive "little" answers because the person responding has no idea what you need to know. On the other hand, be fair. Don't expect an agency to do all of your work. If your request is too specific, the likelihood is that your response will not be as satisfactory as it could be. When writing, ask yourself, "What am I trying to find out?"

KEY RESOURCES

How does one thread one's way through the maze of governmental agencies, information and resources? The following list of resources may help lead the way.

Government Printing Office (GPO). GPO is the government printer and distributor. All of the printed matter referred to in this article can be obtained from GPO — if copies are still available. GPO issues several publications that are helpful in keeping up on what's available from the federal government:

- *free price lists* of available publications in particular subject areas, such as social services or consumer information.

- *free biweekly list of "Selected U.S. Government Publications."* This little catalog gives a "mini"-idea of the scope of government publications. These range from the practical, such as the many publications described above, to the glossy, hardcover books on music machines, photographs of historical aircraft, stamp collecting, etc.

- *Monthly Catalog of U.S. Government Publications* ($12.50) per year, which is the most comprehensive listing of currently issued publications. It lists all publications issued by federal departments and agencies during the previous month. An appropriate symbol after each entry indicates how the publications may be obtained — *i.e.,* free by Congress, free or by sale from the agencies; sale by GPO; *etc.*.

Remittance for all publications must accompany GPO orders. Make checks payable to Superintendent of Documents and send order to same, Government Printing Office, Washington, D.C. 20402.

U.S. Government Manual. This is the official handbook of the federal government. Revised annually by the National Archives and Records Service of the General Services Administration, it is a handy guide to the federal government structure, listing all government agencies and subdivisions within the three branches of government. Gives contact (usually the office of public affairs) for further information. Includes agency structural charts, regional offices, a subject index, the Constitution and the Freedom of Information Act. It can usually be found in most libraries or can be ordered for $4.00 from the Superintendent of Documents, GPO.

Federal Government — A Directory of Information Resources in the U.S. — This directory of government resources is compiled by the Science and Technology Division of the National Referral Center, Library of Congress. Lists agencies and subagencies in alphabetical order with cross references. For instance, the Administration on Aging is listed under "A" and cross-referenced to Dept. of Health, Education and Welfare, its "parent" agency. Although information about government organization and structure as provided in the *Manual* (above) is lacking, the listings are more informative and include name, address, phone, areas of interest, publications and information services. Available for $4.25 from Superintendent of Documents, GPO.

Catalog of Federal Domestic Assistance. Compiled by the Office of Management and Budget, the *Catalog* is a comprehensive listing and description of federal programs and activities that provide assistance or benefits to the public. The 1974 *Catalog* lists 975 programs of 52 different federal departments, independent agencies, commissions and councils. The programs involve grants, loans, scholarships, mortgage loans, insurance and other types of financial assistance, and the *Catalog* tells who can apply for it and how to apply. Available in loose leaf form from the GPO for $7.00 ($9.50 with binder).

Federal Register. Published daily, the *Register* is the forum for making available to the public proposed and final regulations as well as legal notices issued by federal agencies. Also includes presidential proclamations and Executive Orders, federal agency documents having general applicability and legal effect, documents required to be published by Act of Congress and others. Given the frequency of publication and the probable infrequency of pertinent "regs" or other information, the library is probably the best place to find a particular issue. Also, copies of individual "regs" can usually be obtained from the agency responsible for issuing them (c/o office of public affairs). Subscriptions can be obtained, however, for $5.00/mo. or $45.00/yr. from the GPO.

Code of Federal Regulations. The Code is the annual compilation of agency "regs" that are published in the *Federal Register* and includes "regs" that are still in effect. It is divided into 50 titles, each representing a broad subject area. There is also an alphabetical index by agency. Available in most libraries.

Congressional Directory. The *Directory* is a comprehensive guide to the Congress, which includes information on members of the Senate and House of Representatives and the committees and subcommittees of each house. Issued annually, it is available in most libraries or for $5.75 (paper) from the GPO.

A Catalog of United States Government Produced Audiovisual Materials. This is a catalog of films and filmstrips for sale by the National Audiovisual Center, a division of the National Archives and Records Service of the General Services Administration. The catalog is an annotated listing, by subject, of the audiovisual materials that are available from the federal government. Includes an index of film/filmstrip titles and gives instructions for ordering. The catalog is available free from the National Audiovisual Center, General Services Administration, Washington, D.C. 20409.

Federal Information Centers (FICs). According to the *U.S. Government Manual*, FICs are set up for the "citizen who has a question of any sort about the Government and has no idea which of the hundreds of offices can provide the answer." Citizens may phone, visit or write an FIC for information.

There are about 36 FICs located in metropolitan areas across the country with an equal number of cities connected to the Centers by a toll-free phone line. To find the FIC nearest you, check under "U.S. Government" in the phone book for an FIC under the General Services Administration heading; or consult the *U.S. Government Manual* in your library for a complete listing; or write the Coordinator, Federal Information Centers, General Services Administration, Washington, D.C. 20405.

Federal Depository Libraries (FDLs). These are libraries, both public and university, that have been designated to receive many government publications, including agency documents, congressional reports and hearings proceedings, the *Federal Register*, etc. Administered by the Superintendent of Documents, this system makes available to the public government publications that would otherwise not be found in libraries due to the sheer quantity. Your local librarian should know where the nearest FDL is or a complete list can be obtained from the Librarian, Public Documents Department, GPO, Washington, D.C. 20402.

Clearinghouses. Many government agencies have clearinghouses, which collect and provide information on a particular subject area. The National Clearinghouse on Alcohol ism and Drug Abuse (Department of Health, Education and Welfare) and the National Technical Information Service (Department of Commerce) are two examples. The *U.S. Government Manual* (see above) lists clearinghouses with their parent agencies. Also, a private source — the NCVA Clearinghouse — includes information on selected government publications and resources relevant to all aspects of volunteerism in its Portfolios and Green Sheets. (Available from NCVA Clearinghouse, 1785 Mass. Ave., N.W., Washington, D.C. 20036.) ■

MAJOR WORKSHOPS FOR 1975

National Information Center
on Volunteerism

April 29–May 2

FRONTIERS FOR VOLUNTEER COORDINATORS AND CONSULTANTS

People Approach Systems (NOAH MINIMAX)
New Educational Opportunities
Board/Staff Relations
Basic Feedback Systems & Assessment of Statewide Volunteer Programs & Organizations
Program Survival—State, Local
Justification & Values in Volunteer Programs
Latest Research Results and Methodology
Newer Developments in Volunteer Program Management
Information Retrieval Systems
Role of Women in Relation to Volunteerism
New Volunteer Program Models
National Planning & Strategies for Volunteerism (recent developments)
How To Be A Consultant To Local Volunteer Programs

May 28–30

Willmar, Minnesota

(Second Annual) VOLUNTEER PROGRAMS IN RURAL AREAS

July 7–11

MANAGEMENT CERTIFICATION FOR VOLUNTEER PROGRAM DIRECTORS

Fourth Annual Advanced Management Seminar for Directors of Volunteer Programs, directly related to modern developments in certification and credentialing for leadership of volunteer programs. Offered in cooperation with Colorado University at Boulder. *Preliminary program and housing details available June 1.*

July 15–18

COMMUNICATION AND INFORMATION RETRIEVAL FOR VOLUNTEER PROGRAMS

In-depth exploration of two vital topics perceived as the lifeblood of volunteer programs. Special emphasis on frontier areas. Also national strategies for volunteerism for the second half of the 1970's. May be invitational. *Preliminary program details available June 1.*

November 4–7

CITIZEN PARTICIPATION ON BOARDS AND COMMITTEES

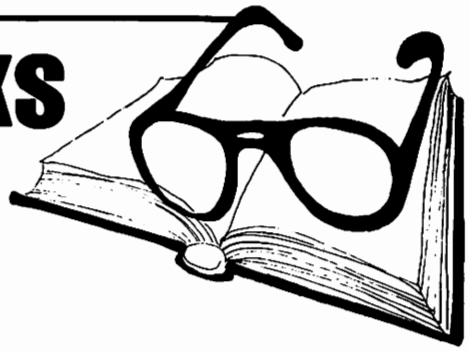
There is perhaps more squandered person-power on Boards and Committees than in any area of volunteerism. Yet this is one area in which volunteers have potential not just to serve on the line, but also to influence policy and broader directions in the human service community.

Workshop topics will include: Articulation and Design of Board Functions; Major Types of Boards and Modes of Organization; Board Job Definition; Selection, Motivation and Training for Each Type of Board; Simulations of Typical Problem Situations.

Preliminary program and housing details available September 20.

For further information
Call: 303/447-0492
or write:
Gwen Winterberger,
Conference Manager
National Information Center
on Volunteerism
Post Office Box 4179
Boulder, Colorado 80302

books



KRC FUND RAISER'S MANUAL: A GUIDE TO PERSONALIZED FUND RAISING, Paul Blanshard, Jr. KRC Development Council, 212 Elm St., New Canaan, Conn. 06840, 1974, 248 pp. $34.50.

This fund raiser's guide is a "nuts and bolts" manual on capital fund campaigning, special projects and fundraising, annual giving, deferred giving and foundation grantsmanship.

As President of a fund raising firm, Paul Blanshard makes no pretense about the value of the outside specialist. In the first chapter he relates the following:

> *The late John F. Rich, my old employer and a canny fund raiser, used to reply to the query about whether you need professional counsel: 'Not at all! You can do it yourself if you wish. You can bury your grandmother in the backyard too — only some people might think it untidy.'*

Unfortunately, this bias permeates the manual and tends to limit its application for smaller fund raising efforts. The author usually limits his "how to" examples to million dollar campaigns he has successfully conducted for universities and hospitals. However, the reader will find the sixty page summary extremely useful as a guideline that applies to any successful campaign.

The manual is light reading and punctuated with old-fashioned gentle humor. The author plays tag with the male chauvinist label, as he expansively relates the value of women to the fund raising campaign as effective counter "gossip squads," and "winsome beauty queens." Particularly notable is the following example:

> *One "gangbuster" Campaign Director I heard of had some biggies to report at the opening dinner. He enlisted a mini-skirted bicyclist to ride in through a flung-open door. Alighting at the head table, she breathlessly handed the Advance Gifts chairman a bulging brown envelope or signed pledge cards and checks ....*

While this manual does not warrant the extreme action of being placed on the banned reading list of a feminist movement — the author, as a successful involver of volunteers in this day and age, should have known better!

—R. A. Cummings
Director, Volunteers In Action
(Voluntary Action Center
of the Monterey Peninsula, Inc.)

THE ARTS MANAGEMENT HANDBOOK, Alvin H. Reiss. Second Edition, Law Arts Publishers, New York, N.Y., 1974. 802 pp. $12.50 (hardbound).

The only argument I have with this book is the name. This sea of lively ideas, hot tips and spectacular publicity stunts is libelled by being given such an academic dry-as-dust title as the "Arts Management Handbook."

Alvin H. Reiss is an effervescent, nonstop narrator and a memory bank of more notions than most people encounter in a life time who expands part of his boundless energies in publishing a bi-monthly newsletter called *Arts Management.* It is one of the most reliable reading staples for the people who run arts councils, museums and orchestras, since Reiss manages to distill and pass along a remarkable amount of current information. In the *Arts Management Handbook,* Reiss has dipped into the back issues of his publication and come out with a dazzling number of stories dealing with everything from fundraising techniques to tips on direct mail to audience building to advice on selecting boards of directors.

Unless the reader likes to take his encyclopedia neat, this is not a book to be read from cover to cover. Rather, it is a witty and lively treasure trove to be dipped into for specific ideas. Reiss himself would probably claim that most of what he has written consists of good and challenging ideas, borrowed, stolen and occasionally improved upon. The book is an encouragement to others — both professional managers and volunteer leaders — to engage in the same kind of inspired larceny in a good cause. There is much here of value for the board member, the volunteer running a benefit or engaged in fundraising or in search of ways to speak effectively to the news media. And, much of what Reiss writes for the arts is of equal value to volunteers and managers in other fields.

The book has one major lesson in addition to the countless tips and clues that are its substance. According to a current myth,

(Continued on p. 26)

NEED MONEY?

Obtaining funding and careful planning for its use are especially vital to non-profit organizations in hard economic times. *Local Fund Development: A Basic Manual for Volunteer Programs* is now being offered free of charge from The National Center for Voluntary Action local affairs department. This guide offers your organization guidelines for who, when, and how to solicit donations in an explicit seven-step process. In addition, authors Kerry Kenn Allen and John M. Kudless of the NCVA staff have included an invaluable chapter, "On the Writing of Proposals."

NEW

FROM THE NCVA CLEARINGHOUSE

- Four training portfolios, numbers 5, 10, 15, and 20 and a directory, *College-University Resources in Education and Training for Voluntary Action* have recently been up-dated.
- *Volunteer Involvement in Juvenile Institutions & Alternatives to Institutionalization,* a new publication.

Single copies are distributed without charge; multiple copies are available at $1 per copy. Please send a self-addressed mailing label with your order.

Books *(Continued from p. 25)*

the arts in America are poorly managed by a group of barely competent people who are in fact artists manque. What the handbook reminds us is that the people who run our orchestras, arts councils, theatres, museums and dance companies are by and large a bright, aggressive, imaginative and scheming clan. In a business whose glory is that it is handcrafted and therefore resistant to productivity increase, these managers have achieved a twentieth century alchemy of turning stone into gold, impossible dreams into dollars. This book offers 802 pages of the stuff of this alchemy.

—Michael Newton
Associated Councils of the Arts

UPLIFT: WHAT PEOPLE THEMSELVES CAN DO, The Washington Consulting Group. Olympus Publishing Company, 937 E. 9th South, Salt Lake City, Ut. 84105. 465 pp. $6.95 (paper), bulk rates available.

This book represents one phase of Project UPLIFT, a U.S. Jaycees Foundation research effort to identify and describe successful self-help projects within the country. Included are descriptions of one hundred of those projects judged to be the most representative.

All the projects are characterized by low-income people forming groups to help to solve their problems. It is concluded by the authors that "the worth of the projects rests in their individuality and independence and natural growth within their local communities." Nevertheless, UPLIFT's aim is to disseminate successful ideas in an effort to further the development of what they see as a self-help movement.

A thorough table of contents lists the one hundred programs selected and divides them into the categories of 1) Economic Development, 2) Education, 3) Employment Opportunity, 4) Housing, 5) Social Services, 6) Health Services, 7) Offender Rehabilitation, and 8) Community Organization.

The projects, from quilt-making in South Dakota to block partnership in Dallas, Texas, are described in the style of feature stories, sometimes complete with photographs. Those interested in the concept of self-help are sure to find the book interesting while perhaps finding any direct application of project ideas to present a rather obscure challenge.

—Joan I. Clark
NCVA Clearinghouse

HOW TO GET THINGS CHANGED: A HANDBOOK FOR TACKLING COMMUNITY PROBLEMS, Bert Strauss and Mary E. Stowe. Doubleday & Co., Garden City, N.Y., 1974. 319 pp. $8.95.

Too often when groups get together to do something about a problem, one or two people control the meeting, a long-winded member drones endlessly, key people are missing. By adjournment, most participants have not felt welcome to participate. Where there had been hope that something would be accomplished, there are only feelings of frustration and fatigue.

A productive outcome to a meeting or conference is far more likely when Bert Strauss and Mary Stowe are in charge, as they have been countless times in and about the Virginia suburbs of Washington, D.C. This new book now makes their thinking and techniques available to everyone interested in conducting meetings that get somewhere.

Solutions to problems — whether those of youth, age, unemployment, racial tensions, environmental decay and whether local or national in scope — are hard to come by. This book focuses on the running of meetings and conferences since, the authors state, "maligned as they are, it is in getting the right people together in a right way at meetings and conferences that we can initiate successful action."

Basic tools for organizing a meeting are a flip chart and broad felt-tip pen. A vital role is that of the "facilitator" whose "job is to create an atmosphere in which everyone feels free to participate, and to help the group bring out and organize its thinking as members build on each other's contribution." (The facilitator would have interrupted, gracefully if possible, the long-winded talker so the meeting might move forward.)

How to Get Things Changed is developed in three parts: the first, "What We Do," outlines the workings of modern meeting methods in a variety of case histories; the second, "Why It Works," traces the research on which the techniques are based; the third, "How We Do It," deals with training, planning and getting the plan to work. The Appendix adds useful forms and other specifics.

An orderly presentation of how to help a group do its work in an orderly way, this is an indispensable handbook for groups and group leaders looking for a reasoned way to help change happen.

—Isolde Chapin
NCVA Clearinghouse

local fund development

By John M. Kudless

An important source of funding for local-level volunteer programs are the many foundations and corporations which have a local focus. A corporation may support programs in its employees' communities; a foundation may fund activities only within the geographic area designated by the primary donor.

Although not intended as a substitute for your own digging, the suggestions listed below may help get you started in the right direction. Mention here of any potential source of funds does not in any way imply, of course, that you will receive a grant from them — these are only possibilities. Keep in mind also that availability of funds and giver priorities change continually.

COMMUNITY TRUSTS

A good place to start looking is "right in your own back yard." Well over 100 cities and communities around the country have trust funds which are strictly reserved for programs in their own particular locality. Most are primarily interested in programs benefiting the social welfare of the community.

REGIONAL

Some foundations also confine their support to programs within a given geographic area. **The Bush Foundation,** for example, is primarily concerned with the Minneapolis-St. Paul area; but their interests extend throughout the north central region. The majority of their grants are in the education or social welfare fields. (Contact Mrs. Marie Prosser, W-962 First National Bank Bldg., St. Paul, Minn. 55101.) Similarly, the **Kroger Company** funds local programs in consumerism, nutrition and drug abuse in the south and midwest. (Contact Mr. Patrick O'Connor, 1014 Vine St., Cincinnati, Ohio 45201).

STATE/CITY

Other foundations and corporations limit their giving more specifically, emphasizing particular states or cities. For example:

NEW YORK CITY: The **Robert Sterling Clark Foundation** is primarily interested in programs with local impact. (Contact Mr. Scott McVay, Executive Director, 110 Wall St., 10005); **The First National City Bank,** like many large corporations, funds a broad range of activities. (Contact Mr. William Herbster, Sr., Vice President, 399 Park Ave., 10022); **The Morgan Guaranty Trust and Charitable Trust,** which supports civic and urban affairs programs, has a definite interest in volunteerism; in fact, they have a corporate volunteer program themselves. (Contact Ms. Sara Erwin, 23 Wall St., 10015).

CHICAGO: **The McCormick Charitable Trust and Foundation** is especially interested in the areas of education and some community services. (Contact Mr. Thomas Furlong, 435 N. Michigan Ave., 60611).

PENNSYLVANIA: **The Richard King Mellon Foundation** supports programs in health, education and welfare, but only in Pittsburgh or western Pennsylvania. (Contact Mr. Elston R. Law, Vice President and Director, 525 William Penn Place, Pittsburgh, 15230).

TEXAS: **Tenneco, Inc,** funds a broad range of activities, but only in the Houston area. (Contact Mr. Bruce Conway, Tennessee Bldg., Houston, 77002).

PLANT CITIES

Giving through their factories, regional offices or other local outlets is very popular with some corporations. Some have both a national and a localized, plant-city program. Giving patterns in this type of program usually reflect a broad range of interests.

Here are a few suggestions to get you started. If there is no plant in your area, contact the home office as noted below:

B. F. Goodrich Co. (special interest in health and welfare programs) Contact Mr. George Raymond, 500 Main Street, Akron, Ohio 44318.

3M Foundation, Inc. Contact Ms. Betty Jurgensen, 3M Center, St. Paul, Minn. 55101.

Phillips Petroleum Foundation, Inc. Contact Ms. Ruth Munsch, Executive Manager, 4 Phillips Bldg., Barlesville, Okla. 74004.

Anheuser-Busch, Inc. Contact Mr. Suellentrop, Secretary; Contributions Committee, St. Louis, Mo. 63118.

Corning Glass Works Foundation. Contact Mr. Richard B. Bessey, Executive Director, Corning, N.Y. 14830

SPECIALITIES

Some foundations and corporations support only very specific types of activities, and the following are noteworthy:

Sunnen Foundation. If your program is involved with population studies or information in any way, contact Mr. Sam Landfather, 7910 Manchester Ave., Maplewood, Minn. 63143.

Field Foundation. Their grants are almost exclusively in the social justice activist field. Contact Mr. George Loft, 100 E. 85th Street, New York, N.Y. 10028.

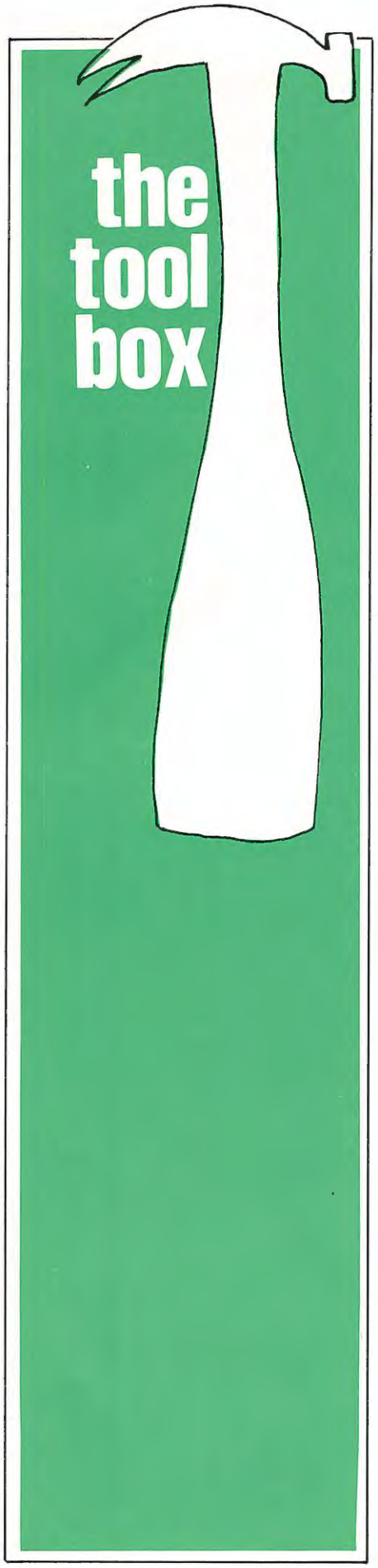
Every organization which receives tax deductions for charitable contributions is required by law to file an annual report (Form 990 AR) with the Internal Revenue Service. These reports are open to public inspection. ■

Every organization which receives tax deductions for charitable contributions is required by law to file an annual report (Form 990 AR) with the Internal Revenue Service. These reports are open to public inspection.

For further information — particularly giving patterns — on other foundations and corporations as well as those mentioned in this article, consult these reports at your regional IRS office or state revenue office. Copies of such reports are also available at offices of the Foundation Center (in the major cities of all states except Alaska, Arizona, Delaware, Idaho, Indiana, Montana, Nevada, New Mexico, North Dakota and Vermont).

See also: **Foundation Directory** *and* **Where America's Largest Foundations Make Their Grants 1974-1975,** *(available at your local public library);* **Local Fund Development: A Basic Manual for Volunteer Programs** *(available free from NCVA, Local Affairs Department.)*

John M. Kudless is NCVA's director of planning and development.



I'm Blind — Let Me Help You, American Foundation for the Blind, Inc., 15 West 16th Street, New York, N.Y. 10011.

Reflects the positive results of offering the visually impaired elderly an opportunity to be "givers" rather than "takers" in the community through volunteer service.

How to Challenge Your Local Electric Utility, Environmental Action Foundation, 724 Dupont Circle Bldg., Washington, D.C. 20036. $1.00.

A two-part booklet designed to make the public aware of the need for fundamental changes in the power industry and provide citizen groups with the tools needed to challenge their local electric utility.

Strategies for Restructuring the State Department of Youth Services, Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402. 40 cents.

A brief but comprehensive account of one state's successful effort to rehabilitate youth offenders as an alternative to institutionalization. One of the many programs described uses parole volunteers to assist in the rehabilitative process.

Better Tomorrows, Pauline Neff. Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402. 55 cents.

Describes "Girls' Adventure Trails," a year-round program developed for emotionally disturbed girls in a Texas community. Originally funded by HEW, the program is now supported by public and private agencies in a concerted community effort to assist troubled young girls whose behavior reflects an antisocial and delinquent pattern.

A Philosophical Approach for Volunteers, Project Upswing, The University of Mississippi, School of Education, University, Mississippi 38677.

Follows a volunteer tutorial program for first graders (Project Upswing) from inception to completion. A useful guide for school systems with no volunteer programs as well as those wishing to expand their present program to include a special project for entering first graders. Emphasis on the relationship of volunteer tutor and child as all-important factor in development of the child's positive self-concept.

What Kids Can Do - 40 Projects by Groups of Kids, The National Commission on Resources for Youth, 36 West 44th Street, New York, N.Y. 10036.

A variety of successful youth involvement programs are outlined in terms of origin of the program, how it functions and how it might be adapted to meet individual community needs. The projects described are adaptable for summer programming.

Handbook for Leaders of Organizations, Overseas Education Fund of the League of Women Voters, 1730 M Street, N.W., Washington, D.C. 20036. 50 cents.

A manual suggesting guidelines and techniques necessary for development of sound voluntary organizations. One of a series of materials in the field of leadership development and techniques of organization. Available in both English and Spanish.

How to Be an Effective Board Member, Scholarship, Education and Defense Fund for Racial Equality, 315 Seventh Avenue, New York, N.Y. 10001. $1.00.

Covers every important facet of how a board should function.

How to Apply for Grants, Scholarship, Education and Defense Fund for Racial Equality (SEDFRE), 315 Seventh Avenue, New York, N.Y. 10001. $1.00.

A small pamphlet answering some big questions about applying for grants. Covers selection of a foundation, writing a proposal and how foundations select programs. Also includes some "special tips" on non-foundation grants.

You Don't Know What You Got Until You Lose It: An Introduction to Accounting, Budgeting, and Tax Planning for Small, Nonprofit Organizations and Community Groups, Thomas F. Miller and G. R. Orser, The Community Management Center/The Support Center, 1822 Massachusetts Ave., N.W., Washington, DC 20036. 1975. Single copies free; additional copies $1 each.

Provides a straightforward, down to the bottom of the petty cash box evaluation of the vital need for better management of non-profit organizations.

Miller and Orser present a general overview of fund- and cost-accounting systems, as well as sample cash flow and budget charts.

Of particular value are suggestions for obtaining free accounting and tax planning advice from professionals — *e.g.,* appealing to their spirit of public interest during the summer slack period.

An appendix lists nine management support organizations that specialize in aiding non-profit organizations, several of which provide assistance free of charge.

Evaluation, A Forum for Human Service Decision-Makers, Minneapolis Medical Research Foundation, Inc., 501 South Park Avenue, Minneapolis, Minn. 55415.

A magazine published two to three times a year providing current information on evaluation efforts from relevant human service fields. Offers a rational incentive for engaging in the evaluation process and at the same time provides the practitioner with the necessary tools (methods, procedures) to design his own system.

Hospital and Community Psychiatry, A Journal of the American Psychiatric Association, 1700 - 18th Street, N.W. Washington, D.C. 20009. Price: $12 year subscription; $1.50 single copy; Single reprints free.

The March, 1975 issue (Volume 26, Number 3) has volunteerism as its theme and includes brief reports, articles, and an open forum on the subject. Included are: "Administrative Considerations in Developing a Volunteer Program," "Using Volunteer Therapists to Reduce Hospital Readmissions," and "Factors in Achieving a Stable Group of Volunteers in a Mental Health Agency."

organization. Many business firms specialize in this kind of activity *e.g.*, McKinsey and Co.; Peet, Marwick, and Mitchell; Arthur D. Little. In my opinion, however, they tend to lack a genuine understanding of non-profit volunteer-based and volunteer-using organizations.

It is often better to seek out some of the newer non-profit consulting and research organizations, or even the staff of your nearest university-based research institute. The Association of Voluntary Action Scholars, the Commission for the Advancement of Public Interest Organizations (1875 Connecticut Ave., N.W., Suite 1013, Wash., D.C. 20009), the Grantsmanship Center (1015 West Olympic Blvd., Los Angeles, Calif. 90015), the National Information Center on Volunteerism (P.O. Box 4179, Boulder, Colo. 80302), and NCVA's own Clearinghouse can all be of help in finding low-fee or even (rarely) no-fee consultants and evaluation researchers or organizations. tions.

Well done evaluation research on your organization will give you an unbiased view of how you might change to become more effective in terms of your *own* ideals and goals, and to become more responsive to *client* needs. But even if the evaluation is well done, the leadership of your organization (you included!) may refuse to accept its implications. Too often the leadership will only accept those findings and recommendations with which they already agree or find convenient to accept. This is the equivalent of the Ford Motor Company's continuing to produce Edsels or Model-T's for a long time in the face of little or no demand for them. Ford didn't do this (and hence is still in business), but many traditional human service organizations still do the equivalent, much to their organization's detriment and their clients' (or potential clients') dissatisfaction.

In sum, even if an outside consultant (like an ombudsman within) gives good, sound, factually based advice (though not all do, of course), many organizations fail to take it. The bureaucratic imperative continues to hold away, and clients' needs are still inadequately met. Alternative, self-help groups grow rapidly. Traditional human service organization budgets, images, and support suffer.

(4) The solution within the highest chance of success is for the entire leadership of a human service organization to become aware of and continuously committed to a truly democratic structure. Where there are clients and consumers involved, this principle requires that the organization be so structured that *they* have a significant voice in how the organization is run. We fought a revolution 200 years ago because many felt "taxation without representation is tyranny." Now a different kind of revolution is being fought by client and consumer groups in this country, but over the same implicit problem of representation.

Clients and consumers are asking for — often demanding — representation in the policy-making bodies of human service organizations of all kinds. Instead of the earlier motto, the present one might be summed up as, "Service delivery without client representation is tyranny." Including *bona fide*, public interest oriented client representatives on the policy bodies of all human service organizations in sufficient numbers to make a real difference is the root of the coming revolution in this part of the voluntary sector. This kind of citizen volunteer participation has been a long time in coming; but it is crucial to improving the responsiveness of most established non-profit, voluntary organizations attempting to help others.

"If you're not part of the solution, you're part of the problem."■

As I See It *(Continued from IFC)*

of good company. Reflect instead on the good you have accomplished. Besides, your job may be finished; and there is no real need to be met in keeping a program alive just for tradition's sake. Perhaps the action is someplace else. Move over, get back in the stream — what you know is valuable!

Board/staff relationships. I have witnessed the agony for all concerned when a board didn't have the strength to fire an executive director, but I have more frequently witnessed the pain of an otherwise effective staff person who must deal with an ineffective board. Who fires the board? Nobody. So, after a prolonged agony, the program suffers, money dries up and another casualty occurs. How do you survive in that situation? First, you try to train your board. There are plenty of programs around for that essential undertaking. But it won't always work. Then what? Well, at the risk of raising some eyebrows, let me advise you to fire your board. How do you do that? By being tactfully and politely honest on a one-to-one basis; don't take them all on at once in a board meeting. If you have strength of conviction and competence on your side, you should win. It's not fun, but it may be your only means of survival. Of course, it's great if you have a chairperson who will do it for you. (The chances are about ninety-nine to one that you have.)

Support. This is the one area where I have noted a particularly high level of vulnerability: so many good people are "going it alone." When you don't know what to do, where do you turn for answers? When you are tired and burned out, who helps carry your load? If you can't communicate with your supervisor, who understands or gives a damn? It seems you are always carrying the other guy's load. Sometimes you just want to say, as one of my friends put it, "Hey, I'm people too." The kind of support structure required in these situations usually lies outside the organization. The problem for many of us is that we are too busy to develop the kind of personal relationships required to guarantee support when the going gets rough. So when you are hurting, you turn around and no one is there. You need to make the building of your support network a top priority *today*, while you are still on top of the world. I don't know anyone who doesn't need it — and I know so few who have it.

These are all areas of vital concern, but I would also like to address an even larger question of survival. It has to do with us as individuals as well as with our roles in society: it has to do with the question of survival that confronts the whole country.

I was asked by a writer not long ago how the voluntary movement related to the major national issues of the day. We are in the midst of the Watergate fallout, the energy crisis, a deepening food crisis and economic problems — all issues of national survival. Where is the voluntary movement in all of that?

I don't know how the voluntary movement can tackle inflation or the recession directly, but I do know that we are working with people who are obviously affected by this situation.

(Continued on p. 32)

PLACEMENT SERVICE

NCVA is now in the process of developing a matching service for volunteer administrators with agencies and organizations that can utilize their particular expertise.

Job seekers should include in their resumes ability to relocate and date of availability; organizations should include salary range in their job descriptions.

If you wish to file your resume or advertise a job vacancy, please contact Mrs. Ellen Carlson of NCVA's Local Affairs Department.

Immediate Opening!

DIRECTOR OF VOLUNTEERS

Progressive pediatric teaching and research hospital offers excellent opportunity for individual seeking full responsibility for planning, administration and coordination of volunteer services. Minimum five years experience and BA degree preferred.

Contact:
Director of Personnel
Children's Memorial Hospital
2300 Children's Plaza
Chicago, Illinois 60614
(312) 649-4044

Consumer Advocacy

EXECUTIVE DIRECTOR

Arkansas Consumer Research (ACR), a statewide consumer advocacy organization supported by membership dues and contributions, seeks full-time director to begin work May or June, 1975. Must be mature individual dedicated to public interest work and the consumer movement. Administrative and/or legal experience with local consumer organizations preferred. Should work well with people. Fund-raising ability required.

Resume to:
Fred Cowan, Executive Director
Arkansas Consumer Research
1919 W. 7th Street
Little Rock, Arkansas 72202
(501) 374-2394

As I See It (Continued from p. 31)

One of the problems is the financial collapse of individuals in every sector of society. What do you do for people who come to you who have lost their jobs? How do you respond? Some of us may have a program, but most do not. The only solution is to help them ride out the storm by giving them hope and confidence that they will survive — not just materially, but emotionally and spiritually as well.

I am concerned about psychological survival in our society today. We are a soft people; we take so many material benefits for granted that we are particularly vulnerable to the psychological effects of financial hardship. As I see it, volunteer leaders have special qualities which make them ideally suited to deal with such problems. They also have unique opportunities to offer meaningful activities at a time when they are most needed.

I am also concerned about the lack of public confidence in our institutions — in government, business, industry and even our voluntary associations. This is a time of questioning. It started with the Viet Nam War issue in the sixties, and now it's surfacing in all sorts of places. The questioning has revealed that we are rather poor administrators, that we are rather immoral, that we are not very honest with each other, that our value system seems off-balance. It seems to me that the question for the seventies is the question of spiritual vitality, not only of our people but also of our institutions. The voluntary movement is very much a part of these institutions, particularly the corporate structures and voluntary associations. After all, most of our money and most of our people come from these structures.

I hope that the volunteer leadership will bring to these institutions a gentle but earnest and insistent questioning. There are questions about values being raised that must be answered; and I believe volunteer leaders must be a part of that process — not only of the questioning, but also of providing the answers, at least in terms of how we run our own operations.

I am frequently invited to speak before various audiences. One question I often put to my audience, particularly when speaking to volunteer leaders, is, "What do you believe in?" I know the country is looking for answers; people say they need to believe in something or someone. I don't think that is the answer. My own conviction is that the answer lies within the individual: Do you believe in yourself, in your own honor, your own integrity in terms of your personal value system? Do you believe in your own sense of worth, believe that what you are doing makes a difference? Do you believe that you are important? If the answer is no, then you are in trouble and have a right to be worried, not only about yourself but about the whole country.

As I see it, we must each believe in ourselves and what we are about if we are to survive in this world; for much more than our own survival is at stake — what we believe and how we function as individuals is linked to our survival as a nation.

In a way, this whole matter of survival can be summed up in a brief but meaningful exchange I had recently with a colleague. I asked him, in the vernacular, "Hey, are you going to make it?" And back came the answer, sharp and to the point: "You better believe!" ■

calendar

April 28, May 29 Newark, DE: *Volunteer Services Administration.*
The University of Delaware is conducting a series of seminars in Volunteer Training Programs including "Evaluation of Volunteer Programming" on April 28 and "Effecting Sound Staff-Volunteer Relationships" on May 29.
Fee: $25 each seminar
Contact: Professional and Non-degree Programs, Division of Continuing Education, John M. Clayton Hall, University of Delaware, Newark, Delaware 19711

May 4-8 Chicago, IL: *Modern Management Workshops for Community Volunteer Agencies.*
The "City Game" workshop will help executive directors, board presidents and committee chairpersons of local affiliates to understand the politics of the city, especially the uses of power, how to make the right contacts, and where the money goes.
Fee: $300 covers tuition, meals, lodging (double occupancy)
$250 for two or more persons from the same local agency
Contact: Training Department of Camp Fire Girls, Inc., 1740 Broadway, New York City, NY 10019 Phone 212-581-0500.

May 4-9 Cleveland, OH: *Improving Management Techniques*
A course for managers will include units on improving supervision, task force management, management by objectives and career selection and development. This course will also be held this spring and summer in Boston, Washington, D.C., Denver, and San Francisco.
Fee: $250 full course; $75 per day
Contact: Division of Special Studies, National Graduate University, 3408 Wisconsin Avenue, N.W., Washington, D.C. 20016. Phone 202-966-5100.

May 12-13 San Francisco, CA: *Association of Volunteer Bureaus Annual Conference.*
Session themes include "Our Responsibilities to Health as a Right" on May 12 and "Making Health as a Right Work" on May 13. Trainers for these sessions are members of the Association for Personal and Organizational Development staff.
Fee: $35
Contact: Marjorie Bolton, Volunteer Bureau of San Mateo County, 119 Primrose Road, Burlingame, CA 94010

May 12-16 Ann Arbor, MI: *National College for the Voluntary Court-Corrections Movement.*
Slides, films, and interviews on programs, administration and management, and motivation of volunteers in the criminal justice system. Participants will be practitioners, professors, and volunteer program coordinators.
Fees: Registration free; minimal lodging cost.
Contact: Judge Keith J. Leenhouts, 200 Washington Square Pl., Royal Oak, MI 48067. Phone: 313-398-8550.

May 19-23 New York City, NY: *Five Day Seminar on Integrated Approach to Resource Development.*
The agenda includes how to write a proposal, resource negotiating techniques, grant management, operational accountability auditing, management information system, management by objectives, task force management board and staff, planning for goal accomplishment and problem solving.
Fee: $550 includes training costs and lodging
Contact: Pro-Plan International, Ltd., 5304 Eastchester Drive, Sarasota, Florida 33580

May 28-30 Willmar, MN: *Second National Conference on the Use of Volunteers in Rural Areas.*
A four-day workshop dealing with a wide range of problems affecting opportunity and quality of life in rural America will focus on retirement, orientation, matching, administration, and development. All sessions will be held at the Willmar Holiday Inn.
Fee: $55
Contact: Michael Cloyd, Coordinator, Region E. Volunteer Program, P.O. Box 493, Willmar, MN 56201 Phone 612-235-4169

June 9-11 Wilmington, DE: *Group Counseling Techniques and Trends*
A seminar for group counselors will cover three subject areas: definition of group processes, use of expression groups, and consideration of the group as a medium to facilitate the solution of individual members difficulties.
Fee: $75
Contact: Professional/Non-degree Programs, Division of Continuing Education, University of Delaware, Newark, Delaware 19711 Phone 302-738-8427.

June 15-20 San Francisco, CA: *The Fund-Raising School*
Workshop sessions will include direct mail, foundation proposals, and soliciting the big gift. Class study will cover annual giving, capital campaigns, deferred giving, and case statements.
Fee: $350
Contact: Henry A. Russo, Director, The Fund-Raising School, University of San Francisco, 423 University Center, San Francisco, CA 94117 Phone 415-457-3520

June 15-20 Buffalo, NY: *Annual Creative Problem-Solving Institute*
Subjects of the Institute include fundamentals of creative problem-solving group leadership in creative problem-solving, and attacking problems in futuristics.
Fee: $225
Contact: Creative Education Foundation, Inc., State University College at Buffalo, 1300 Elmwood Avenue, 215 Chase Hall, Buffalo, New York 14222.

National Center for Voluntary Action
1785 Massachusetts Avenue, N.W., Washington, D.C. 20036

DIRECTOR
VOLUNTARY ACTION CENTER
7 BENJ FRANKLIN PKWY
PHILADELPHIA PA 19103