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# voluntary action leadership

FALL 1976

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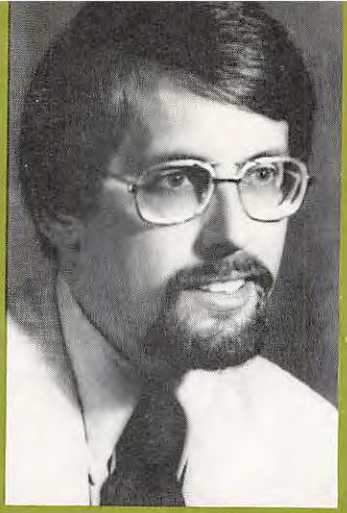
# CITIZEN PARTICIPATION IN GOVERNMENT DECISION-MAKING



# As I See It

**By Kerry Kenn Allen**
**Executive Director**
**National Center for**
**Voluntary Action**

**IT'S NOT NECESSARILY SUCH A BAD THING TO BE** seven or eight months behind the rest of the world, particularly in following the popular culture. Best sellers come and go; if they can endure until I read them, so much the better. Music, art and drama are all meant to be around awhile, to be enjoyed at our leisure. One need not always be first in line.

So it is that I have only recently seen *One Flew Over the Cuckoo's Nest*. And only recently that I have met R. P. McMurphy, Volunteer.

I have no great notion as to whether Ken Kesey knows anything about volunteers or not. I've read none of his books, was more or less unaware of him when he was a bigger deal than he is today.

But no matter. In R. P. "Mac" McMurphy, Kesey has given the world at large its best picture of the archetypal volunteer.

Jack Nicholson gives a brilliant portrayal of the free-spirited McMurphy, inmate of a Washington state prison who is transferred for evaluation to a mental institution. He enters exuberantly, tossing rapid one-liners at his fellow residents, the nursing staff and the doctors. However, it is soon obvious that his supposed mental illness is a clever ruse to escape the everyday rigors of prison life, a way to ride out the last few months of his sentence.

Unknown to him, however, the system does not operate with McMurphyian logic. His sentence will end but he will be retained, perhaps indefinitely, until those same doctors and nurses pronounce him cured. He will become the vegetablized product of the system he attempted to manipulate.

A volunteer? Hardly, you scoff.

But wait. There is more to R. P. McMurphy. Looking at him closely, we see that Mac is very much like those people whom we would be quick to label "good volunteers."

Mac is a friendly person. He creates close personal relationships even with those who are withdrawn, uncommunicative or hostile. Persistent to a fault, he is unaccepting of those who do not wish to try, always seeking new ways to stimulate and motivate them.

He becomes particularly close to an extraordinarily large, mute Indian. On the basketball court Mac labors patiently, teaching the Indian the rudimentary skills necessary to play the game. Mac and the Indian become a team, playing and plotting together, sharing a common sense of the freedom for which they yearn.

Mac supplements the professional staff, organizing outings, recreational activities, parties. He is creative in his use of time and the scarce resources available to him.

Empathetic, Mac serves as an advocate for those with whom he works, seeking changes in the system that will ease their way. He seeks to help others to help themselves, doing *with*, rather than *for*.

He is anti-establishment in the best sense of the word, asking "why"; and, not liking the answer, asking "why not." When all else fails, he simply takes matters into his own hands and things begin to happen.

What wouldn't we give to have a thousand volunteers like R. P. McMurphy?

But he is also too much for the system to tolerate. Once too often he disrupts the carefully established routine. He opens the windows too wide and when the institution slams them shut, provoking the bloody suicide of a young man-child resident, it is Mac, not the institution, that must pay the price. He is quite literally lobotomized and returned to the ward as a living-death reminder of the system's rightness.

Fortunately, Mac has prepared well for his future. In a gripping scene, his giant Indian friend calmly presses a pillow over his face until Mac, too, is free.

**WE LIVE IN A WORLD OF INCREASING COM-**plexity. Events move so quickly that yesterday's friends are today's enemies. New nations split off from old nations whose names we've not yet mastered. Assassination plots, kidnappings and hi-jackings have taken on a fictional tone and we have to look twice to make sure we're reading the front page and not the book reviews.

It is no longer enough to say that we want to do "good." What is good? Will you define it or will I? Is what is good for me also good for you and for the fellow in the next block?

*(Continued on p. 46)*

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### Features



### Departments




# voluntary action leadership

FALL 1976

NATIONAL CENTER FOR VOLUNTARY ACTION

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### About the Cover

Early 1830's scene depicts the people—the source of power—gathering to vote in the old State House (Independence Hall) in Philadelphia, the site of the signing of the Declaration of Independence and the Constitutional Convention. The carnival-like atmosphere was typical of early nineteenth century election scenes. Art by Harry Shaw Newman, The Old Print Shop, Inc., New York City.



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# WE'RE LEAVING THE NEST

When *Voluntary Action Leadership* premiered as a quarterly in Spring, 1975, it was made possible by a grant from the W. K. Kellogg Foundation. Since that time, *VAL* has earned its reputation as the primary contemporary journal for leadership at large in the field of volunteerism. Under terms of the Kellogg grant, *Voluntary Action Leadership* was to become self-sustaining through conversion to a paid-subscription basis. Now is that time.

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Please enter my subscription to *Voluntary Action Leadership* for one year. I understand that if I subscribe now, before January 1, 1977, I will receive the Winter issue of *VAL* free and the next four issues for $7.00. (Regular subscription rate, $8.00.)* My check or money order is enclosed.

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Beginning with the Spring, 1977, issue, *Voluntary Action Leadership* will be available on a subscription basis for $8.00 a year. However, our present readership is invited to subscribe now at a slightly reduced rate. Order now and receive the Winter issue free and the next four issues of *VAL* for only $7.00. This offer is available only for orders received before January 1, 1977.

## YOUR MONEY'S WORTH

*Voluntary Action Leadership* addresses itself to the needs and interests of the broad spectrum of people comprising the community of volunteerism—administrators, board members, volunteers, educators, public officials, personnel officers, and grass roots leaders. To these readers, *VAL* offers timely, stimulating, and indispensable information:

- "how to" features meeting the needs of program administrators
- reports and examination of latest trends and developments in volunteerism and philanthropy
- ideas exchange through "As I See It" and letters to the editor
- fundraising guidance
- latest developments in legislation and regulations affecting volunteerism
- useful resources, book reviews, and calendar of events

### And, two new departments

*Voluntary Action News:* lively profiles and current events about volunteer activities around the country, describing what citizens are doing to address the needs in their own communities;

*NICOV takes a look:* discussion of some of the broader issues of the volunteer community such as "people approaches" to volunteerism, the roles of the public and private sectors, and ethics and values in volunteerism. This regular department is contributed by the National Information Center on Volunteerism.

## JOIN UP TODAY

Do not get caught without *Voluntary Action Leadership*, the "leader's own companion." Order today and take advantage of the introductory offer. Simply fill out the order form, and mail it with a check or money order to:

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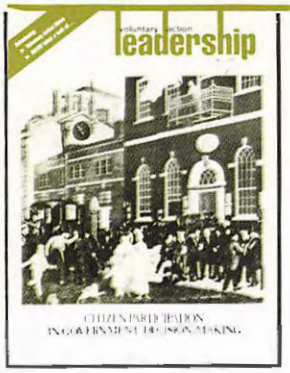



# comment

Throughout the history of our country, the spontaneous voluntary activities of citizens to advance some aspect of the common good have contributed immeasurably to our quality of life. Yet today, the private citizen's effectiveness in public affairs has diminished as our society has grown in size and complexity.

The National Congress on Volunteerism and Citizenship, 1976—NCVA's official Bicentennial program—was conceived to correct that imbalance. As a vehicle for citizen expression and participation in the solution of major national problems, NCVC Local and Congressional District Forums have already identified a full spectrum of citizen concerns, ranging from health, education and housing to racial tensions, family concerns and political participation. Volunteers will make specific recommendations for citizen action at the National Congress in Washington, D. C., November 19-23.

In anticipation of the Congress, we complement NCVC's preparatory work on key social issues with an overview of the concept of citizen participation in decision-making—what it is, how it works, how it can be improved. We begin with the views of presidential contender Jimmy Carter and Deputy Chairman of the President Ford Committee Elly Peterson. Their statements in support of greater volunteer involvement are reinforced by the results of the NCVC poll of Local Forum participants on volunteer issues.

Jim Luck, in a sequel to an earlier article (Spring/Summer 1976 *VAL*), examines citizen participation in a national context. While citizen distrust of government institutions is at an all-time low, he says, there remains an overwhelming desire to participate in the decision-making process. Luck traces the different approaches to citizen participation in the past decade and offers some possibilities for future citizen action.

Even at the international level of decision-making, citizens are seeking more meaningful input. In a lay person's analysis of the recent Habitat conference in Vancouver, Canada, Judith Haberek explains the United Nation's structure for citizen participation in its frequent issue-oriented international gatherings. American citizens who attended Habitat expressed optimism for the actual implementation of their ideas in the United States and other countries.

The success of a recent international volunteer conference in San Francisco, highlighted in this issue, is another example of the determination of citizens to participate more fully in the solution of their countries' major problems. Sponsored by the International Association for Volunteer Effort, the conference served as a forum for the exchange of different approaches to volunteerism in the 34 countries represented there.

Elsewhere in this issue, we are pleased to welcome the National Information Center on Volunteerism (NICOV) to our pages. Through a regular column on a timely volunteer-related theme, NICOV merges the contents of its publication, *Volunteers in Social Justice (VSJ)*, with *VAL* to produce a single national journal for leaders in the volunteer field. In this issue NICOV takes a look at advocacy volunteering. The section is excerpted from the final issue of *VSJ*.

Another newcomer to *VAL* is a regular department of *Voluntary Action News*, continuing the program reports and profiles contained in our former bimonthly newsletter. *VAL* readers will benefit from increased coverage of current developments in the field.

One final announcement—*Voluntary Action Leadership* will soon be available on a paid subscription basis only. We hope you will take advantage of the special introductory offer on the opposite page. It is your support that will help make *VAL* "the leader's own companion."

# letters

### No Volunteer Jargon

Although my qualifications leave much to be desired when compared with those of Jarene Frances Lee ("As I See It," Spring/Summer 1976 *VAL*), I have worked with volunteers rather extensively for ten years.

I am unable to join Ms. Lee in lamenting the lack of a "common language" for the use of volunteer administrators. Presumably, we all speak English, said to be the most richly expressive vehicle for transferring thought now in existence. If there is anything we don't need, it is tbe creation of an "in" vocabulary known to the relatively few professional leaders of volunteers and unknown hoth to the volunteers and to the general public.

It is true that many so-called "disciplines" develop their own exclusive brands of gobbledygook. It is equally true that the use of same results in public misunderstanding and, in some cases, even public ridicule.

What volunteer executives need, and all they need, is free and easy communication between all elements of society. This has never been, and never will be accomplished by the use of unfamiliar terminology working, like Pig Latin, to confound the untutored listener.

—*Robert G. Levy*
*Vice President for External Development*
*Taping for the Blind*
*Houston, Texas*

*I agree with Mr. Levy's sentiments that the development of an "in" vocabulary for our discipline is unnecessary. I do not, in fact, think this is likely to happen. What I do think we need to do is to agree on a definition of the words we do use. For example, we do not even agree on a definition for the word "volunteer" nor do we agree on what to call ourselves. Are we volunteer administrators, volunteer executives (both titles appear in Mr. Levy's letter), directors of volunteer services or half a dozen other titles commonly used? Our own confusion about these questions adds to public misunderstanding about our discipline.—J.F.L.*

### Notebook—A Success

A year ago, I came across a book called *Community Resource Centers: The Notebook*, published by The National Self-Help Resource Center in Washington, D. C. (reviewed in Spring/Summer 1976 *VAL*). The cover attracted my attention, but the content interested me even more because it talked about a vehicle for building new coalitions, for engaging more citizens in dialogues about services or issues of import to them, and for exchanging information among us all. It is called a community resource center (CRC).

*The Notebook* puts on paper what people have been talking about, not only in this part of the country, but wherever I've been. It did not present the community resource center as a finite answer to our problems, but it did offer an interesting concept and a variety of alternatives for approaching them.

*The Notebook* was designed in looseleaf form, in the author's words "so you can adopt wbat you want; skip what you know; and rewrite it if you wish. Use it as a guide and consider it a challenge." It attempts to provide a general framework for a CRC without excluding anyone who wishes to be involved. But, if you are looking for technical guides, or for sophisticated processes, you will not find them here.

*The Notebook* was written for the lay person, not for the professional volunteer or the practitioner. It was meant for those who have had little or no experience in community organizing, but who have a desire to participate in the decisions being made about their community's future. Its value lies in its flexibility and in its acknowledgement of the diversity of forms a community resource center might take. It was written to test a new concept and to provoke some action in communities that have long talked about the need for a central resource base, supported by and used by existing organizations and institutions.

While it may be argued that *The Notebook* was written without first field-testing the concept, it can also be argued that it does not hurt to test the market with an introductory document. In addition to producing *The Notebook*, The National Self-Help Resource Center is now conducting ten national community resource center pilot programs. The success and problems of the pilot program will hopefully produce material for a supplementary document that can provide some insight and technical guidance about the process.

The North Carolina Office of Citizen Participation has sent over 60 copies of *The Notebook* to interested communities to be used as an idea-provoker. The response has been excellent. Libraries, voluntary action centers, councils of government, information and referral systems, state economic opportunity offices—all have expressed a feeling that the community resource center concept can offer them the needed link between the various elements of the community, and between the state and federal government.

In North Carolina, nearly ten community resource centers have emerged. This office is working with voluntary action centers and the libraries to solidify the base for those centers. In embracing the community resource center concept, we feel North Carolina is moving ahead to the future. As federal, state and local mandates come down, and as new community needs arise, our citizens will be better prepared to understand and respond.

—*Michael Robison*
*Executive Director*
*North Carolina Office of Citizen Participation*

# legislation/regulations

## By Maureen Aspin

### Liability Insurance

NCVA has received many requests for information about liability insurance for directors and officers of nonprofit organizations. A plan offered by Corporate Insurance Management Association (CIMA) is the first coverage we know of designed especially for nonprofits.

The insurance protects directors and officers from a personal liability claim arising out of "any breach of duty, neglect, error, misstatement, misleading statement, omission or other act done or wrongfully attempted, . . . or any other matter claimed against them solely by reason of their being such Directors or Officers of the Corporation."

The coverage provides $1,000,000 protection, including legal defense, with a $2,500 retention (deductible). Each claim is covered for 95% of the loss over and above the $2,500 retention.

The premium rating, which determines the cost, is based on tbree factors:
—number of employees;
—number of directors and officers; and
—operational budget for previous or current year, whichever is higher.

Ranging from $300 to $2,000, the premium will be higher for larger organizations because of their greater exposure to liability based on the above three factors.

For further information, contact:
James W. Rodgers
CIMA
5513 Connecticut Ave, NW
Washington, DC 20015

### Legislative Update

The 94th Congress will conclude legislative action sometime between October and December of this year. When it does, all House of Representatives and Senate bills that were not enacted will die, along with their numbers. This means that legislators will have to reintroduce any bills of particular interest to them and/or their constituents in the 95th Congress, which convenes in January 1977.

A number of bills were introduced in this session which dealt with income tax deductions for volunteers. Representatives considered different approaches to the need expressed by some volunteers and voluntary organizations for tax deductions for volunteers, in order to ease the financial burden of volunteering. These approaches included:
—increasing the mileage deduction;
—making bahysitting deductible; and
—allowing a tax credit or tax deduction for volunteer time. (For further information on these bills, see Winter 1976 *VAL.)*

There were at least two reasons why no action was taken on the above bills. First, the Ways and Means Committee of the House of Representatives, which is responsible for tax-related legislation, has been tied up and often stalemated over the question of tax reform. The political climate was simply not right for adding deductions to a tax system many people feel is already overburdened with loopholes.

Second, there is no evidence of a consensus by volunteers on the approaches to tax credits and tax deductions. Furthermore, there has been no real push by volunteers in support of any of the legislation. This is partly because nonprofits have correctly felt constricted from lobbying by the Internal Revenue Service. Without a sustained effort there is little or no chance of similar legislation being enacted in the next Congress.

The long-awaited Conable bill, which would eliminate the problem of 501 (c) (3) organizations unknowingly jeopardizing their tax status by lobbying, passed the House of Representatives by a vote of 355 to 14 on June 8. The bill provides clear guidelines on the extent to which 501 (c) (3) organizations may influence legislation. (For a full description of the Conable bill, see Sept./Oct. 1975 issue of *Voluntary Action News* or Fall 1975 issue of *VAL.)*

On August 6 the Senate passed a tax reform bill which included a measure similar to the Conable bill. The bills from the House and Senate have been sent to conference where members of both houses are expected to draw up a final bill to be voted on again in each house. Although in some instances of controversy, specific amendments are dropped in conference, this would not be the case with the "Conable" amendment, since both houses agree on it. The President would then sign the hill into law.

One possible threat to passage of the lobbying (Conable) bill is that the Senate may decide to reject the conference report on the tax reform bill. The Senate has been involved in a lengthy and bitter debate over the tax reform bill. If the conference report does not contain provisions which would settle the debate, the Senate may decide to consider a fresh tax reform package.

The Conable bill has gotten this far thanks to the support of Rep. Barber Conable (R-NY), ranking Minority member of the House Ways and Means Committee, and the Coalition of Concerned Charities and its chairperson, Elvis Stahr, who have coordinated the lobbying effort for the bill. They have been aided significantly by Governor George Romney, chairman of the NCVA Board of Directors, and Eugene Goldman of the NCVA staff.

### Filer Commission Aftermath

In the Winter 1976 issue of *Voluntary Action Leadership* we included a summary of the findings of the Commission on Private Philanthropy and Public Needs (Filer Commission) and the

*Maureen Aspin is NCVA's director of national affairs.*

Donee Group which responded to the Commission's report.

One of the proposals which generated a great deal of discussion was for a permanent national commission on the nonprofit sector to be established by Congress. The commission would collect data on the nonprofit sector, observe trends and predict future needs of the private sector. In addition, it would explore ways to both enhance and criticize the role of private philanthropy and the private nonprofit sector, and would study in depth the relationship of that sector to the government.

Although the full Commission has completed its work, a special committee is continuing to meet under the chairmanship of Walter McNerney, president of the Blue Cross Association. This committee is focusing discussion on the proposed permanent commission.

In the fall, the Treasury Department will publish a compendium of the extensive research done for the Filer Commission. Its six categories are: Commission recommendations, history, trends and current magnitudes; philanthropic fields of interest; special behavioral studies; government funding of voluntary organizations; and taxes and regulations. For further information, write Commission on Private Philanthropy and Public Needs, 1776 K St., NW, Washington, DC 20006.

One alternative to the proposed permanent national commission is the Coalition of National Voluntary Organizations (CNVO), an outgrowth of the Coalition for the Public Good. Its purpose is quite similar to that of the permanent commission, but it would not be a quasi-governmental body. CNVO is composed solely of representatives of voluntary organizations. Its address is 801 North Fairfax St., Alexandria, VA 23314.

The Donee Group, in its report to the Filer Commission, recommended both a nonpolitical agency to regulate private philanthropy and a permanent, staffed standing committee or subcommittee in the House and Senate having oversight responsibility over any permanent regulatory or oversight agency, and power to review any legislation affecting the nonprofit sector.

The Donee Group, which has been concerned with more than just the above proposal, voted unanimously at its final meeting to form a broader coalition to continue its work. As a result, the National Committee for Responsive Philanthropy formed as the first national coalition to deal with philanthropy from the viewpoint of minorities, low income, and social change interests. Its primary interests are:

– the reordering of philanthropic priorities to include those groups previously left out or neglected;
– social change and social justice; and
– the openness and public accountability of charitable organizations, both donors and donees.

NCRP is presently seeking funding for its activities under the direction of Robert Bothwell. The Committee's address is: 1000 Wisconsin Ave, NW, Washington, DC 20007.

voluntary action news

Edited by Linda C. McCarty

# 'Marthas' Value Homemaker Skills

"Up with homemakers!" is a new cry being heard across the nation. Jinx Melia, a suburban Virginia housewife, started the cry six weeks ago and in that time 500 working and nonworking homemakers have joined her. Martha members represent a constituency of 60 million homemakers.

The Martha Movement, named for the Biblical Martha who took over the domestic chores while her sister Mary sat at the feet of Jesus, will focus on the value of homemakers' skills and abilities and draw attention to their needs. "We want to teach homemakers to be self-assertive," said Membership Director Donna Sullivan, one of the Movement's organizers.

Jinx Melia notes, "Homemakers devalue what they do because society now expects them to do more than raise children. If a woman stays home and landscapes the yard, or beautifies the neighborhood, her work isn't valuable and she's often ridiculed for not having a paying job. If the community or family paid a landscape architect to do the same work she did, his work would be valuable. If a woman stays home and volunteers to read to old folks, her work is considered valuable only if she does it as part of an institution. It doesn't count if she does it just out of love."

"Marthas" believe they can contribute to the resolution of major social problems, such as the increase in divorce, child abuse, racism, neurosis, increased bureaucracy, inflation, consumer abuse and environmental abuse. "Homemakers are never put on panels," Melia says. "Professionals are always considered the experts. Homemakers have much practical experience that could be shared but they are always considered the audience."

Publicity Director Elizabeth Hurlow-Hannah adds, "We are not a lobbying or a feminist group. We won't take stands on political issues, but we do intend to speak out on homemaker's issues and share our expertise and experiences."

The primary vehicle for communication among members will be a 24-hour-a-day computerized talent/resource bank hooked up to a national toll-free phone number. That will enable Marthas to share knowledge of where to get information, counsel each other on the basis on their personal experiences, and avert problems such as alcoholism and drug abuse before they develop.

An estimated thirty percent of paid members are active volunteers in the Movement. Volunteers are involved in the national office in fundraising and membership activities, assisting with the newsletter, and organizing conferences and workshops. A seminar called Decide-It-For-Yourself-Day will be held in September in three locations around the Washington, D. C. area and then, hopefully, all over the country.

The Movement has firm ideas about volunteerism expressed in a position paper issued recently. The women state, "We firmly believe that all individuals who volunteer their services should get recognition through credentialing procedures, tax credits and equitable access to paid positions." Marthas approve of volunteer work as a means of fulfilling social obligations, skill enhancement, development of marketable skills and gaining confidence in one's abilities. Volunteer work offers a "ready-made support group of individuals who share values and concerns."

To obtain further information or to become a member ($3 fee), contact The Martha Movement, 1022 Wilson Blvd., Room 2610, Arlington, VA 22209, (703) 527-3334.


Martha Movement volunteers (l. to r.) Bobbie Flynn, Elizabeth Green and Iris Hamrick discuss program materials and publicity for their Decide-It-For-Yourself Day seminar this fall. The first series of workshops, scheduled for three locations in the Washington, D. C. area, will allow homemakers to determine needs and set goals. Hoping to convey a sense of self-worth, Marthas will conduct similar seminars across the country.

*Photo by Sharon Johnson*

*Fort Wayne, Ind.*

# Nonprofits Learn Funding Skills

Major voluntary organizations in Fort Wayne, Ind. are participating in a two-year pilot program to create long-range funding plans. Sponsored by the Junior League of Fort Wayne, the experimental Funding Workshop consists of two-day sessions each quarter in which participants develop strategies and techniques for dealing with practical funding problems. They also review progress toward their goals and objectives.

According to Dan Conrad, president of the San Francisco-based Institute for Fund Raising which is conducting the pilot, the slow spacing of sessions over a two-year period ". . . allows participants ample time to apply the approaches and methods discussed in the classroom to their present fund-raising programs."

Each quarterly session includes training in a specific area of financial development. Subjects discussed in the first year include: planning for stable financial support; basic fund-raising techniques; major gift solicitation; and foundation, corporate, and government grants.

Second year topics include endowments, wills and bequests; effective publicity and public relations; membership drives and direct mail; and specialized fundraising techniques. Emphasis will be placed on finding new sources of financial support and generating additional income from existing sources.

Students receive an eight-volume "mini-library," *The Development of Funding Sources*. It contains more than 500 pages of successful, proven techniques for raising funds. Current plans are to offer the materials for sale in the form of a self-study course for those not able to attend workshop sessions.

Eleanor Marine, coordinator of the program for the local Junior League, gave high marks to the first two sessions. "The participants are terribly enthusiastic and have high expectations for the program," she said.

Marine agrees with the Filer Commission's assessment that nonprofit organizations are facing severe financial crisis, with revenues increasingly lagging behind expenses. "We felt that the need was so great in Fort Wayne that we had to do something about it," she added.

Participants in the Funding Workshop include representatives from the Fort Wayne Fine Arts Foundation, Limberlost Girl Scout Council, American Lung Association of Northeast Indiana, St. Joseph's Hospital, YWCA, Fox Island Alliance, Fort Wayne Philharmonic Women's Committee, and the Fort Wayne Museum of Art.

The effectiveness of the training will be determined by comparison with two control groups. Their fund-raising activities will be studied at yearly intervals for three years. The Funding Workshop will also be offered at the University of California at Berkeley next year.

For further information contact Paul Ira Perkins, Vice President, Institute for Fund Raising, 717 Castro Street, San Francisco, CA 94114, (415) 826-3200 or Eleanor Marine, Junior League of Fort Wayne, 927 S. Harrison St., Fort Wayne, IN 46774, (219) 743-4212.

# *NICOV Names New Director*

Dorothy Denny became executive director of the National Information Center on Volunteerism (NICOV) on July 16, 1976 by unanimous action of the NICOV Board of Directors.

Formerly USA Program Coordinator of Volunteers in Technical Assistance, Denny has been director of operations at NICOV for nearly two years. Ivan Scheier, NICOV's executive director since its founding ten years ago, has been named the first president of the organization. Scheier will remain full time with NICOV, serving as a technical resource to staff and continuing his work in the field and in the development of new approaches and perspectives for volunteerism.

# Volunteers Needed For Swine Flu Prevention

A massive effort by the Department of Health, Education and Welfare to inoculate all Americans against swine flu will begin early this fall. The Nationwide Influenza Program, mandated by President Ford, will require coordinated and concentrated actions by many public and voluntary agencies to avoid duplication of effort.

Volunteers in rural areas can make a special contribution to immunization against swine flu. "An average of one physician cares for every 2,400 patients in rural areas," notes David Mowery of HEW. "The poor, the elderly and handicapped individuals are especially vulnerable in rural areas," Mowery added. In addition, special efforts should be made to ensure immunization of Native Americans and migrant farm workers who will be out in the field this harvest season.

The Center for Disease Control has suggested the following ways for volunteers and voluntary organizations to assist in this program:

- preparation and distribution of promotional materials in the community;
- ask utility companies to include immunization messages in billings;
- write news release announcing health department immunization clinic schedules;
- deliver supplies to immunization clinic sites;
- direct flow of traffic into and out of clinics;
- provide registration assistance during clinic hours and organize records;
- oversee clinic assignments; make sure volunteers will be on hand;
- furnish transportation to and from clinics; and
- provide assistance in distribution of consent forms for parents' signatures and follow up on forms not returned.

For further information, contact your local or state health department.

# Defining 'Volunteer' Highlights AAVS Meeting

What is a volunteer? Atlanta volunteer Jacquie Evans' definition was the heart of a lively talk presented at the Region IV meeting of the Association for Administration of Volunteer Services held in Atlanta on May 5.

Armed with quotes and definitions from the dictionary and Karl Marx as well as the federal budget and the *Congressional Record*, Evans supported her belief that there is no such thing as a "stipended so-called volunteer."

From *Webster's* and Social Security Act guidelines, she determines that "lack of payment is an essential element of being a volunteer." However, she points out, the congressional act establishing the ACTION agency (home of VISTA, Peace Corps, Foster Grandparents) uses the term "stipend" and "payment" interchangeably throughout its 23 pages. She concludes that a "stipended volunteer" must be "an unpaid person who is paid."

Citing the origin of the government's precedent for paying volunteers, Evans refers to President F. D. Roosevelt's creation of the Civilian Conservation Corps:

"As you may know, this was a quasi-military organization (complete with uniforms and rank) funded by the federal government and instigated for the sole purpose of creating work. . . . The men who joined were given room and board *and a stipend*—a small amount of actual walkin' around money. . . . In military jargon, they were "volunteers." . . . What the CCC meant by "volunteer" is the same thing the Army and the Navy mean by "volunteer." They weren't *drafted*. They joined *voluntarily*."

She concludes that "doing something voluntarily—of your own free will—is quite different from being a volunteer, a person who provides a service to the community without pay."

We are "bastardizing the term 'volunteer'," she says, and are ignoring "the uncomfortable fact that a person who is paid, trained and/or supervised by an institution is an *employee* of that institution."

# Education, Volunteering Appeal to Junior Miss

Lenne Jo Hallgren

"I represent the youth of America," said 18-year-old Lenne Jo Hallgren, referring to her new role as America's Junior Miss in a recent interview in Washington, D. C.

Selected for her poise and appearance, creativity, physical fitness, human relations ability and scholastic achievement, Lenne Jo admits she had wanted to participate in her hometown contest (Clarkston, Washington) for high school senior girls since she was nine years old. Its appeal, she claims, was the emphasis "on the whole person, rather than good looks." As the finalist, she won $12,675 in scholarships to the college of her choice.

In town for the Professional Photographers Convention, Lenne Jo had just come from Mobile, Ala. Junior Miss headquarters, where she made 30-second TV and radio spots for Volunteer Mobile, the local VAC. Dil Hobbs, Volunteer Mobile director, heard Lenne Jo talk about her volunteer experience in a TV interview. "I picked up on this immediately," Hobbs said. She quickly made arrangements with Lenne Jo and WKRG-TV to produce the public service ad.

Lenne Jo worked with physically handicapped children during her junior year. She devoted two days a week the following year to helping slow learners at the junior high level, and she plans to pursue this interest at Washington State University where she will major in special education.

Mildred Hodson, Lenne Jo's chaperone, noted that more than thirty thousand volunteers are largely responsible for the smooth production of the local, state and national competitions. At the nationally televised finals in Mobile, a well-organized crew of volunteers takes good care of the fifty state Junior Misses and their parents. Host families provide "a home away from home" for the girls, Hodson says, while a special committee entertains the parents during their stay. A "backstage mom" and an Azalea Trail Girl escort are assigned to each contestant. And ROTC students stand guard at every entrance.

From her summer travels, America's Junior Miss has already developed a new outlook on life. "Being away from family and friends," Lenne Jo points out, "has helped me gain a deeper respect for them."

# Calif. Citizens Educate Public

A year-long pilot program involving volunteers in alcohol education outreach has been launched to combat the growing problem of alcoholism in California. The Harmony program, developed by the Drug Education Center of the Alameda County School Department, seeks to teach the general public alcohol abuse awareness and to serve as a referral service for alcoholics or those persons close to them.

The Harmony program recruits volunteers to go door to door distributing pamphlets containing alcohol abuse information and inviting all members of the family to participate in two Harmony workshop sessions. The workshops consist of group discussion of typical problem drinking situations, group brainstorming and role-playing. Later, the group has discussion of specific cases. Finally, those who identify themselves as having a problem with alcohol are counseled and referred to an appropriate agency such as AA or Alateen.

Harmony considers the person who asks for help as the finite client, the person with the problem. In seventy percent of cases the finite client is a friend, relative or employer of an alcoholic rather than the alcoholic himself, according to program coordinator Pat McCaffrey.

In the first six months of the program, Harmony volunteers contacted more than three thousand people. In Contra Costa, Calif., the response generated an expansion of the two sessions into a series of ten workshops. And in Oakland, Calif., the Rev. Edward Bell used the workshop materials to educate his congregation at the First United Methodist Church.

The materials packet ($4.50) and a newspaper telling how alcohol abuse affects the family and community (five cents) can be obtained from Pat McCaffrey, Drug Education Center, Alameda County School Department, 685 A St., Hayward, CA 94541.

# New Approaches to Alcoholism Rely on Volunteers

## Milwaukee Bartenders Listen, Make Referrals

Listening to people's troubles and offering guidance has for centuries been a function of the clergy. But today people often turn to their local barkeeper for sympathy and support.

Noting the similar roles of ministers and bartenders, Dr. Wendell Hunt of the University of Wisconsin, Milwaukee hit upon the idea of training those barkeepers to act as mental health referral agents. In June 1974, the Mental Health Association of Racine County (MHARC) took its first step in coordinating the program. They contacted the board of Directors of the Racine Tavern Keepers Association and asked if any members would be willing to participate in training sessions. In spite of initial concern that their actions might drive customers away, twelve board members agreed to join the program.

Ruth Weyland, executive director of the MHARC, remarks, ". . . fate has placed the tavern keeper in a unique role of being the one who hears a cry for help from someone who is confused, depressed and doesn't know where to go to get help—a tavern owner can save a life by simply making a suggestion at the right time."

The tavern owners spent five Monday evenings learning to detect the signs of alcoholism, drug abuse, marital difficulties and other emotional and personal problems. Their course of study included listening techniques; legal responsibilities; a description of Racine's helping resources; and a field trip to the A-Center, a hospital for the chemically dependent. In addition, each tavern owner was given a list of helping agencies to place next to the pay telephone in their bar.

An attorney, the Racine chief of police, executive director of the Racine United Community Services, listening experts, and the retired general counsel of the Tavern League of Wisconsin all volunteered their time to train the group.

Most of the tavern owners looked upon the training as enabling them to do what they've always done—listen—but with a sharper ear. Tavern owner LaVerne Kowalsky explains, "They train us to play it by ear when someone looking troubled comes in. For instance, a gentleman came in to my place and ordered a 7-Up, but all the time I had the feeling he was wanting a real drink. We got to talking and he mentioned he had been to the A-Center (for alcoholism treatment). I had toured it as part of the training, so we had something to talk about. He just stayed and talked. Afterwards he helped me clean up the tavern and left without having any liquor."

Kowalsky, who took over her husband's tavern when he died in 1967, took the mental health course because "There are such nice people in the neighborhood here. They helped me when my husband died. This was a chance to help them. Besides, this gives us a better image in our community."

Ruth Weyland notes, "Tavern owners are often treated like second-class citizens. This service to the community has upgraded their status." She adds that initial reports of the program have been so optimistic that efforts are being made to include the program in mixology courses for bartenders. In addition, plans are underway to start a similar program for hair stylers.

Two graduate students from the University of Wisconsin, Milwaukee, are evaluating the project's effectiveness. In the meantime, the program has created worldwide interest. More than 350 requests for information about the program have been received from all 50 states, Canada, Australia and New Zealand.

For additional information, contact Ruth Weyland, Executive Director, Mental Health Association of Racine County, 824 Sixth St., Racine, WI 53403.

# the $pecial event

# Scaring up a Haunted House

**By Bernice Sheldon**

Can the unlikely combination of a haunted house and McDonald's hamburgers raise money for a worthy cause? "No douht ahout it," says Lynn Kent of the Center for the Arts in Westerly, Rhode Island. And she should know. She mixed those elements and the result was a highly successful event that netted $13,400.

The idea for the haunted house came to Kent by way of the Children's Museum in Boston. After seeing theirs, she decided she wanted one. She figured it would be a "natural" for the Halloween season. And, sure enough, her huncb was right. In eight days it drew an amazing—and amazed—crowd of 23,400 children, parents, grandparents, and assorted "spook" fans. And a spine-tingling time was had by all.

The local McDonald's restaurant, offering a free hamburger with each haunted house coupon presented, was swamped. Some 17,000 "freebies" were served and an extra crew of cooks had to be assembled. Nonetheless, the manager offered to host the Center's next ghost and goblin party.

For the benefit of those who would like to stage a similar affair, here's a haunted house blueprint.

There are three main requirements: a proper setting, an abundance of industrious, imaginative workers, and a well-organized individual to "stage manage" the entire production.

*Bernice Sheldon has directed many public relations and fundraising events, ranging from beauty contests to college reunions. She is co-author with Edwin Leibert of* Handbook of Special Events for Nonprofit Organizations, *published by Association Press.*

The Center was fortunate enough to have a perfect setting, a dilapidated house that was scheduled to be torn down. Years of emptiness and neglect had taken their toll—peeling paint, missing shingles and other signs of old age gave it a "haunted" look. And to top it all off, there were thirteen rooms.

The owner obligingly made the building available to the Center, along with his permission to "do whatever you like."

To insure complete safety, the local power company was called in to check the antiquated wiring system and make necessary repairs. Representatives from the police and fire departments inspected the premises, declared them sound, and issued appropriate permits.

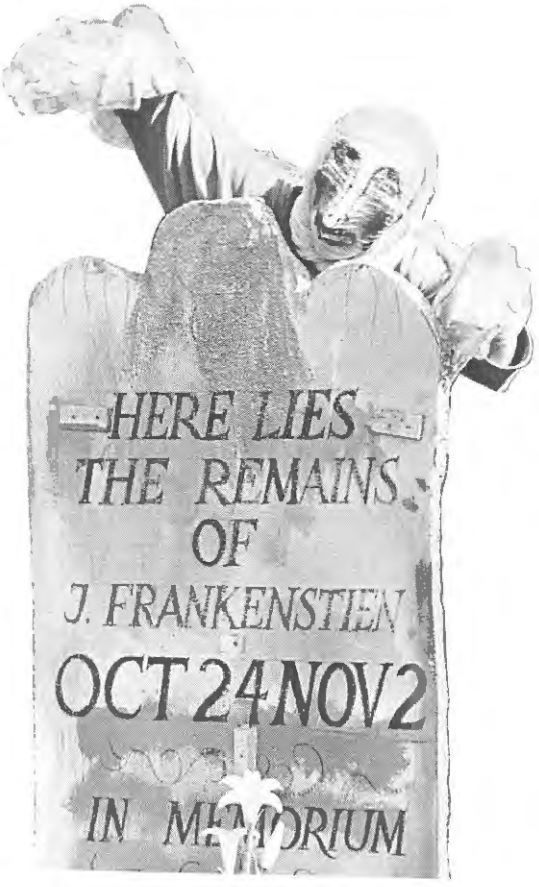
More than three-hundred volunteers from local schools, the University of Rhode Island, the Westerly little theatre group, the local hospital, and various shops and business firms joined forces to produce the spooky happening. There was no witchcraft, sorcery, or other occult power involved—but there was a monumental amount of effort put forth by the workers.

The would-be spookmakers were divided into groups. Each one was headed by a separate chairperson who coordinated and guided its activities. Each group was assigned a different room and was responsible for creating a theme and providing the props and materials to develop it. As each room was completed, it was sprayed with a fireproofing solution.

The groups competed with each other to see which one could concoct the most shocking scene. A swamp, a shark room, a voodoo room with a witch doctor in attendance, and a laboratory with a mad scientist wielding his scapel on a victim were among the gruesome sights.

The pièce de résistance was a walk-in dragon—the entrance was his mouth and the exit was his . . . ah . . . tail.

Throughout the building eerie sounds echoed and re-echoed, flickering lights cast weird shadows, and ghosts and other apparitions popped out unexpectedly from dark corners. The overall




*Providence Journal-Bulletin photo*

Frankenstein's grave is closely guarded by an other-worldly creature in front of a Westerly, R.I. haunted house.


*Providence Journal-Bulletin photo*

**The Center for the Arts, Westerly, R.I., invited the public to its abandoned, dilapidated old house with peeling paint, missing shingles and 13 rooms. A shark room, a voodoo room, a swamp, and a dragon helped lure more than 23,000 adults and children to this successful fundraiser.**

effect was scary enough to merit a Hitchcock Good Haunted House seal of approval.

The house was open to the public from noon until 8:00 p.m. on weekends and 4:00 p.m. to 8:00 p.m. on weekdays. For the duration of the ghostfest, volunteers worked in four-hour shifts to maintain the exhibits, keep traffic flowing smoothly, and provide safety supervision. It's to their credit that there were no injuries although several cases of goose bumps were reported.

The Westerly police department assumed responsibility for supervising outside traffic and crowd control.

Volunteers manned the box office and with each ticket sold issued a coupon which entitled the purchaser to a free hamburger at McDonald's. Volunteers also manned a stand that offered soft drinks and other light refreshments.

The cost of admission was 60 cents for everyone. It was a sensible fee for families with children and despite the modest ticket price, the Center realized a very healthy profit.

The scary event was so well publicized by the news media that it attracted visitors from all over Rhode Island as well as neighboring Massachusetts and Connecticut. The publicity included feature stories in newspapers, public service spot announcements on radio and television, interviews with chairpersons on talk shows, and television coverage on the local evening news broadcast.

Kent masterminded the project. She recruited the volunteers, consulted with the group chairpersons regarding proposed plans for the individual rooms, handled all aspects of supervision, and worked out safety details with the police and fire departments. She was also responsible for persuading McDonald's to participate in the event with a free hamburger offer.

She concedes, though, that putting the haunted house together was a major undertaking and it called for a considerable amount of labor. However, she's willing to do it again next year—provided, of course, the old house is still standing.

Other organizations can copy Kent's project. They may not have her extraordinary luck in finding such an ideal site. But the event could be staged in some other type of building. And chances are a thorough survey of the community will turn up a few likely possibilities—an empty store or warehouse, an armory, or perhaps the local community center.

A team of imaginative workers can transform even the most ordinary quarters into an appropriate setting.

A haunted house is a fun event—it's the sort of affair that has strong community appeal. People of all ages can participate in the ghostivities and enjoy the scary doings. And a good attendance translates into a good profit—even though the Center collected only 60 cents per person, their net proceeds were quite substantial. McDonald's participation was a nice bonus which contributed to the event's success.

A haunted house project may seem overwhelming, but it's not if taken step by step. Begin by appointing a chairperson, then locate a site, select a date, line up the workers, name subchairpersons, establish deadlines, plan publicity, and, hopefully, find a local firm that's willing to help defray the costs of running the affair.

Several months of preparation are required and a great many volunteers are needed. Only those who are able to devote many long hours of hard work to the project should be considered—a master coordinator is needed to plan and direct their activities.

If these demands can be met, there's absolutely no reason why an organization should not sponsor a "spooktacular." Moreover, there's no reason why it should not be a thrilling-chilling success.

When it comes to planning and directing, Kent is an old hand, for a large percentage of the Center's support comes from the proceeds of special events. In fact, the organization may hold some kind of record for the number and variety of functions which have been staged to help its cause along. Incredible as it may seem, 160 events have been held since the Center was incorporated in 1974.

The Center for the Arts serves Westerly's population of 20,000. Its program is so diversified that everyone—from pre-schoolers to senior citizens—can find something appealing. Whether one's taste runs to instruction in macrame, gourmet cooking, or even blacksmithing, it can be satisfied at the Center.

Until recently, the Center was maintained solely by volunteers. Now, however, there's a full-time paid executive director.

# communications workshop

## By Len Biegel

The days of charts, slides and pieces of paper for communicating with groups are rapidly being supplemented by—and in some cases superseded by—the television screen. If you communicate among large groups and to the general public, a familiarization with the new small video technology is important. Armed with at least a talking knowledge of the technology, you can be an intelligent consumer and user of the marvels of the world of video tape and television.

One of the main reasons for the revolution in the use of television by thousands of groups has been the advent of quality small equipment, which is easy to operate and frequently inexpensive.

In 1947, the revolution in home entertainment began when television came into our homes. Programs were live at first, then rapidly joined by film. And, well over a decade ago, video tape—"the miracle" which gave a live appearance to recorded material—appeared. The customary broadcast video tape, 2" wide, records, plays back and edits through a process of electronics on machines costing over $100,000 each. Operation and maintenance is accomplished by highly skilled and paid engineers.

Portability of color cameras soon became a companion development to video tape machines when the network television news teams crowded through the political convention floors of the mid-sixties with their "porta-paks." Though the first portable cameras and their associated equipment weighed several dozen pounds, they indeed were portable when worn or carried by people of appropriate strength.

Today, in the mid-seventies, the miniature revolution has burst into full force. Not only is video tape taken for granted; and not only are "porta-paks" prevalent; but the equipment, the tape size, and the costs are shrinking.

In this age of miniaturization, video tape is reaching hundreds of new users for broadcast as well as non-broadcast use. Though the new video tape miniature formats began with tapes measuring ½", ¾", and 1", the ¾" format has taken the decided lead, and may well become the universal miniature format for the foreseeable future. (The more distant future holds the possibility of such devices as the video disc, but that has yet to reach the marketplace.)

The new ¾" videotapes, housed in cassettes about the size and weight of an average book, come in several types of plastic cases quite suitable for storage and mailing. They come in lengths of 15, 30 or 60 minutes and are re-usable after erasure. The cost of a one-hour blank cassette averages about $25.

As these new miniature video devices have become more commonplace and seemingly accessible, more community groups and voluntary organizations have been inclined to invest in the rental or purchase of video equipment, thus making anyone a "television producer."

The potential uses are considerable. For example, a member of your organization or group may be making a television appearance on a local program, and the time is inconvenient for many of the members of your group to watch. Or you may want a permanent reference copy to use for planning. You can record the program at your office. Or perhaps you want to run a workshop to sharpen your members' abilities for being effective television guests. With simple equipment, you can record and playback, frequently utilizing professional talent to conduct the interviews and critique the proceedings.

Or consider the use of the equipment for cable TV. Cable TV operators have obligations to provide time for community interest groups, and this is a perfect opportunity to tape announcements of one minute or programs of 30 or 60 minutes, conducting full discussions of community issues or your organization's work in particular.

Before running out and buying some of the new equipment, consider not only your needs, as well as your budget limitations, but some of the attendant responsibilities. Technical equipment must be handled by trained personnel, must be stored and used in proper places, and must be maintained. In the area of personnel, in particular, a qualified director, camera people and additional technical personnel are necessary to handle equipment. At a minimum, four people are generally necessary to record with one camera. Frequently, the best answer to limited needs is rental of equipment and people for a day.

Let us consider some of the equipment and their functions:

### Playback Machines

Recorded material is becoming increasingly available in videocassette form—from highly sophisticated program series for closed circuit or conference purposes to inter-organization informal talks and status reports. Time-

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*Len Biegel, communications consultant and television producer, is co-author of* Mediability: A Guide for Non-Profits.

Life Video, for example, has dozens of videocassettes available for organizational rental or purchase, on subjects ranging from speed-reading with Dick Cavett as instructor to highly graphic lectures on art or management techniques. Public Issues Network, a joint television effort by the Brookings Institution, the Carnegie Endowment for International Peace, and Resources for the Future, has available cassettes on public issues, such as national health insurance, southern Africa or energy.

Several manufacturers, including Sony, JVC, and 3M, make compatible cassette players which, when hooked to a highly sophisticated color TV set—a monitor—will play back material with ease. Tapes can be stopped at any point and rewound to a desired point and played again.

At no time are human hands required for other than the pulling of a lever, the inserting of the cassette, and the pressing of an appropriate button. Prices for simple playback machines average about $2000, with monitors or receivers adding another $400 to $900, depending upon individual choice.

### Recorder/Players

The basic playback machine is also available with record capability, though bear in mind you must have some recording source. Do you wish to use the recorder to record what is seen on a camera? And for what purpose? Or do you wish to record programs off a broadcast signal? If this is your goal, it can be accomplished if the recorder/player is equipped with the correct tuning mechanism and you receive a proper quality off-air signal.

Assuming that you intend to record certain broadcasted material for your own private use or reference and will not charge admission for showings, there are two ways to accomplish this. There is the standard recorder/player referred to above or there is the new Sony Betamax system. Intended thus far for home use, this self-contained unit will not only record broadcasted material, but will also do it while permitting you to watch another channel. In the case of both methods, timers are also available which can activate the equipment within any 12-hour span.

Prices for recorder/players as well as the Betamax system average over $2000.

### Cameras

Though cassette recorders are not yet of the same picture resolution or fine definition as the traditional 2″ machines, they produce high quality images which the average person cannot distinguish from the television control rooms. Functionally, the picture quality can vary considerably depending on the quality of the originating cameras. Whatever the cameras, color is the staple today. For conference or inter-organizational purposes, inexpensive cameras costing as little as $3000 are quite acceptable. They are easy to operate and require little maintenance. For cablecast production, large-scale classroom distribution and possible broadcast station distribution, cameras costing a minimum of $20,000 are a must. Obviously, finances play a role here, and rentals of short duration are frequently a good idea.

### Editing Equipment

Virtually every production needs editing or assembly of video material. A new device in the small video technology, using the ¾″ format in particular, permits accurate and fairly easy editing. Accompanied with any of the cuing mechanisms now on the market, edits can be rehearsed, re-cued and accomplished with fairly simple button pushing.

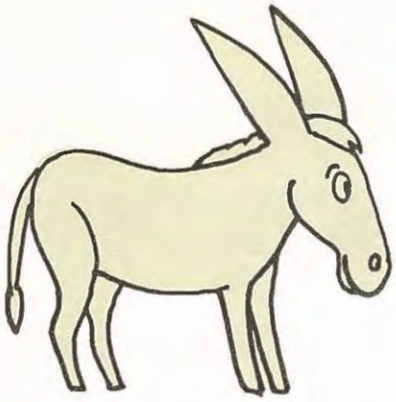
This basic editing equipment produces a stable looking picture but will not pass broadcast standards, nor be duplicated satisfactorily, without a device called a time base corrector, a piece of electronic gear costing between $5000 and $13,000.

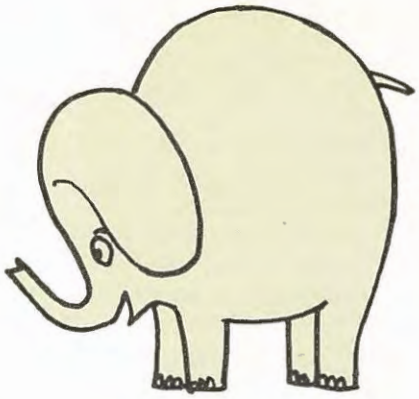
The basic machinery for editing runs approximately $6000 per machine, with two required for editing, in addition to auxiliary equipment. The new device, mentioned above, is the Sony 2850 system, with JVC and others following soon.

## HOW TO MAKE SELECTIONS

Making equipment selections is one of the tougher aspects of the new technology, for there are many competitors on the market. Sony, the largest manufacturer of the ¾″ cassette equipment, is probably the most familiar name. It is not the only one, however, and frequently the best complement of equipment is a combination of all or many of the manufacturers.

Do not make the selections on your own. Look around for who is doing the best job in your community, be it a cable TV system or a television station or an organization. Talk with them, ask them to share their experiences. They often will be more than happy to. Ask for more than one opinion, too. And, if need be, call a consulting engineer. But, by all means, think not only in terms of your budget, but in terms of your needs. If your budget will not stand the right complement of a purchase, perhaps you should consider the purchase of some of the equipment and the leasing of the rest. Or perhaps you can arrange to share the equipment with another organization. Or perhaps the best solution is leasing for the day. For all of the possibilities, there are sources in virtually every community.





# The Democrats and Republicans On Volunteerism

## By Jimmy Carter

It is estimated that 50 million Americans are serving in a volunteer capacity today, and that volunteer service has the potential of touching every citizen. I feel that as a Presidential candidate I have a special responsibility to express my support of the millions of Americans who are involved in this vital tradition, and of the many organizations dedicated to volunteerism.

My family and I have long recognized the value of volunteers. In 1972, during my term as Governor of Georgia, I instituted a Commission on Volunteerism, and consequently established one of the very first state offices for volunteer services. My wife has for many years been involved with mental health efforts as a volunteer, and my mother has served as a volunteer with the Peace Corps.

I feel that we must fully pursue a voluntary society, whereby citizens can work in partnership with public and private efforts to accommodate human and environmental needs. Volunteers can substantially enhance and expand efforts in education, health, justice, the environment, programs for our youth and our elderly, and numerous other programs.

We have too often trusted government alone to solve all of our problems. I believe it is time to trust the people of the United States, and in that trust to ask more of them than ever before. I feel that volunteering is a right, and a responsibility, of every American—regardless of age or condition of life. As President, I would advocate federal leadership, balanced with private input, by encouraging state-level mechanisms for volunteer services development. This would insure direct communication between public and private volunteerism efforts throughout the nation and the White House. My administration will monitor federal volunteer services activities, and will encourage unity and alliance among national voluntary organizations. I will encourage greater cooperation and understanding among government, business, unions and volunteer services.

*(Continued on next page)*

## By Elly Peterson, Deputy Chairman President Ford Committee

President Ford, in accepting the Republican nomination for election November 2, said, "As I try in my imagination to look into the homes where families are watching . . . I see Americans who love their country for what it has been and what it must become. . . . I like what I see. I have no fear for the future of this great country."

The President realizes that there is no way at all for government to do everything needed to make that future a bright one for all Americans. There simply is not enough money to pay for all that must be done to meet our human, social and environmental needs.

Fortunately, millions of Americans throughout the nation are volunteering their services to help preserve our heritage and to work toward a better quality of life for all of us. Studies show that 37 million Americans over the age of 13—or one in four—are doing volunteer work. More than two million citizens are serving as volunteers in Federal programs, such as the National Park Service, the farm and community programs of the Department of Agriculture, and Veterans Administration hospitals.

Many major functions of the Federal Government were invented by, experimented with, and generally popularized by the voluntary sector before being institutionalized by the government. For example, the Labor and Commerce Departments grew out of the concerns and activities of the union movement and the voluntary, nonprofit business, trade and professional association movements.

To meet the challenges facing America today, we must do more to mobilize the big national resource that lies in the volunteer services of our citizens, especially women, young people and older Americans.

Too often, young people have difficulty moving from school into the world of work. We must give them more opportunities to accept social responsibility through community service work. Perhaps we should consider some form of national support for community work/study opportunities.

*(Continued on next page)*

## CARTER *(Continued from p. 17)*

I have a special concern for the American family—the basic building block of our society. I would encourage volunteering as a viable family activity because it offers young Americans a unique opportunity to participate in community affairs; it offers parents an opportunity to contribute to the well-being of the community while serving as models of civic responsibility for their children; and it offers elderly Americans a great opportunity to continue to lead productive and meaningful lives, while sharing the wisdom of their years with others.

## PETERSON *(Continued from p. 17)*

Too many older Americans are pushed aside by our market system. They are retired when they are still active and capable of doing productive work. Retired citizens can find real meaning to life through community service.

Our financially troubled cities, while being careful not to replace paid workers with volunteers, can benefit by finding ways to give more and more citizens opportunity to attack their neighborhood problems through urban volunteer service programs.

The Federal Government is encouraging volunteerism. Thirty-four Federal departments and agencies have express statutory authority to use volunteers. One example is the Department of Housing and Urban Development which involves volunteers in community development work. Another is ACTION, a federal agency with a primary responsibility for volunteerism. Besides programs that are a part of ACTION (Peace Corps, VISTA), ACTION encourages volunteerism in the private sector. For example, it provides short-term, start-up organizational support for recruiting and placing volunteers.

In 1977, there will be approximately 23,500 full-time and 203,000 part-time volunteers participating in ACTION's domestic programs, most of them projects designed to meet the needs of the disadvantaged. These projects will emphasize local design and operation, attempt to increase the number of volunteers participating in community activities, and give special priority to encouraging older citizens to volunteer. Federal outlays for ACTION's domestic programs are estimated to be $93 million in 1977.

# REPORT FROM NCVC, '76

# Polling Citizens on Volunteer Issues

By Stephen H. McCurley
*NCVC Director of Research*

Over the past year the National Congress on Volunteerism and Citizenship, 1976 has been acting to organize and promote citizen participation efforts in communities across America. At Local and District Forums, citizens have been asked to identify local concerns or problems, and to suggest solutions that they, as citizen volunteers, can implement. These ideas and suggestions will be refined at a National Congress, and recommendations will be distributed for application at the national, state, and local level.

The issues discussed at the National Congress, and the resulting recommendations, will be reported in a later issue of *VAL*. An interim report on Local Forum results is now available upon request from NCVC, '76.

This report is concerned with the responses of Local Forum participants to a questionnaire on volunteer issues. Content of the questionnaire and the responses of participants are provided in the accompanying graph. Over 2,000 responses were received from individual volunteers, members of voluntary organizations, and members of citizen participation groups outside the traditional voluntary sector.

### GOVERNMENT FUNDING

General support was indicated for increased government funding of voluntary action, with 65% of respondents supporting funding for volunteer bureaus and VACs, 53% supporting funding of voluntary organizations for program development, and 67% supporting increased funding of federal programs. In written comments to question #1, some respondents indicated a preference for funding from state and local government sources.

### TAX ISSUES

Respondents indicated support for a tax deduction or tax credit for volunteer time (69%) and of a deduction for child care services (65%). Sixty-four per cent of respondents indicated support for reimbursement of out-of-pocket expenses of volunteers.

### EMPLOYMENT ISSUES

School and employment credit for volunteer experience received support from 76% of respondents. The highest level of support for any proposed action was received by the inquiry into the requirement of minimum insurance and liability protection for volunteers; 79% of those responding favored such protection.

Sixty per cent of respondents indicated that volunteers should continue to work during a strike, but some commented that the matter should be left to individual discretion. The question regarding assumption of the duties of striking paid workers received the only overall negative response, with 67% of those responding rejecting such action. Many respondents, however, indicated that this should be left to individual preference. Others felt that volunteers should assume duties of striking workers only in emergency situations, such as providing food or medical services to hospital patients.

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*The National Congress on Volunteerism and Citizenship, 1976 will take place in Washington, D. C. on November 19-23, 1976. Registration materials are now available. Contact NCVC, '76, 1785 Massachusetts Ave, NW, Washington, DC 20036, (202) 797-7800.*

# VOLUNTEER ISSUES QUESTIONNAIRE

## GOVERNMENT FUNDING

1. Should government money be used to support and encourage local volunteer bureaus and voluntary action centers?

2. Should private voluntary organizations receive governmental money to assist them in developing volunteer programs?

3. Should increased funding be sought for federal programs in this general area, such as VISTA, Foster Grandparents, etc?

## TAX ISSUES

1. Should a volunteer be allowed a tax deduction or a tax credit for volunteer time?

2. Should individuals be allowed a tax deduction for the amount paid for dependent child care services to enable that person to serve as a volunteer?

3. Should volunteers receive reimbursement for out-of-pocket expenses in connection with their volunteer service, such as meals, transportation, parking costs, etc.?

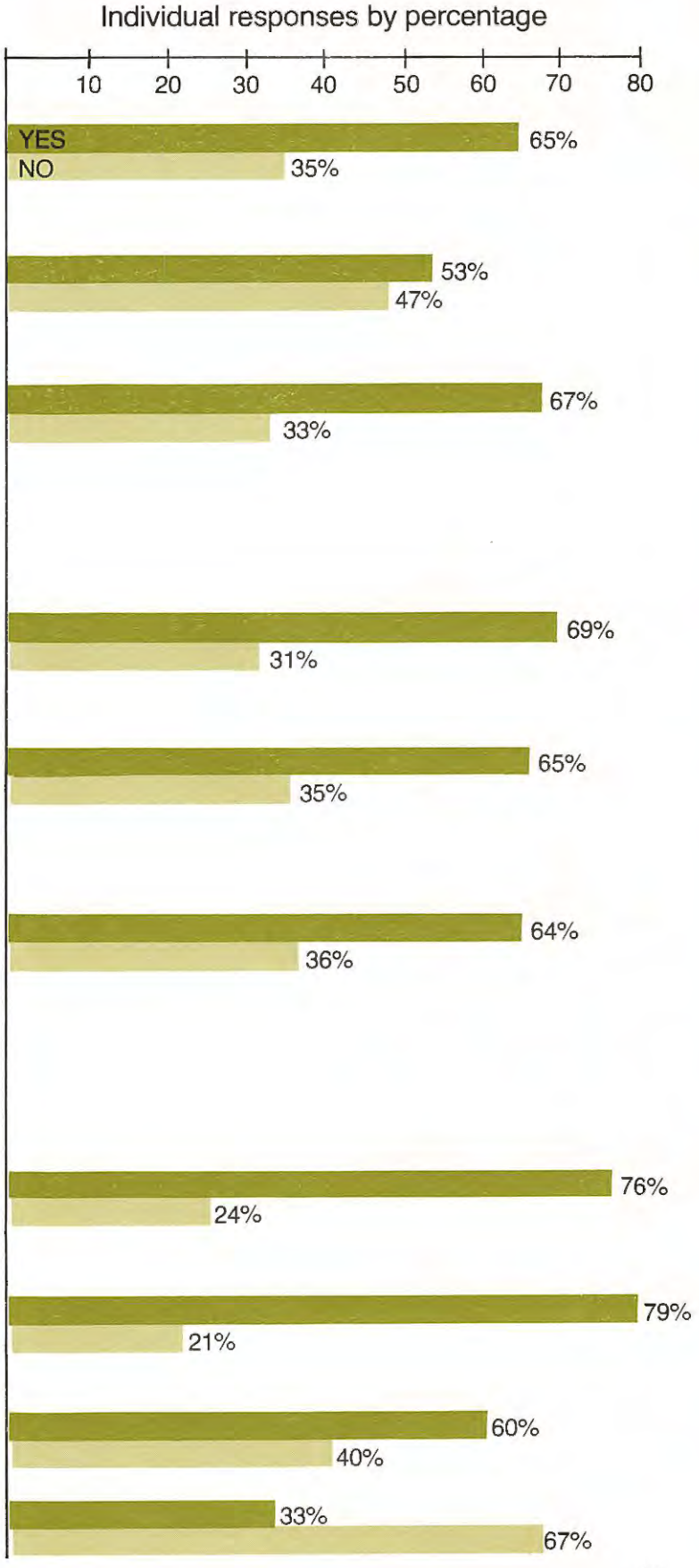
## EMPLOYMENT ISSUES

1. Should volunteers receive school, college, or employment credits for volunteer experience?

2. Should there be laws or regulations requiring minimum insurance and other liability protection for volunteers serving in public or voluntary organizations?

3. Should volunteers continue to work during a strike of paid staff?

4. Should volunteers take on duties of striking paid workers?



# WHO SHALL GOVERN?

## By James I. Luck

IT IS ETCHED INDELIBLY IN OUR national memory. It stirs us to remember our origin, our founders, and our purpose. It was the principle that rallied colonists to war. But when describing our form of government we are more apt to explain the checks and balances of our three federal branches or federal-state relations than the *consent of the governed*.

Not that the phrase is unused. It certainly remains a part of our political vocabulary, but application in modern America seems increasingly hesitant and superficial. So thin is the veneer of consent over our elaborate institutional arrangements that more than one cynic has asserted a light rain could wash it away.

What happened to the Declaration's "consent of the governed?" Irresistible forces of the 19th and 20th centuries—industrialization, specialization, and centralization—must all be held accountable. The expansion of our knowledge, population, expectations, and relationships has shaped our dependence on "others," particularly institutions. And as institutions have grown more complex, they have become more distant. Our society presupposes the capacity and right of citizens to participate in their self-government. But institutions have expanded without extending that right.

Pollster Louis Harris has been surveying American attitudes about our government since 1966 at which time roughly 40 to 50 percent of those questioned expressed "high confidence" in the leadership of the Supreme Court, Senate, House, and Executive Branch. Seven years later, in a multi-volume report to the Senate Committee on Government Operations, Harris chronicled a steadily declining reservoir of trust. High confidence ratings for federal institutions had dropped to a range of 19 to 33 percent. Characterized as severe, these findings included state and local governments. Only a few locally-based services—trash collection, police protection, and public school leadership—resisted the full impact of the slide.

By 1976, only a fragmentary 11 percent of our citizenry is expressing high confidence in the executive branch of the federal government; for the Congress it is a meager nine percent. Addressing the National Conference of the American Society of Public Administrators in April of this year, Harris reported that "the feeling that 'what I think doesn't really count any more' has risen from 37% to 64% since 1966."

Despite this disaffection and massive distrust, the Harris Survey reports, "the people—to a degree far greater than leaders understand—appear prepared to participate in the decisions that shape society." Harris finds this willingness to participate in 90 to 95 percent of the population.

To convert this willingness to "real, genuine, meaningful, total participation," according to Edgar and Jean Cahn, leaders in the American legal community, "is probably the only guarantee, frail though it may be, that people will be willing to abide by the terms of today's social contract. . . ." While terrorism commands media attention, inaction born of alienation threatens the increasingly intricate and fragile relationship between citizen and government. The problem is the answer: activating consent of the governed through participation.

### "OF THE PEOPLE, BY THE PEOPLE"

What do we mean by citizen participation? Is it a goal, or a bridge to other goals? Who should be involved? How should they be heard? What aspects of decision-making should be opened to this process? What works best? What degree of influence is appropriate?

"Citizen participation" means different things to different people. For some, it is code for the federally mandated involvement of poor and minority groups in social welfare programs. The Citizen Involvement Network avoids the word "participation" in favor of "involvement" to convey a reciprocal relationship with deeper commitment. In a less arbitrary fashion, the American Revolution Bicentennial Administration's "Call for Achievement" program equates citizen participation, public participation, public involvement, and citizen involvement. However, ARBA discriminates in defining the process by excluding the function and structure of institutions, the establishment and implementation of public policy, voting, lobbying and protesting. According to this narrow view, citizen participation consists of "taking part in discussions leading to decisions."

Sidney Verba and Norman Nie, in *Participation in America: Political Democracy and Social Equality*, identify four types of citizen participation: voting, campaign activity, cooperative activity, and citizen-initiated contacts with government. "Cooperative activity" includes voluntary associations although directed at governmental influence. Certainly, those functions that remain with the citizen or have been transferred from government could also be considered citizen participation.

Those who were involved in the programs of the sixties tend to equate meaningful participation with power. Sherry Arnstein, former chief advisor on citizen participation in HUD's Model Cities Administration, argues that "citizen participation is a categorical term for citizen power. It is the redistribution of power that enables the have-not citizens, presently excluded from the political and economic processes, to be deliberately included in the future."

#### Power

Considered in the abstract, citizen participation has little opposition. His-

*James Luck is the Executive Director of the National Congress on Volunteerism and Citizenship, 1976.*

torically, citizens have carried out all manner of governmental functions including serving on local draft, school and police review boards. Resistance to the notion develops when it is advocated for traditionally excluded groups.

Mandated participation must preordain who receives the power, how much and on what issues. Should welfare recipients determine, consent, advise or comment on the amount of public assistance grants? or the factors that determine eligibility? or the application process for assistance? or the date checks are mailed?

Arnstein's frequently cited ladder of citizen participation (*American Institute of Planners Journal,* 1969) classifies federal participation programs by degree of citizen power. The ladder's eight rungs, beginning with the least amount of power, are: manipulation, therapy, informing, consultation, placation, partnership, delegated power, and citizen control. Manipulation is evidenced through citizen boards that lack the time or resources to do more than rubber stamp government proposals. Arnstein categorizes this engineering of consent—and other therapeutic strategies devised to cure a diseased body politic of apathy or alienation—as non-participation.

Informing, consultation and placation represent degrees of tokenism. Holding public meetings and hearings, establishing advisory boards, and conducting surveys can all be employed for these limited purposes. Partnership, delegated power and citizen control may be realized where authority is provided in conjunction with the means to exercise it. Models include the empowerment of consumers, neighborhoods, and citizen organizations.

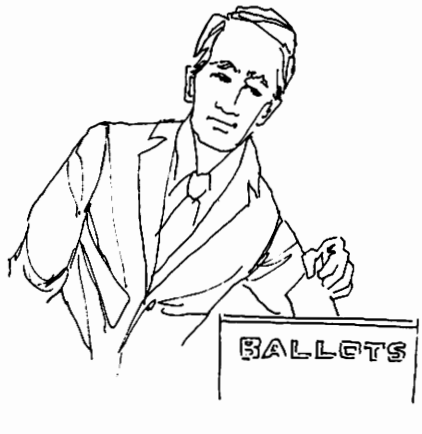
From a more static perspective, granting power means redistributing it. Citizens deciding what programs should be funded take power from legislators. Citizens deciding how programs should be implemented take power from managers. Including those at the lower end of the socio-economic spectrum makes elites less powerful.

Such a redistribution of power would seem to lead to fundamental changes in our society. The war on poverty became a battlefield in the struggle for power. Pluralistic participation did not emerge. Instead, buffers—in the form of citizen advisory groups—separated the poor from the affluent and public servant from served public.

**Purpose**

Our society values citizen participation. Verba and Nie place participation "at the heart of democratic theory and at the heart of the democratic political formula in the United States."

Besides being an historically articulated value in our society, citizen participation is functionally important. Sociologists Lassey and Fernandez identify six areas in which citizen participation enhances community policy and program development: problem identification and refinement; planning and problem-solving; decision-making; location and acquisition of resources; program management; and action or implementation processes.




Those who view participation as power tend to focus on non-program functions. Mogulof has synthesized lists of purposes developed for OEO: decentralization of governmental authority; engineering the consent of the governed; insuring equal protection to individuals and groups through a watchdog citizenry; a form of therapy to cure alienation and other social maladies; employing residents to humanize services; creating cadres of antirioters; building a program constituency; and redistributing power and resources. Citizen participation here is being used as code for involvement by the poor and minorities, although some of the functions are manipulative.

These lists do not exhaust program and non-program goals, but they do show participation as a means to other ends. John Strange accounts for both broad views: "Participation can only be *an* end, not *the* end."

**Program**

John Dewey, a classifier of human thought, contends that despite the limited knowledge a person may possess "there is one thing that he knows better than anybody else and that is where the shoes pinch his own feet. . . ." Central to his idea of democracy is the individual's active participation in determining social policy. What instruments can the individual use to have an impact on policy?

Involvement in the elective process through voting and campaigning provides the most obvious means. Certainly, those who participate are more likely to see the government move in a direction that satisfies them than those who abstain. However, except when one successfully seeks public office, the result is the selection of a representative and the delegation of governing authority. Some public servants regard this involvement as sufficient. Spiro Agnew articulated that position in 1968: "Give us your symptoms, and we will make the diagnosis, and we, the Establishment, for which I make no apologies, will implement the cure."

Clearly, this view constricts government *by the people* to a few. Those most committed to voting have acknowledged its inadequacy. Elena C. Van Meter of the League of Women Voters answers "no" to the question, "Isn't voting enough?" Advocating citizen participation in the policy management process she finds that, "Voters have very little idea of the specific actions which have been taken by their elected representatives and, in any case, have no mechanism to demonstrate approval or disapproval of the specific decisions made in the many functional areas for which the general purpose governments have responsibility."

Post-election participation, through legislative mandates, offers a greater opportunity for involvement. Numerous programs spanning our federal social service sector require citizen participation for the use of federal funds. For example, an HEW nutrition program for the elderly requires a project council whose membership majority is elected by program participants at meal sites. The council is responsible for approval of all policy decisions and overseeing grants and contracts.

Other methods of structuring citizen participation include citizen surveys, citizen representation on policy-making

boards, neighborhood policy committees, task forces and citizen review boards. These approaches, directed at consumers, providers or communities as a whole, may be applied at each stage of program and policy development. For example, the legislation that established OEO Neighborhood Health Centers encouraged citizen participation as a major OEO goal for policy-making, program implementation, and evaluation.

The program planners of the sixties gradually replaced such mechanisms as hearings and public meetings with more elaborate strategies. Daniel Thursz delineates the scope of the Model Cities program standards: an organizational structure including neighborhood residents in planning; residents accepting the organizational leadership as representative; sufficient information to develop and respond to proposals; technical assistance to make knowledgeable decisions; financial assistance to neighborhood residents to overcome barriers to participation; and employment of residents.

Have these more recent strategies worked? Unfortunately, the relative lack of program evaluation on the subject precludes a concrete answer. However, limited case studies have revealed positive results. In an analysis of the Metropolitan Seattle Transit Study's Citizen Participation Program, Adepoju Onikobun and Martha Curry find a pattern of citizen roles, satisfaction and experience. Not unexpectedly, those more experienced in participation expect to play a more significant role.

In addition, those who have worked with a method often make a strong case for it. Barry L. Schuttler, a developer of the charrette process (the convening of governmental and nongovernmental interest groups in intensive deadline-oriented meetings), summarizes his experiences: "A cost benefit analysis of projects utilizing the charrette process," he wrote in *Public Management*, "showed that for every dollar spent in planning, five dollars of in-kind service were volunteered, the project planning time was reduced from as much as six months to two years and new capital was generated."

## FUTURE PATHS

In the 1970's there has been a retreat on the national legislative front. Specific requirements for citizen participation have been replaced by language merely upholding the principle. Post-OEO health legislation lacks specific requirements for consumer participation. Title XX, described as "a sweeping mandate for public participation in social service planning," has been a major disappointment. In most states participation is confined to an opportunity for comment on already-developed programs.

Revenue sharing (and Title XX to a lesser degree) represents the movement away from the federal categorical approach. As a part of the new federalism, lower governmental entities have been endowed with flexibility in the allocation of federal resources. Ironically, this widely acclaimed effort to get government closer to the people has led in the opposite direction. The broadening of program constituencies—one proposed consolidation would reduce 21 discrete beneficiary groups to one called "low income individuals"—has made specific consumer participation requirements more difficult to frame. The resulting general language has permitted inaction. Further consolidations could significantly reduce participation mechanisms.

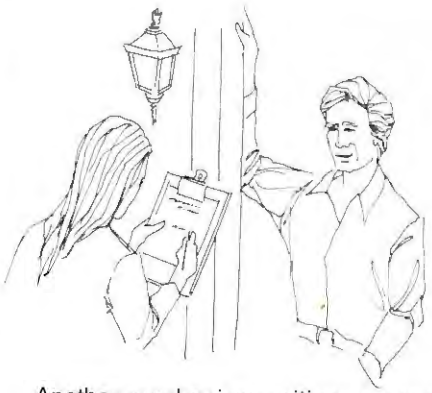
This return to federalism, on the other hand, offers unprecedented opportunities for citizen participation and power. What steps can be taken to insure citizen involvement in the process? Some routes to citizen participation in governing are easier to travel; others more likely to lead somewhere. To select among paths one should have an expectation of where the journey ends. For our purposes, let it be an expansive destination: more participation by more people in the current social and political structure; an enlarged function for the citizen in complementing legislative and administrative roles. This arrangement recognizes the values of participation and expertise and the corollary need to distribute control. To fully realize these objectives requires a more inclusive process. How can this be accomplished?

The government can act to avoid practices that tend to reduce participation. John Strange identifies several wrong turns: constantly changing regulations; failure to provide sufficient technical or financial support for participation; the requirement of extensive documentation to support program applications; and delays in funding.

The government can also act positively to include citizens and citizens can act to include themselves. Some promising approaches in feedback, design and operation illustrate these alternatives.

### Activating Feedback

Citizen feedback can be an important mechanism for determining priorities, allocating resources and evaluating curent efforts of government. HEW, under the leadership of Secretary Mathews, has generated several new citizen participation programs. Initial plans for a citizen feedback experiment call for the Boston and Dallas regional offices to each select several communities where a wide range of Office of Education programs are in evidence. A broadly based citizen panel would "examine the law, the regulations, the administrative processes, and the effectiveness" of the programs studied. Key program elements include direct access to OE leadership, involvement of local associations through panel members in the evaluation process, and the submission of findings and recommendations directly to the U. S. Commissioner of Education.



Another mechanism—citizen surveys for local government—can yield critical information for planning. Kenneth Webb and Harry P. Hatry of The Urban Institute cite several areas about which data can be secured, including awareness of services, problems and gaps in service, demand for new services, characteristics

of users and nonusers, and reasons for use or nonuse. A few local governments have undertaken such studies, but cost has been a barrier to wider use. Citizens acting to include themselves can make such surveys economically practical.

In a study of community needs assessment programs, a recent NCVA publication *(Community Resources and Needs Assessment Guidebook)* cites the importance of developing citizen commitment through participation in each facet of the effort. A government funded and administered survey would place the citizen on the outside. On the other hand, a credible citizen organization using trained volunteers to administer surveys, isolate goals and prepare plans within a structure developed by broadly based citizen committees can create a constituency for the final report that gives it force. Citizen committees to measure the realization of goals can sustain the requisite level of interest. The survey—traditionally a citizen feedback mechanism—can lead in this way to active involvement in design decisions.

**Designing Participation**

Citizens can include themselves when they have been omitted. The Center for Community Change has published a series of citizen action guides that identify intervention points and action strategies and offer examples where citizens have succeeded. An illustration from *General Revenue Sharing: Influencing Local Budgets*, shows citizens can be effective even when legislation and administration assigns no formal role:

> *The Mississippi Freedom of Information Alliance* formed a coalition of whites and blacks in Greenville, Mississippi, to defeat a City Hall proposal to spend $5 million in GRS [general revenue sharing] funds for a civic center. By monitoring and publicizing the development of this proposal, the Alliance developed wide opposition to the plan. It successfully pressured the city to subject the plan to a referendum. It then worked to bring about the defeat of the plan in the referendum by a large majority of Greenville voters.

The Alliance succeeded in securing funding for an alternative set of programs. This kind of success has been repeated in Seattle, Cleveland, Denver, Los Angeles and elsewhere.

On the other hand, government can and has included citizens in the design of programs. A number of methods were reviewed earlier. The citizen advisory board is the most frequent mechanism. Board composition and delegated authority may not be the most critical considerations. Pablo Eisenberg, director of the Center for Community Change, has voiced the opinion that "advisory groups need their own staff and budget" and that with these "even without authority they can be successful as an advocate." Much of the literature supports this view.

Secretary Mathews has committed HEW to direct consultation with the public prior to the development of regulations. His July 25, 1976 statement acknowledged that "for far too long HEW has gone to the public in these situations only to tell them what it intends to do. From now on our first step will be to ask the people of this country what they think we should do." This action underscores the untapped potential for citizen participation.

Certainly, block and consolidated grants and revenue sharing legislation should include comprehensive citizen participation components.

**Operating Programs**

Structurally, citizen participation in government may be subsumed in the government (staff supplement, survey respondent), function as an adjunct (citizen advisory board with staff) or autonomously (community organization). The government can choose to include individuals and/or organizations in its decision-making.

Yin found service-linked citizen organizations operating in conjunction with specific federal programs the best model for increasing client control over services. Howard Hallman in "Federally Financed Citizen Participation" suggests the funding of established voluntary agencies to promote citizen participation. He concludes that "federal funds can appropriately go to a local organization that has as its purpose the development of citizen self-help capacity through resident-controlled neighborhood institutions."

Implementation followed this essentially private, nonprofit, nongovernmental mode in OEO. John Strange found that the bypassing of local governmental machinery characterized "approximately 95 per cent of all Community Action Agencies in the country." A number of programs are attempting to develop the necessary local self-help capacities.

The establishment of neighborhood governments offers another approach to facilitating citizen participation. Spiegel, in *Citizen Participation in Federal Programs: A Review*, draws from Lindsay's efforts in New York City, "a mixed model, somewhere between community control and enlightened neighborhood-oriented administration of centrally-controlled program...." The passage of power from local government to citizens has not been easily accomplished or widely undertaken. Van Meter reported in 1975 that the National Revenue-Sharing Monitoring Project had revealed "only one (possibly two) city and one county have what appears to be an active, self-generated, and genuine official effort to involve local citizens in revenue sharing decision making."

The government has developed a wide variety of operating models and citizens have functioned within and outside of them to influence decisions. An overall assessment, however, places the citizen *outside* the governing process.

A leader of one national citizen involvement effort has speculated that a coming period of economic shortage will force the meaningful inclusion of citizens in the decision-making process. Public officials, he argues, will be caught between unmet demands for services and scarce resources. By bringing the citizens into the process an acceptable balance can be struck.

Alvin Toffler concludes *Future Shock* with yet another scenario for the development of citizen participation. He envisions compulsory service by all citizens in social future assemblies. These assemblies are charged with charting the course for America.

Ultimately, citizens will determine—through their action or inaction—the real meaning of "consent of the governed."

# A SOAPBOX FOR CITIZENS AT HABITAT

**By Judith Haberek**

IS THERE A ROLE FOR CITIZENS – individuals and groups not formally associated with their governments – at the international level of decision-making? The United Nations, sponsor of conferences on timely worldwide issues, has been cautiously entertaining the idea since its Stockholm conference on the environment in 1972.

To find out how citizens have been faring, look no further than the latest UN-sponsored Habitat conference held in Vancouver, Canada, May 31 to June 11. The get-together was aimed at improving the living spaces of persons around the world. But UN conference structure dictates that discussion occur in two simultaneous meetings of distinct groups – governments and an amalgam of citizen groups officially sanctioned as nongovernmental organizations (NGO's).

The official meeting, called Habitat: United Nations Conference on Human Settlements, was attended by government delegates from 131 countries. (The U. S. delegation of 40 was led by Housing and Urban Development Secretary Carla Hills.)

Meeting in downtown hotel ballrooms, the official government representatives divided their work into three committees that dealt with a Declaration of Principles, recommendations for international cooperation and for national action.

Each country came armed with a prepared statement in line with its own policies. The U. S. document was written with the assistance of citizen experts at six regional pre-Habitat conferences held at universities around the country. Many delegations were not always able to make independent decisions, but could cable their home offices in the event of any new, sweeping proposals.

Besides publishing reams of material on Habitat, the subject matter ranging from "Uneven Development Patterns Among Human Settlements" to the dress design of the Habitat hostesses, the participants made extensive use of films and audiovisual displays illustrating what their governments are doing to improve urban and rural community life.

The bottom line, as far as the official conference was concerned, was the adoption of the final program. It included a broad guide for improving standards in human settlements and included 64 recommendations, addressed directly to governments, suggesting concrete ways to provide the basics for human habitation.

While the delegates scuttled about town in their limousines, the unofficial, NGO conference participants used shuttlebuses at Jericho Beach, an abandoned Canadian military base across the English Bay and four miles from downtown Vancouver. Meeting in airplane hangars and sitting on wooden planks, NGO representatives enlivened their surroundings with exhibits, ethnic food booths, Indian dances and tables for signing petitions. Local volunteers enhanced the cheery atmosphere with clever utilization of recycled materials; they fashioned wood sculptures, collages, murals, even the conference center (made out of driftwood logs hauled in from the coastline).

The dramatic contrast of conference sites symbolized the different kinds of proceedings each group conducted. While the *Vancouver Province* called the official program "the dullest show in town," the unofficial conference—the Habitat *Forum*—began three days prior to the official conference to allow time for the more loosely organized Forum participants to organize themselves. The Forum agenda consisted of briefings on the activities of the official conference and discussion sessions on nine selected formal topics. These topics ranged from human settlement policies, land use and ownership, the man-made and natural environment to social justice and the question of differing values and cultures.

Forum participants, representing 56 countries, included Margaret Mead and Buckminster Fuller as well as members of the Hare Khrishna sect and individuals representing only themselves. Many were highly paid, experienced professionals representing diverse nonprofit and public interest groups.

A major figure was Barbara Ward, veteran of Habitat's predecessor, the UN's 1972 environment conference in Stockholm. Along with Maurice F. Strong, a Canadian businessman and inventor of the idea of the dual conferences, Ward and several other self-appointed spokespeople organized themselves into the "Vancouver Symposium" to voice their objections to the official proceedings and to offer alternative proposals.

Other participants were what NGO representative Wallace Campbell terms "the new hippies"—bearded, blue jeaned, and long-haired—"but they're

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*Judith Haberek, a former VISTA Volunteer, is a free-lance writer in Washington, D. C.*

# The 1976 National Volunteer Activist Awards

**National Center for Voluntary Action**

Germaine Monteil

**Cosmetiques Corporation**

The National Center for Voluntary Action was established in February, 1970, to stimulate and strengthen volunteerism. NCVA is a privately funded, non-profit organization which seeks to enhance the quality of life in America by encouraging people to volunteer, and by supporting and publicizing their efforts once they have done so.

The National Volunteer Awards were begun 28 years ago by Lane Bryant, Inc., and transferred to NCVA in 1970.

Germaine Monteil Cosmetiques Corporation, which has sponsored the Beautiful Activist Awards since 1970, combined their program with that of NCVA in 1975 to form the National Volunteer Activist Awards.

Nominations are submitted for groups or individuals who have worked in original ways to solve community problems through voluntary action. From these nominations, citation winners are chosen and sent a citation. A panel of distinguished judges selects approximately ten national winners, either groups or individuals, from the citationists.

National winners will be announced during **National Volunteer Week, April 24-30, 1977,** and will be invited to Washington, D.C. and New York City for a series of events scheduled in their honor. In 1976, President Gerald Ford received the winners in the White House Rose Garden.

The co-sponsorship of the program by NCVA and Germaine Monteil recognizes the support given to private voluntary effort by business and industry. By recognizing the valuable contributions made by volunteers throughout the nation, NCVA and Germaine Monteil hope to encourage more citizens to become involved in volunteer programs in their communities.

# RULES FOR NOMINATIONS FOR THE NATIONAL VOLUNTEER ACTIVIST AWARDS FOR 1976

- Any individual or organization engaged in voluntary and unpaid activities that benefit the community, state or nation may be nominated.

- Individuals or groups who are paid for activities for which they are nominated do not qualify. Programs under the auspices of organizations with paid staff may be nominated, but the extent of salaried activities must be clearly indicated in the nomination statement.

- Volunteer activities must be performed within the United States and/or U.S. possessions.

- No employees or immediate relatives of employees or persons otherwise closely affiliated with the National Center for Voluntary Action, Germaine Monteil or with the screening organization may submit entries.

- All entries and manuscripts become the property of the National Center for Voluntary Action and **will not be returned.** All entries must be mailed with sufficient postage. **Be sure to give the three references requested on the nomination form.**

- Pertinent supplementary material may be submitted but **not more than 20 pages.** Any material submitted may be used for publication by the National Center for Voluntary Action. **Do not submit scrap books, films, tapes, cassettes—only written materials (pamphlets, clippings, etc.) on paper no larger than 8½" x 13".**

- An individual or group may submit as many separate entries as desired.

- The National Volunteer Activist Awards screening organization may request additional information from applicant for the judges' consideration.

- Decisions of the judges are final. **All entries for the 1976 National Volunteer Activist Awards must be received by the National Center for Voluntary Action before midnight December 15, 1976.**

- **All nominations must be complete in one package when submitted to NCVA. Separate letters and other documents received later will not be processed.**

- **Important:** The nominating statement should describe clearly the **volunteer activity** for which the individual or group is nominated. Please include, if applicable, the needs met by the volunteer service, any unusual obstacles overcome, and the size of the program. The nomination should focus in detail on a sustained activity or program in one area of volunteer service in preference to outlining diverse activities.

(For further information, write to: Ms. Maureen Aspin, Awards Program, National Center for Voluntary Action, 1785 Masschusetts Avenue, N.W., Washington, D.C. 20036.)

# NOMINATION FOR NATIONAL VOLUNTEER ACTIVIST AWARDS, 1976
# DEADLINE FOR ENTRIES DECEMBER 15, 1976

PLEASE PRINT

I. NOMINEE: Please specify if you are nominating an individual or a group.
INDIVIDUAL ☐ GROUP ☐ (Check one)

Name: _____ Area Code & Telephone: _____
(If individual, Mr., Miss, Mrs., Ms.; if group, name and title of director)

Name: _____ Area Code & Telephone: _____
(If group, name of organization)

_____
Street address City State Zip Code

II. NOMINATOR:

Name: _____ Area Code & Telephone: _____
(Title, if appropriate)

_____
Street Address City State Zip Code

III. REFERENCES: List the names and addresses of *three* persons or organizations familiar with the accomplishments of the nominee, not including the candidate, members of his/her organization, or relatives. These references may be contacted to verify the scope and extent of the nominee's activities.

1. _____
Name Address Area Code Telephone

2. _____
Name Address Area Code Telephone

3. _____
Name Address Area Code Telephone

IV. NOMINATION:

I hereby nominate _____ for the 1976 National Volunteer
(Name of nominee)
Activist Awards.

_____
Date **Signature of Nominator**

A STATEMENT OF NOT MORE THAN 400 WORDS DESCRIBING THE NOMINEE'S ACTIVITIES AND THEIR IMPACT ON THE COMMUNITY AND THOSE BEING SERVED MUST ACCOMPANY THIS NOMINATION FORM. A BLANK SHEET IS ATTACHED FOR THAT PURPOSE. THIS STATEMENT IS THE BASIS FOR JUDGING AND SHOULD INCLUDE REFERENCES TO THE NOMINEE'S VOLUNTEER ACTIVITIES, NOT LETTERS OF PERSONAL REFERENCE.

PLEASE CHECK TO BE SURE ALL INFORMATION IS COMPLETE AND LEGIBLE AND THAT NOMINATION STATEMENT IS ATTACHED. SEE NEXT PAGE FOR RULES AND INSTRUCTIONS. MAIL THIS FORM WITH NOMINATION STATEMENT TO:

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

THIS SPACE IS PROVIDED FOR THE 400 WORD STATEMENT WHICH **MUST ACCOMPANY** THE NOMINATION FORM.


The city of Vancouver was well-prepared for Habitat in its role as host to citizens and government officials from over 100 nations. Billboards, such as the one pictured here, were visible to both residents and visitors throughout the city and surroundings.

Making creative use of recycled materials, local volunteers converted an abandoned airfield into a pleasant conference site for the citizens' non-governmental Forum. The main entrance was built out of driftwood logs hauled in from the English Bay. Covered walkways (attached to each upright) were built to protect visitors from Vancouver's frequent rains.

The Forum site, rimmed with national flags, overlooks the English Bay with downtown Vancouver and snow-capped mountains in the background.

An old airplane hangar, converted into a film theater and meeting hall, is decorated with eskimo art forms by local painters. Another local artisan sculpted the draftwood object in the foreground.

At left, Margaret Mead (center) is one of many Forum participants attending a press conference at the officials' downtown communications center.

Below, Carla Hills, secretary of the U. S. Department of Housing and Urban Development, talks with a Forum staff member during one of several visits to the non-officials' conference.

*Photos by David Stahl, Urban Land Institute*

not the same as they were ten years ago. They participated fully, were serious minded and intensely knowledgeable."

Campbell, who is the past president of the Foundation for Cooperative Housing, explained the UN procedure allowing for NGO access to the official confab in Vancouver: There are three basic categories of NGO's as recognized by the UN. The first group contains 25 international organizations, such as the International Council of Voluntary Agencies and the League of Red Cross Societies, picked by the UN's Economic and Social Council (ECOSOC) to have consultative status. From these, seven representatives were chosen to speak to the plenary session of the official conference, thereby giving them the status of nations. (Wallace Campbell was able to address the plenary session by virtue of his consultant status with the International Cooperative Alliance, the oldest and largest (320 million members) of the NGO's having consultative status with ECOSOC.)

Group two includes 300 other organizations who are UN-accredited. These are single purpose groups of general organizations with a single national base, such as the Boy Scouts World Bureau and the All-India Women's Conference. The third group includes everyone else with an interest in the subject. At Habitat, this third group included students and environmental groups as well as real estate boards and the National Association of Home Builders.

While the UN didn't scrimp on the red tape, NGO representatives were generally better off than they were at the Stockholm environmental conference or the women's conference in Mexico City. In Vancouver, they were welcome and expected guests; at previous UN conferences, they were a fifth wheel.

According to Sally Shelley, director of the UN's NGO Office, "UN interest in the alternative forum was intensified for Habitat." One reason might be Habitat's emphasis on treatment rather than definition of problems, thus encouraging countries to listen and learn from each other. An example is the cooperation of Habitat Secretary General Enrique Penalosa regarding Barbara Ward's counter presentations: Ward gave the only NGO press conference at the official Habitat media center and was the only private citizen to address the official plenary session.

But the question remains: if the UN made an effort to encourage citizen participation, why did it have two separate conferences?

Hugh Allen, a HUD employee and program manager for Horizons on Display, the U.S.'s official demonstration project for Habitat (200 programs that significantly improve the quality of life at the community level), explained that physical space limitations and protocol demanded that there be two separate conferences. He conceded, however, that the elaborate rules did work to the disadvantage of the individual.

Bob Stein, director of the North American office of the International Institute for Environment and Development (Barbara Ward's research arm) and an observer to the official conference, noted that it would have been impossible for all Forum participants to speak because of the number of persons and the time limits. He did admit that many international groups were not recognized due to the strict interpretation of the rules by the Secretary-General. "That procedure was necessary but it was not handled that well," he said.

Campbell and Allen both claimed that there was relatively little politics at the conference. Stein disagreed in part. "The Forum got bogged down in politics and tried to act like a government by attempting to reach a definitive statement or compromise." He would have preferred that individuals state their own opinions, since they were there to provide expertise.

How much was actually accomplished by the Forum's citizen participants? In just 11 short days, they took the initiative in many proposals, such as a ban on nuclear power plants, resolutions on land speculation and self-help housing. The officials shied away from the nuclear power plant idea, but they did adopt one aimed at clean water for all by 1990. Passage of the resolution was organized by Ward's research group and pushed by the efforts of the Vancouver Symposium. To this end, the UN will hold a conference on water in Argentina in March 1977.

In the United States, the official Habitat Office (a part of the Department of Housing and Urban Development) will continue with meetings and education programs. Secretary Hills visited Jericho Beach twice, listening to American citizens as well as individuals from other countries. Spurred by their input, she promised to get appropriate government agencies to compare their regulations with Habitat's proposals and will make recommendations to the Administration.

Putting the Forum in the perspective of previous UN conferences, NGO participants expressed optimism at the outcome. Wallace Campbell feels that "the progress in four years (since the environmental conference) has been amazing, and if you stop and look ahead from here, you will see all that needs to be done." Hugh Allen echoes his sentiments: "The very fact that Habitat did happen and did involve so many nations is a sign of hope."

Sharing his optimism for the Forum's potential, the Washington, D.C.-based Population institute wrote in its *Habitat Resource Bulletin:* "The combined strength of thousands of organized constituents can have a major impact on official government policies and approaches."

Perhaps this is the real key to Habitat—the expertise and directness of the citizen participants. They were the ones who provided the human element amid the official plenary sessions and pronouncements. While the United Nations can be given a left-handed compliment for its support of the NGO's, at Habitat the parent was overshadowed by its own brainchild.

## CORRECTIONS

• The photo on page 17, Spring/Summer 1976 *VAL*, should have been credited to Frank Jessic, assistant director of the Madison, Wisc. Voluntary Action Center.

• The NICOV list of educational opportunities for volunteer leaders (Spring/Summer *VAL*) incorrectly lists the availability of a Ph.D. program in volunteer leadership through a University Without Walls program at Antioch College/Philadelphia. David Allen Frisby, director, reports that there is no such program at Antioch; however, he notes the Philadelphia college does offer an undergraduate program in Human Services which would be suitable for leaders in voluntary organization. A catalogue is available from Antioch College, 401 N. Broad St., Philadelphia, PA 19108.

In addition, there is no certificate program for volunteer leaders at the University of California, La Jolla, listed at the top of page 18.

*"Bridge of Understanding" by Florinda Leighton*

# Learn Through International Volunteer Effort

## A Report on the 1976 LIVE Conference

### San Francisco, California

A ceramic tile mural that hangs in the International Lounge of the Commons at the University of California at Riverside has been the inspiration of the biannual LIVE (Learn Through International Volunteer Effort) conference since its inception in 1970. Entitled "Bridge of Understanding," this mural depicts the coming together of people from all over the world.

This is the ultimate purpose of the LIVE conference—to bring together volunteer leaders from different nations to increase international awareness and understanding. Sponsored by the International Association for Volunteer Education, a membership organization which formed to organize these conferences and to assure that they continue on a regular basis in different countries, the first LIVE conference was held in Los Angeles.

The fruits of that initial conference have already been realized; LIVE sparked the founding of the Association of European Volunteers (AVE) by one of the participants from France. This fall AVE will sponsor a meeting, with an anti-poverty focus, for participants from Belgium, Denmark, England, France, Ireland, Holland, Germany, Italy, Luxembourg, Portugal and Switzerland.

Conference format emphasizes the exchange of ideas; in San Francisco there were guest speakers, workshops, discussion groups and visits to U.S. agencies and institutions that actively involve volunteers.

This section only touches on some of the highlights of the conference which produced a picture—like the inspirational mural—of the different problems and approaches to volunteerism in the various countries represented. Here, Dr. Yetty Rizali Noor describes the unique role volunteers can play in a developing country, while Cynthia Wedel sets forth some universal aspects of volunteerism which can be applied to Western countries as well as the under-developed nations.

The entire proceedings can be obtained from NCVA, Publications Department, 1785 Mass. Ave, NW, Washington, DC 20036.

## Conference Chairman's Overview

### By Joyce W. Hetts

The 1976 LIVE (*L*earn through *I*nternational *V*olunteer *E*ffort) Conference was held in San Francisco, California, U.S.A., from April 25th through April 30th.

Its purpose was twofold: to exchange ideas and information which will expand volunteer opportunities and encourage citizen participation in countries throughout the world; and to help build a "Bridge of Understanding" among individuals of many nations.

The Conference was attended by 73 persons (69 women and 4 men) from 34 countries. Held under the auspices of the International Association for Volunteer Education, and with the assistance of representatives of sixteen national or local sponsoring organizations, the LIVE Conference was planned and presented entirely by volunteers—more than 200 dedicated individuals, acting as coordinators, committee members and chairmen, program planners, speakers and workshop leaders, host families and drivers, and in numerous other capacities.

Judging from the spontaneous statements and written evaluations of the international participants, and considering the reactions and opinions of the San Francisco volunteers most actively involved, we believe that the 1976 LIVE Conference was a resounding success. Many participants commented that they had obtained ideas which could be used in their programs at home; they reacted enthusiastically to the opportunity to meet, exchange information with, and begin to understand more clearly people from other nations; they were appreciative of the warmth, efficiency, and teamwork of the San Francisco volunteers; and—most especially—our international friends cared about the atmosphere of understanding and fellowship which blossomed and grew during their days together.

We do believe that new bridges of international understanding were built during the 1976 LIVE Conference in San Francisco. It is our hope that the spirit of understanding and caring will continue and flourish as each participant returns to his or her own program in local communities throughout the entire world.

# Voluntary Citizen Participation—A Cornerstone to Development

By Dr. Yetty Rizali Noor

*Chairman, Leadership and Vocational Training Centers, Indonesia*

I would like to stress from the beginning that I have come here *to learn*, not only from your experiences and achievements but also from the problems and difficulties you may have encountered *in the process of voluntary participation in nation-building*. Although basically the volunteer spirit derives from the same motivation—to help other human beings and to reach certain goals through common voluntary efforts—we see that in the different set-up of our world community, it finds different ways of manifesting itself.

In a traditional agricultural society, with more than 80% of the population living in rural areas, and with the prevalence of the extended family, the system of "gotong royong"—or mutual assistance—has been the basic philosophy of life. Bridges, schools, mosques and even individual houses are built through "gotong royong" and not even 350 years of colonial rule have hindered this help-each-other spirit.

It was exactly this spirit which, during our struggle for independence in Indonesia, kept our guerilla forces alive by the continuous help of villagers. Even while the fighting was going on, women's, students', Red Cross and other groups organized simple literacy activities and taught people about hygiene and the importance of potable water.

After our independence was recognized, it was only natural that the Indonesian people, left with an illiteracy rate of more than 90% amidst very poor economic conditions, were eager to jump into the atomic age and try to keep up with technological progress.

### Interaction of Volunteerism and Development

World War II, the struggle for independence, and many internal upheavals ravaged our country, so that the First Five Year Development Plan, 1968-1973, was aimed at our country's physical rehabilitation and the provision of basic necessities for a sound take-off for development. The spontaneously organized voluntary programs proved to be very helpful in this process, although there was much overlapping and amateurism.

The second Five Year Plan, beginning in 1974, is now actively incorporating the non-governmental sector. The government recognized the value of the voluntary programs during implementation of the first Five Year Plan. (At that time, the organizations were able to fill the gap between the actual implementation of the Plan and the population's resistance to new population, health, environmental and other programs.) With a high birthrate and a population of 130 million, 80% living in rural areas spread out over an archipelago as wide as the U.S.A., it is clear that all funds and forces are needed to expect a *minimum* chance of successful implementation of the Plan.

It is therefore not surprising that voluntary organizations not only assist, but are actually involved in the setting up of schools, training programs, and socio, cultural and economic projects. The field of social welfare is organized and coordinated mostly by women volunteers who work in programs for the handicapped and needy as well as initiate preventive and educational programs. Community organizations, including women's groups, students, boy and girl scouts, are mainly active in the setting up of formal and nonformal educational activities. These groups actually run more than 10,000 kindergartens and hundreds of elementary and junior high schools as well as vocational training centers.

In most projects run entirely by voluntary organizations, the activities are curative as well as preventive and educational. For example, one women's organization runs a village save sight pilot project combined with a vegetable growing campaign. It also conducts classes in nutrition aimed at making some necessary changes in the daily menu of the village people.

The process of volunteer participation in the development program has proved to be just as important in teaching somebody how to read and write as in making him or her understand why he or she should actively use their political rights in the forthcoming elections of 1977 or understand how to make use of the marriage law passed in 1974. Similarly, a volunteer should be able to teach a peasant how to increase his crop through the use of fertilizers and pesticides or to explain why family planning is a matter that concerns husband and wife as well as the well-being of the whole family.

### Recognition of Voluntary Work

It is interesting to note that with the growth of active volunteer participation in the development process, there is also a growing sense of appreciation by the government expressed in increasing *cooperation and recognition* of the work of voluntary organizations. This is manifested in many ways:

—In some provinces the local government offers to build the school for voluntary organizations already experienced in organizing formal and nonformal educational activities, provided the requesting party has a piece of land of its own.

—The government "loans" teachers, nurses and midwives to voluntary organizations for their schools, health centers and family planning clinics.

—The government also provides formal subsidies to meet the administrative expenses of programs proven to fill a need of the local community, such as a legal aid organization or family planning and consumers associations.

—Foreign assistance is also available to voluntary projects, such as the "Panti Trisula" leadership and vocational center and the Handicapped Children's Foundation.

—Community leaders of women's, youth, student, religious and other organizations are invariably invited by the government to participate in seminars, workshops, training courses and conferences relevant to their programs.

—Diplomas and certificates from bona fide voluntary organizations which provide training, especially vocational training, are officially recognized by the government, if the courses meet at least the minimum requirements of the Department of Education.

*Volunteer Writers, Directors, Actors*

# The Labor Theater Dramatizes History For Working Americans


Photo by Bill Bryant

A waitress (actress Carla Meyer) tells customers how she came to the big city "to make good" in The Labor Theater's "Workin' Our Way Down." Her listeners (l. to r.) are portrayed by TLT Artistic Director Chuck Portz, Executive Producer Bette Craig and actor Nick Plakias.

For actress/writer Bette Craig, understanding the Great Depression is a key to understanding her parents' generation and their emphasis on money and success.

In 1973 Craig and playwrights C. R. Portz and Emanuel Fried launched The Labor Theater (TLT) with the goal of reestablishing the once vital relationship between the workers in the creative arts and the working majority of the population. According to Craig, by producing theater that is relevant to the lives of working people, TLT hopes to reaffirm for all workers a greater sense of mutual identity, mutual respect and mutual support.

In addition to full-time volunteers Craig and Portz, the nonprofit Labor Theater has been aided by a number of volunteers involved in its day-to-day operations. "As well as the volunteer fundraiser, public relations person, clerical worker, technical director, and graphic arts designer, we also have had the benefit of a union projectionist during the course of an international labor film festival we sponsored at the Henry Street Settlement Arts for Living Center," says Craig.

"Those of us on the regular staff would like very much to be able to move out of the category of being volunteers and be paid for our work with The Labor Theater. So far, it has been impossible to pay ourselves for the daily work that must be done to keep an organization going, but we are hopeful that eventually, perhaps this coming season, we'll be able to pay two staff people at least a part-time salary. Meanwhile, we're committed to keeping the Labor Theater alive even if it means working at two full-time jobs," Craig remarked. Then she added, "We have obtained the services of a lawyer, Elliott Meisel, through an organization called Volunteer Lawyers for the Arts, who has been super. He has spent a lot of time on us in securing our incorporation, federal tax exemption, and negotiating purchase of dramatic rights."

The permanent cast of 16 actors, writers, musicians and labor educators are dedicated to providing high quality, reasonably-priced theater. After a limited run in New York, the company tours union halls and universities around the country. Last year TLT took C. R. Portz's play "Singly None, An Evening With John L. Lewis" to the coal mining districts of Pennsylvania and West Virginia. Bernard Aronson, assistant to the president of the United Mine Workers of America commented, "All of the reports from the field indicate that Singly None received overwhelming positive reactions from mining families throughout our districts where it was shown. The reaction of these families suggests to me that there is a strong grassroots interest in theater in America that touches directly on the historical experience of people."

Bette Craig expressed similar sentiments in a recent interview in *The Soho Weekly News:* "Even union members are not all aware of the difficulties of the early campaigns, or the horrors of life before the unions. Younger people feel we would have had a New Deal during the depression no matter what. But those in power were frightened by people taking to the streets. All the benefits were won by struggle and that message is relevant today. My documentary review, "Workin' Our Way Down," is the odyssey of Ed and Marie Gunter, tenant farmers from Tennessee who leave the farm and make their way across the country to the factory fields of California. We deal dramatically with the textile plant strikes in the South and the Southern Tenant Farmers' Union organizing campaign. Marie, the narrator, is a composite of the women in my family, which fled the Oklahoma Dustbowl where they were farmers and railroad workers."

In addition to enlightening working Americans about the history of union struggles, TLT has produced plays and puppet shows for children. Playwright Herb Schapiro has been commissioned by the New York State Council on the Arts to produce a play for children on the American educational experience, specifically for the Labor Theater.

For further information, contact Bette Craig, Executive Producer, The Labor Theater, Inc., 102 E. Fourth St., New York, NY 10003.

voluntary action news

# AFL-CIO Promotes Wide Range of Volunteer Projects

In St. Joseph County, Ind., 41 members of local unions recently completed a union counseling course. Sponsored by the St. Joseph County Labor Participation Committee, the six-week program prepares counselors to assist fellow union members as well as their neighbors in obtaining needed services, such as public assistance, consumer information, youth guidance, alcohol and drug dependency, and legal services.

In Rochester, N.Y., members of the barbers' local participate in a health education and advocacy program conducted each year by the University of Rochester Medical School. The barbers spend 16 hours learning about hypertension, venereal disease, dermatology, alcohol, and family problems. As part of their training, the barbers meet with representatives of community agencies to learn of their services, location, facilities and eligibility requirements.

Both of these community service training programs for unionized workers are highly encouraged by the AFL-CIO's Commnnity Services Department. "Volunteers are the yardsticks by which to measure the acceptance of welfare services," says Leo Perlis, Community Services' director. The department's goals are to meet the personal and family needs of workers not covered by union contracts, to encourage citizen participation in community affairs, and to promote a more representative and responsive community.

In addition to counseling programs, the AFL-CIO is highly active in crime prevention and control. For example, the Education to Action Project is designed to divert children from a life of crime. Action Committees, composed of local union members, work with juvenile authorities to provide youth rehabilitation. Another program, the federally-funded Community Mobilization Project (in cooperation with the National Council on Crime and Delinquency), involves union members in citizen action committees to develop adult and juvenile offender programs. The New Orleans committee, for example, is organizing a youth diversion project. In Cedar Rapids, Iowa, plans are underway to train 50 volunteers to assist in community-based treatment centers.

Labor has a long history of participation in community service programs. During World War II the CIO War Relief Committee and the AFL-endorsed Labor League for Human Rights established a formalized relationship with the National Fund and the American Red Cross. The tradition has continued and expanded. Today, the Community Services Department helps raise more than $300 million for united funds and community chests annually.

Other community services provided by union members include board membership in public and voluntary agencies, unemployment relief, legal aid, consumer counseling and debt counseling, and disaster services. Union members serve as drivers for the handicapped, leaders in local settlement houses, readers to the blind, foster home parents and civil defense workers. In short, they are involved in all phases of volunteer activity.

For further information, contact Department of Community Services, AFL-CIO, 815 16th Street, NW, Washington, DC 20006, or National Council on Crime and Delinquency, Continental Plaza, 411 Hackensack Avenue, Hackensack, NJ 07601.

Dolores Plumb, head of the Women's Affairs Department of the Barbers, Beauticians and Allied Industries International Association, volunteers as a counsellor at an Indianapolis medical clinic for underprivileged boys and girls.

## Volunteer Week Set for April

National Volunteer Week for 1977 has been set for April 24-30. The occasion sets aside each year a special time for local and national groups to honor their volunteers.

The **National Volunteer Activist Awards** highlight the week with special ceremonies in New York and Washington, D.C. for the finalists. For details, see the nomination form insert in the center of this magazine.

**Volunteer Week kits,** containing "how-to" materials for honoring volunteers and publicizing the special events, will be available from NCVA in January. The kit will include a poster, idea sheets for local celebrations, sample public proclamation and appreciation certificate. To place your order, send $2.00 (must be prepaid) to National Volunteer Week Kits, NCVA, 1785 Massachusetts Ave, NW, Washington, DC 20036.

*Profile*

# Massachusetts Volunteer Tackles Child Lead Poisoning Problem

Each year two hundred American children ages 6 and under die of lead poisoning—a man-made, preventable disease. The primary cause of lead poisoning, according to Elaine Kohn, director of volunteer services for the Massachusetts Department of Public Welfare, is exposure to lead-based paint, not gasoline fumes as many people believe. "A child who ingests a thumbnail-sized chip of lead paint every day for three weeks will be permanently damaged or may even die," says Jeanne Marie DeGiacomo, a volunteer who has worked almost single-handedly to educate Massachusetts citizens on the dangers to which 350,000 of their children are being exposed.

"Jeanne DeGiacomo has epitomized the new trend in voluntarism towards meaningfnl work which meets the needs of the public interest," Kohn says. "The whole thing started with me watching Channel 2, *The Reporters*, on the dangers of lead and seizing on the idea of developing a lead prevention program. I suggested it to Jeanne who wanted something 'interesting and challenging,'" Kohn recalls.

DeGiacomo started off by doing an in-depth study of the dangers of lead-based paint, consulting local experts in the field. She asked for their assistance in setting up edncational programs for social work staff in the City of Boston Welfare Service offices and surrounding areas of the state. She contacted the Citizens Committee to End Lead Paint Poisoning and has served as a liaison between them and government agencies, hospitals and key medical personnel, coordinating their efforts to de-lead existing housing units and to screen, test and treat lead poisoning victims.

"From the original citizens' committee (volunteers) who disbanded then re-formed, to program directors working in local, state and federal programs, there has been on-going, continuous communication and cooperation. *That* is a real feat!" says Kohn.

DeGiacomo lobbied for the passage of the Massachusetts Childhood Lead Poisoning Prevention Law, using the expertise she gained from working with the League of Women Voters to approach government officials in a non-threatening manner. She organized a letter-writing campaign to legislators, wrote editorials to local radio and television stations and newspapers in a successful campaign to get the law enacted.

"My greatest contribution," DeGiacomo says, "has been in the area of education." She developed an informational flyer, "Poison in the Walls," which included information on the dangers of lead, tenants' legal rights, and where to obtain free blood testing. The brochure was printed in Spanish as well as English.

DeGiacomo solicited volunteers from an advertising agency, graphic artists, and a print shop to design and produce a poster—"Sweet Death!"—for use in high-visibility areas such as banks, grocery stores, and other store windows. It warns parents that "Lead chips taste like candy . . . but lead paint is poison," and urges parents to have their children tested annually.

As chairperson of the Governor's Advisory Committee for the Lead Poisoning Prevention Program, DeGiacomo has organized conferences and seminars to disseminate information to tenant and citizen groups, law enforcement officials, boards of health and landlords about current programs to enforce the state lead law.

"We are still halfway up the hill in our efforts to de-lead," noted DeGiacomo, "but some advances have been made." Research is underway to develop a paint to cover lead paint that will force a child to vomit if he ingests paint chips.

For the future, DeGiacomo is trying to obtain low-interest loans to encourage landlords to de-lead. "With Jeanne's help, the Department of Public Welfare will expand what had started several years ago through our efforts to train and work with staff on the lead program region by region, statewide," Kohn says.

**CARTER HONORED**

Rosalynn Carter (r.), wife of Democratic presidential contender Jimmy Carter, is awarded for her outstanding volunteer work in mental health by the Association for Administration of Volunteer Services Region IV at its spring meeting. Presenting the plaque is Barbara Sugarman, AAVS Region IV chairperson.

## *Mayors Endorse Volunteer Credit*

Last June, at its 44th annual meeting in Milwaukee, Wisc., the U. S. Conference of Mayors passed a resolution stating that volunteer experience be considered a qualifier for Civil Service employment in municipal government.

In the resolution the mayors recognized ". . . the significant role that volunteerism plays in communities." The mayors view their endorsement of the resolution ". . . as a means of further achieving the goals of Affirmative Action Programs," particularly with regard to the training and hiring of women and minorities.

The resolution is in large part the work of an ad hoc committee convened by Margery K. Stich, volunteer director of New Orleans' Volunteers in Government of Responsibility. When John Gunther, executive director of the U. S. Conference of Mayors, expressed interest in having a proposal submitted, Stich contacted "persons who have had long careers of volunteer service in New Orleans and are now on the payroll of New Orleans Government in career slots." Stich called the resolution, ". . . a major step forward in the volunteer world."

voluntary action news

# PEG Increases Job Chances For Probationers

Adult probationers in Monroe County, N.Y. may receive advice and assistance in their job search from volunteer specialists in the industrial fields of psychology, manpower training, personnel and employment.

The Probation Employment Guidance Program (PEG), initiated in 1973 by the Rochester-Monroe County Criminal Justice Pilot Program and funded by the Law Enforcement Assistance Administration, is designed to maximize employment possibilities and reduce repeat offenses. PEG was modeled after the Older Worker Program which utilized community volunteers in a panel approach to unemployment. During the research period from November 1973 to May 1975, 321 persons participated in screening interviews and 122 appeared before the all-volunteer Employment Guidance Council.

After referral to the PEG program by the probation officer, the probationer is given a screening interview to determine if he is job-ready. A battery of tests are administered to determine learning ability, mechanical comprehension, manual dexterity, visual perception and areas of interest. A personnel specialist assigned to the program by Rochester Jobs, Inc. evaluates the test results and explains them to the probationer.

The test results, along with a summary of the screening interview, are submitted to members of the Employment Guidance Council prior to their counselling session. The Council consists of five volunteers from corporations, universities, service organizations and hospitals drawn from a pool of twenty-five on a rotating basis. Its session with the probationer is in three phases: fact finding, critical analysis, and brainstorming for specific recommendations.

Council members advise the probationer on the basis of his experience, education and test results. They will suggest specific employment possibilities or appropriate education and training opportunities. For example, if a probationer lost his last job due to excessive absenteeism, the Council may advise him to take a temporary position to establish a good attendance record.

"Without their sincere interest, concern, and willingness to provide valuable time and professional advice, the program would certainly lose its uniqueness and effectiveness," says PEG coordinator Robert Norton.

According to County Manager Lucien Morin, statistics show that ". . . for those with the poorest prior employment records, participation in PEG has increased the probability of being employed one year after entry and increased the average portion of that year during which the participant would be employed."

For further information, contact Robert Norton, PEG Coordinator, 20-A Hall of Justice, Civic Center Plaza, Rochester, N.Y. 14614, (716) 428-5623.

# U. S. IWY Report Sets Stage for Action

At a White House reception this past July, presiding officer Jill Ruckelshaus presented to President Ford the Report of the National Commission on the Observance of International Women's Year.

The Commission, appointed by President Ford, was made up of 35 men and women from the private sector and four chosen by Congress. Members gave of their time without monetary compensation.

In transmitting the report Ruckelshaus remarked, "I urge all Americans, women and men, government policymakers and private citizens alike, to read this report thoughtfully and to use the recommendations 'to form a more perfect union.' " The recommendations range from enforcement of laws regarding sex discrimination in educational institutions, to greater freedom of choice for women in their reproductive lives, and to procedures for fair judging of arts competitions.

Fifty-seven state and territorial meetings will begin late this year to provide all Americans an opportunity to discuss the recommendations and to suggest ways the private sector can contribute to their implementation.

Two hundred nongovernmental organizations were asked by the Commission to suggest the areas to be studied. On the basis of their suggestions, 13 work committees were set up to study and make recommendations pertaining to the arts and humanities, child development, homemakers, reproductive freedom and special problems of women, among others. In addition, an Interdepartmental Task Force was created to implement IWY recommendations within the government.

The Commission solicited members of the public to serve as expert witnesses for their study sessions and to participate in public hearings. According to the report, "Especially moving were the women who testified to their personal experiences of hardship and lack of opportunity simply because they are female. Minority women, blacks, Indians, Asian-Americans and Hispanic-Americans all told of double and triple burdens. Some of the committees also commissioned original research when data was not available on specific problems."

For further information on state meetings, contact National Commission on the Observance of International Women's Year, The Department of State, Washington, DC 20520.

# The Growth of Voluntarism—Worldwide

By Cynthia Wedel

*National Chairman of Volunteers, American Red Cross*

I'd like to talk about some of the basic things which I believe are going on all around the world which affect volunteering and voluntarism. But first let's remind ourselves that in every society and every culture, some form of volunteer work has always been present: perhaps just simple neighborliness, or helping other people in extreme emergencies, or, as Dr. Noor has illustrated so well, volunteers pitching in to build their countries.

### Conditions for Voluntary Action

Now one of the conditions which I believe helps volunteering is, strangely enough, urbanization—people beginning to move into cities and into urban areas. In countries which previously had been almost entirely rural and agricultural, people are moving rapidly into urban areas. And living in an urban area, as those of us who come from the so-called "developed countries" know, immediately creates more needs.

Then, in many parts of the world people have increasingly more of what I like to call "discretionary time," time which they can use as they choose. In earlier times, in every society, people had to work so hard—twelve, fourteen, eighteen hours a day—just to scratch a living from the soil. There was very little time or strength or energy for anything else. But increasingly, with modern machinery, with modern ways of doing things, with urbanized life, people do have a little more time that they can allot as they see fit.

Another thing which is making volunteering more popular and more possible is the very rapid rise of education all over the world. Again, Dr. Noor gave us some vivid examples of how in a largely rural country like hers, so much effort is now going into education. And as people learn not only from formal but informal education which they get through the mass media, their level of understanding of what's going on in the world and what the needs are is raised.

Another factor which I believe is encouraging voluntarism is the mobility of people today. A hundred years ago, you know it would have been impossible just to get here—the time, the expense, etc. Today we all are moving around. We're seeing different parts of the world and different people, we're carrying ideas from one place to another.

Almost from the beginning of time, most human institutions have been built on a hierarchical pattern with a few people at the top, making all the decisions, and the vast majority of people, staying in their place, doing what they were told. Well, just really within the lifetime of most of us in this room, this form of organization is beginning to crumble everywhere. We see it crumbling in business, in the church, and in government, as people are demanding more and more that they have a share in helping to run whatever it is that they're involved in. Most people in the past felt hopeless. But today, people are increasingly feeling a sense of power and a sense of ability; they're beginning to recognize what they can do. They're beginning to really participate as Dr. Noor illustrated so well.

### Suggestions for Future Action

Now I would like to suggest that there are certain things that we who are in voluntary organizations who care about volunteering can do. And I think we can do this in any country. One of the things all of us can do is discover the real needs of people. Sometimes our volunteer work—at least in the U. S. and I suspect in the more developed countries—is traditional. It's something we've always done, and we don't stop to say, "Are we meeting the most pressing needs? Are we really meeting the needs that are troubling people the most?" I think we ought to gear our activities to what will help the most.

A second thing I think we all can do is to offer volunteer opportunities to all kinds of people. We must reach out to poor people. Dr. Noor was saying how people in the little villages can help one another. Often people in our ghettos and our cities can help each other far better than someone coming in from outside. We must reach out not just to women; we ought to have lots more men involved in volunteering. Young people, students, and older people are needed. In our society, people are retiring earlier, people are living longer and are healthier than they used to be, and have a world of experience. But they need to be needed.

Then we need to be conscious of the different kinds of volunteer work that can be done. We need the direct service kind of volunteer, we need the one-to-one volunteer, we need educational volunteering and recreational volunteering.

I want to find lots more volunteers who are willing to get involved in the political process, change the laws, and change the situations that make some people need help. I think we need to talk about and publicize volunteering, to let everybody know how important, effective, and satisfying it is. Obviously, volunteer activity needs very good direction, professional help and trained staff people who then make it possible for the volunteers to do the kinds of things they need to do.

One of the things we volunteers have to do, especially in America, is to think of how we can get to the people, the schools and universities which train professionals in the helping professions, and see to it that these professionals are not only trained to master the skills of their professions, but also to work with volunteers. As volunteer work expands, there are going to be a lot more opportunities for well-trained professionals. So they don't have to worry about us or feel threatened by us; we're not going to take jobs away from them.

We also need to find new ways for volunteers and governments to work together. In this country, we have had a tradition of great separation between volunteers and government. We've been afraid of the government, and I'm quite sure they've been afraid of us. But with the kinds of needs we have today, we must begin to develop a healthy partnership.

# It's Not Enough to Want to Help

## Training Volunteers in Transactional Analysis

**By Hal Schmitz**

JACS VOLUNTEERS COME FROM all walks of life—old and young, men and women, students, businessmen, homemakers, laborers, community service workers, clergymen—all different. Yet, they have at least one thing in common. They want to *help* someone—in particular, they want to help young men with low economic backgrounds who have been in the Job Corps.

This is not an easy task. They must know their community resources. They must know something about what it is like to live in severely deprived circumstances. They must understand what discrimination is all about. In addition, they must know how to relate, how to communicate with people.

It is not enough to want to *help*. The desire to be of service is a good starting point, but much more is needed. You need skills to match the motivation.

It is not uncommon to hear from volunteers: "I don't understand it, after I told that boy exactly what he ought to do, he still got in trouble," or "They just won't listen," or "I just can't talk with that kid." There is honest puzzlement when things go wrong and the *help* they offer does not *help*.

Obviously, this is not true of all volunteers. Some seem to have skills to match their motivation as though it is a natural gift. Others have a background of professional training that equips them for the task. *And the others can learn.* That is—if training is made available to them.

But what kind of training? How much training? What would do the job with groups of mixed backgrounds, education and experience? And what about the time needed? After all, the volunteers only have so many hours to give.

Several years ago, Joint Action in Community Service (JACS) decided to begin experimenting with the use of transactional analysis (TA) as a model for training volunteers in interpersonal relations skills. It has proven to be very successful. It combines a simple language which is easily communicated with some very meaningful concepts in human behavior. The volunteers have been receptive, finding it very relevant to what they are experiencing. The use of TA is now more than an experiment, as it is included in most regional volunteer training meetings and a guide is being prepared for use with local groups and widely scattered individuals.

The TA training does not make therapists out of the volunteers overnight. On the contrary, that is not the goal. The basic objectives are: 1) to increase the volunteers' own self-awareness and personal growth; 2) to help the volunteer understand some of the dynamics of interpersonal relations; 3) to facilitate communications between the volunteer and the Corpsmen; and 4) to help the volunteer learn how to solve problems.

Transactional analysis is an evolving process, growing out of the work of Dr. Eric Berne. It is relatively new on the behavioral science scene, having become widely known only after the publication of his book, *Games People Play*, in 1964. The concepts were originally developed for use within a therapeutic framework but in recent years have been increasingly applied to an ever expanding number of other fields such as business and education.

To do this, four major areas of TA are included in the training—ego states, analysis of transactions, strokes, and the drama or game triangle. Space does not permit a complete description of the content and design of the training, but a brief discussion of ego states and transactions will give you an idea of how the concepts are applied.

### Ego States

Berne observed that the behaviors and feelings of persons appeared to shift back and forth from different states almost as though each individual was a different person at different times. He concluded that we all function at different times from one or the other of three basic ego states which he chose to name *Parent, Adult* and *Child.*

When a person is functioning in the Parent ego state, he or she will exhibit behavior which is essentially like that of real parents and other authority persons from his or her past. Outward expressions take the form of prejudicial statements, critical remarks, value judgments, or nurturing behavior. The Parent ego state may also be recognized in nonverbal gestures, such as shaking your finger in someone's face. Some key phrases used are: "You should . . . ," "What ought to be done . . ."; "You must . . . ," etc. The Parent state should not be construed solely by its negative aspects, however. As a repository of traditions, values and morals, it is vital.

The Adult ego state is the data-gathering and processing function and has been compared to a computer. It tests reality, utilizes rational capacities, shares information, and deals with the external world in a dispassionate manner.

The Child ego state is basically the feelings and impulses natural to a small

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*Hal Schmitz is an Advanced Member of the International Transactional Analysis Association. He selected volunteer training as his Special Field required for accreditation. He has been the executive director of Joint Action in Community Service for the past eight years.*

child. The feelings and behavior are those which have been preserved from childhood. Joy, anger, delight, rage—jumping, laughing, crying—all of these are expressions of the Child ego state. A person in the Child ego state will usually look like a child, exuding similar expressions like "golly," "gee," and "whoopee!" Not only do they look like children but they will feel like they did when they were children.

The three ego states are usually illustrated by three circles like those in the drawing. It is not that one should strive to be in the Adult state at all times, but rather that one should be in the appropriate ego state—what fits the situation, the setting, the relationships at the time.

**Analyzing Transactions**

When any interaction occurs between two people, it does so on the basis of the three possible ego states in each person, having, therefore, the potential for interchanges between six ego states. These interchanges are called transactions and the process of analyzing them is called *Transactional Analysis*. Any human interaction, no matter how complex, can be broken down (and therefore analyzed) into a simple series of transactions, or single units of stimulus and response.

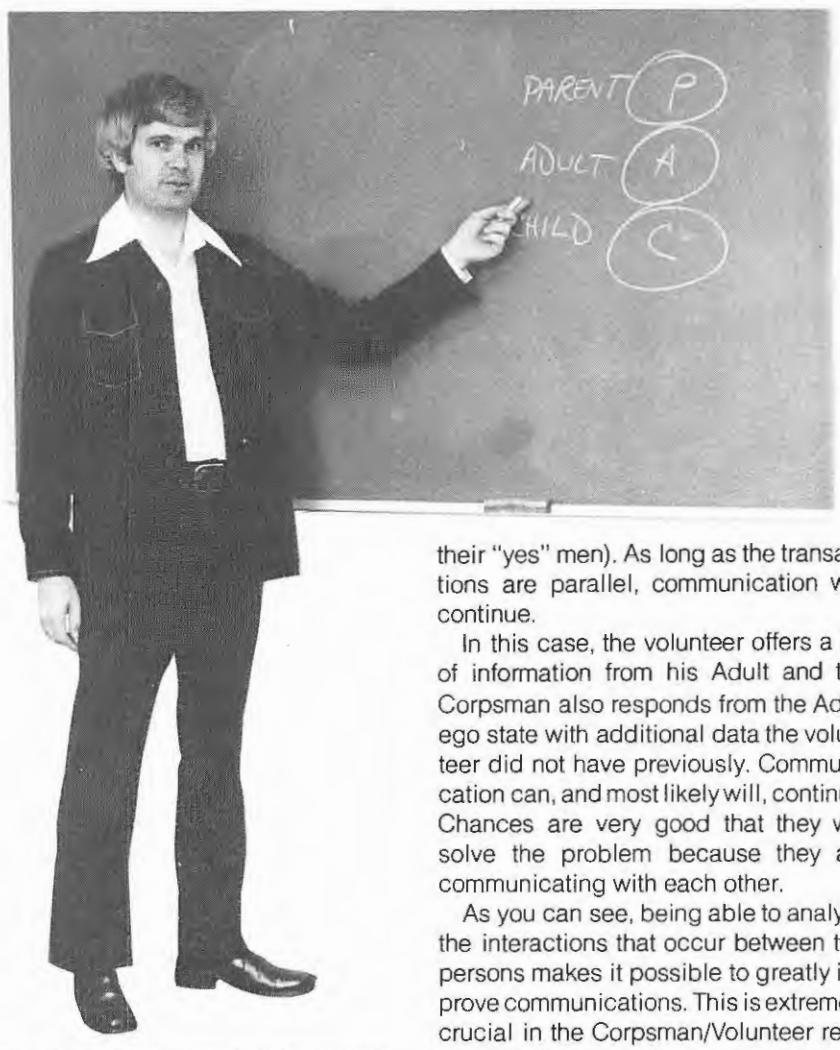
Let's take a look at a few examples: Not long after Jim came home from the Job Corps, a JACS volunteer called and said he would be glad to help him find a job if he would meet him at the neighborhood center one morning. They agreed on a day and time. When Jim walked in, the volunteer said: "I think it would have been better if you had worn some nicer clothes for this interview." Jim responded angrily: "Nobody tells me what to do!" and stormed out. The volunteer couldn't understand why Jim would react that way and concluded with great frustration that "you just can't help some people."

This is an example of a crossed transaction and when this occurs, communication breaks down. The volunteer makes a statement from his Adult ego state which is interpreted by the Corpsman as a Parent message. The Corpsman responds from the Child ego state which in this case is the rebellious child.

A volunteer is often perceived by a Corpsman as an authority person and, therefore, in the Parent ego state. A person in the Parent tends to trigger the Child in others as a complementary response.

A second type of transaction is called ulterior. This one has a hidden agenda or double message. Using the above example again, an ulterior transaction might go like this: As he arrives, Jim says, "I didn't have time to change—hope these clothes are all right." The smug look on his face means: "Kick me. I'm being bad." The volunteer responds: "Sorry, we can't go with you looking like that." The scowl on his face says: "Okay, here's your kick."

An ulterior transaction involves sending messages from two different ego states at the same time. In this example, Jim's verbal statement has all the characteristics of the Adult ego state while the look on his face is a message from the Child. The volunteer's response also carries a double message—the ostensible message is the verbal one from the Adult with the look on his face communicating a put-down from the critical Parent. Ulterior transactions lead into game playing and also block meaningful communications.




Another way this transaction might have occurred is as follows: When Jim walked in, the volunteer said: "Jim, there is a possibility that the employer will expect different clothing for this job." Jim replied: "I thought about that, but I didn't have any others."

This is an example of a parallel transaction. Other parallel transactions occur between Child and Child (often in playful situations), between Parent and Parent (such as a "what they ought to do" political discussion), and between Parent and Child (like authority persons and their "yes" men). As long as the transactions are parallel, communication will continue.

In this case, the volunteer offers a bit of information from his Adult and the Corpsman also responds from the Adult ego state with additional data the volunteer did not have previously. Communication can, and most likely will, continue. Chances are very good that they will solve the problem because they are communicating with each other.

As you can see, being able to analyze the interactions that occur between two persons makes it possible to greatly improve communications. This is extremely crucial in the Corpsman/Volunteer relationship because there are frequently built-in factors which hinder good communication, such as age differences, cultural differences, and the authority-figure image of volunteers. One of the most important things is to be aware of what ego state you are in at all times and to be able to relate from the appropriate ego state as required by the situation.

# NICOV takes a look at . . .

# ADVOCACY VOLUNTEERING

*With this issue, the National Information Center on Volunteerism (NICOV) becomes a regular contributor to* Voluntary Action Leadership. *NICOV will continue the in-depth analysis of volunteer-related issues and concepts contained in its former journal,* Volunteers in Social Justice.

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The potential for advocacy volunteering, including the role of the individual in opening new doors for our disadvantaged citizens, is explored in NICOV's inaugural feature. The following articles, excerpted from the final issue of *Volunteers in Social Justice*, begin with a look at the possibilities for involvement in citizen advocacy by Harriet Naylor. Ivan Scheier illustrates how advocacy volunteering need not clash with service volunteering; he believes the two roles are compatible and complementary. In the third article, Ira Schwartz suggests that some choices need to be made between the two. He builds his case by referring to the criminal justice system – one of the hardest leagues of all for the volunteer.

## Advocacy – Fringe Benefit To Volunteer Services

### By Harriet Naylor

The possibilities for strengthening programs through volunteer advocacy are growing out of the experience of community action programs and governmental services as well as more traditional voluntary agencies. The volunteer advocate or interpreter serves clients directly, helping them obtain needed services and mobilizing resources on their behalf.

In all the human services, the volunteer serves as advocate for people and their families from the earliest prevention level of treatment, and continues to help those persons gain confidence and competence throughout the rehabilitation process. The advocate articulates the needs which the victim of unfortunate circumstances may not be able to express, and interprets the nature of services and intent of providers of services. In this way the volunteer can maximize the impact of the needed service.

Volunteer advocates can also extend staff outreach efforts in the community. By persuading families to use services which may be new or offered outside their immediate community, the advocate helps insure the early use of preventive services – before situations become aggravated or chronic. The staff sees the advocate as the key person whose approval is essential before a service is accepted by his or her neighbors.

In addition, volunteers can play a crucial role in allaying the fears of clients and their families when a program is initiated. For instance, they can offer reassurance in a stressful situation when the paid staff is too busy to attend to feelings. An ex-client is particularly valuable in this assignment, since firsthand experience as a consumer gives his or her testimonial authenticity. Free of clinical or job objectives, the ex-client/advocate is perceived by the current consumer as more credible.

As advocates, volunteers persuasively recruit people as both staff and other volunteers for their cause. The network of connections most volunteers have provides opportunities for telling their relatives, neighbors and fellow members the values and gratifications in being a volunteer. Their method may take the form of public education for their service club, fellow church members or a coffee klatch. But coming from someone already known and accepted, who has firsthand experience and observations, the message is much more likely to be accepted.

Volunteer advocates, too, may present the culture and tradition of a community to staff who may not have roots there or who is unaware of what has gone on before there. Sometimes cultural patterns determine attitudes toward a service which may block effective use of that service. Staff may jump to the conclusion that parents are not interested in their children when they do not follow their progress by visits and seek consultation. A volunteer can explain how difficult it is to obtain transportation or to

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*Harriet Naylor is director of volunteer development, Office of Human Development, Department of Health, Education and Welfare.*

come at times when staff is available for consultation. He or she could suggest adjusting staff time to the cultural patterns of an area.

Perhaps the most telling aspect of volunteer advocacy comes at the social action level. Defined as "class advocacy," these volunteer activities can impact community priorities and mobilize constituencies in support of special needs. This may mean expressing needs of persons in such a way as to persuade service professionals to make themselves available and tailor their service to those needs. This may mean persuading budget makers and decision makers at local, state and even national levels that services are needed and deserve budgetary support.

We on staff have a tendency to present our best side when interpreting our services to the public. If we really want to enlist volunteers as advocates, it is essential that we also share our problems and our aspirations with citizens so that they understand what our needs and frustrations are as well as our tangible accomplishments. Volunteer advocates can often be more direct than paid staff. They frequently cut through protocol, red tape, limitations of position on a structure chart, right to the people who can effect real change in a community or who control support for the provision of services.

The volunteer represents a source of strength in gaining public support for services, in insuring that services are designed realistically and relevantly for needs, and in persuading the target group to use those services. Training for staff in enlisting volunteer advocacy is crucial to enjoying this fringe benefit of volunteer services.

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# Advocacy Vs. Service Volunteering

## By Ivan Scheier, Ph.D.

*The following is a summary of an address delivered to the Jubilee Convention of the Association of Volunteer Bureaus, May 4, 1976.*

Free associate the word "advocate" and there are sure to be connotations of a certain excitement, both loaded and clouded emotionally. To clarify, check the dictionary and you find "plead a cause," often but not always "on behalf of another." Take some liberties with Webster, and a general definition emerges: *to take a position on an issue or problem in such a way as to influence others.*

According to this definition, all of us are advocates in some way, and the broadness of the definition permits advocacy to be indirect as well as direct. It even allows "unconscious advocacy": standing for something in such a way as to influence others, without really being aware you are doing so.

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*Dr. Scheier is the new president of the National Information Center on Volunteerism. He served as its executive director for ten years.*

The issue for us is: do we want to include the volunteer as advocate in our domain of endeavor, as part of a total package of caring and helping? Or do we want to remain safe, comfortable, tight and controlled, with our current narrower vision of formal, structured volunteer service programs? The issue is part of a running battle these past five years between "inclusionists" and "exclusionists" in the volunteer world. Earlier incidents in that dialogue included such questions as:

—If a person receives subsistence or enabling funds, is he or she a "pure" volunteer?

—Are students receiving credit for volunteering?

—Do we accept the challenge of self-help and of informal voluntary action as within our purview?

I believe the inclusionists or expansionists are steadily winning, and I hope they win on the issue of volunteer advocacy. The advocate must first address some stereotypes, largely but not entirely the legacy of the 1960's. My main point is that much if not most of advocacy is unpaid, unshocking, and inseparable from service.

True, there are a number of paid advocacy-type positions in our society; for example, lawyer, labor leader, lobbyist, public relations and advertising persons. There are volunteer activities paralleling these with even these people sometimes contributing as volunteers. But, as always, volunteerism is more than a shadow equivalent of the paid world. More than an aid to the paid, it is far more varied and pervasive.

How much were you paid last time you voted or participated in an issue-oriented group—local or national, formal or informal? What fee did you receive last time you signed a petition, wrote a letter to the editor, or argued your position on a policy board? Interestingly enough, the volunteer sometimes pays for the privilege of joining an issue group, a kind of super-volunteering. Indeed, even sincere affiliation with a church or synogogue tells others where you stand on a set of values. It is a voluntary advocacy, a pervasive part of *all* our lives. It is not ordinarily exotic, dangerous or dramatic. It is not only acceptable; it is a positive evolutionary contribution to the well-being of community and society.

Service volunteering has no monopoly on respectability. The acceptable-unacceptable dimension runs through both service and advocacy volunteering. The decision as to when the activity is acceptable enough for us to work with is essentially the same for both. That does not mean it is always easy. True, service volunteering does tend to have a more generally acceptable image today. But even here, there are ways in which service volunteering is or can be engaged *as* advocacy.

In the first place, no one has demonstrated to my satisfaction that service and advocacy volunteers are ineluctably different types of people. I'd be surprised if many service volunteers weren't turned on to issues in their service area by virtue of their direct experience. More directly, the volunteer in service to a client may act as a model simply by being herself/himself. This can be indirect and perhaps unconscious advocacy of a life-style or set of values, but no less powerful because it is indirect.

To the extent that volunteers *serve* in policy develop-

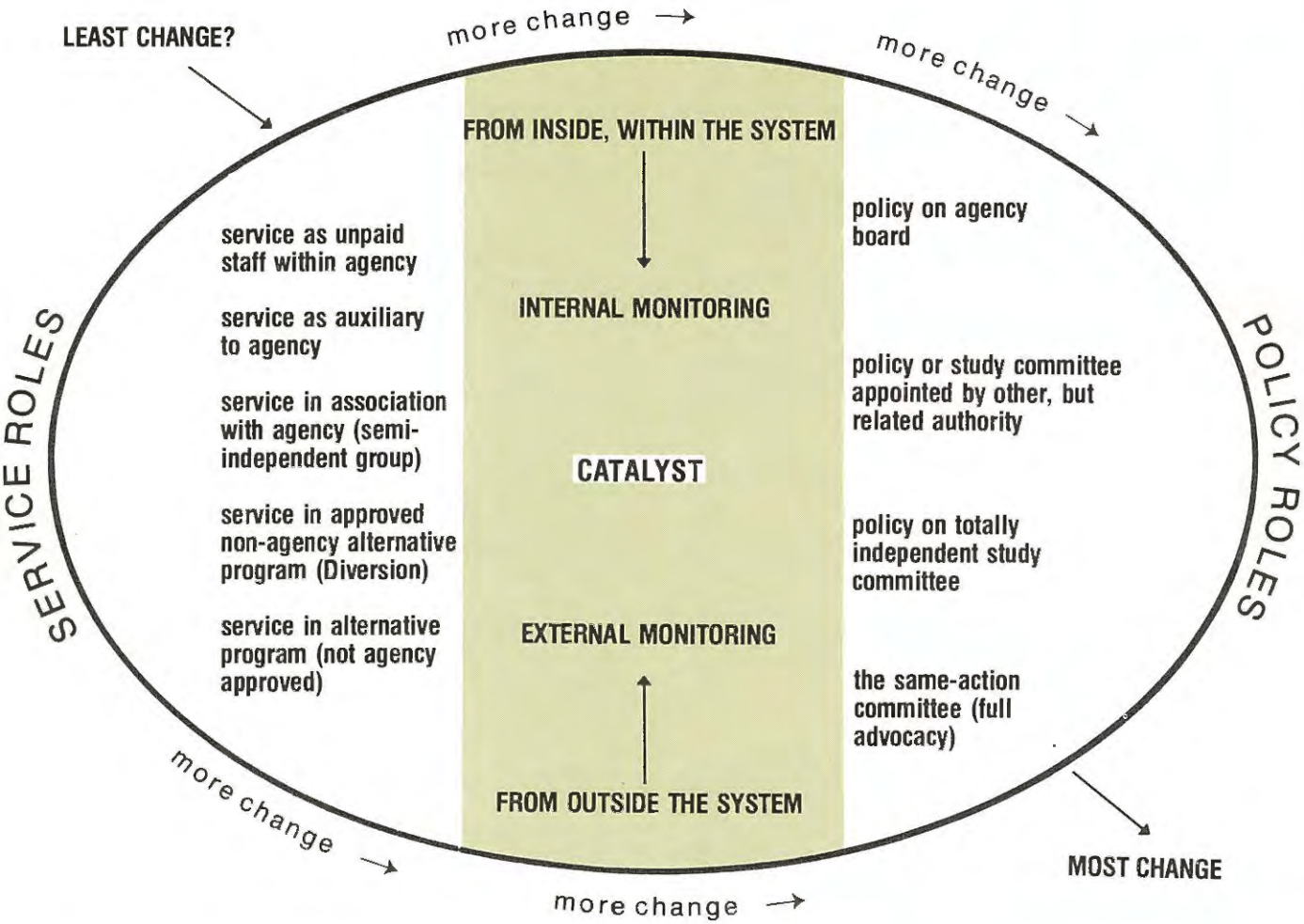
ment or policymaking, they serve *as* advocates along a dimension which extends from within-system to without the system. On boards and committees we have an intimate interface between service and advocacy in volunteers, for this is an "advocacy service" (see diagram).

Finally, there is a vision of distribution of service in a free society that has the impact of advocacy. Thus, let us hope that someday we overcome the professional staff or agency deterrent to the free flow of volunteers. On that great day—and as we progress towards it—volunteers will

of what it means to assist "yes" and "no" volunteer groups at the same time—e.g., pro-ERA and anti-ERA groups. Surely, in a pluralist society, the broader community should benefit by clearer definition of issues and more open dialogue. But there may even be benefits to the advocate protagonists. We can be mediators, with respect for differences, in the operation of non-zero-sum conflict resolution models.

I have no right to leave us hanging there, but I shall for now, with a promise to think much more on this with you.

## VOLUNTEERING AND SYSTEM CHANGE




be able to speak with their feet, flowing freely to where, as citizens, they see the problem: criminal justice, environment, mental health, women's rights, or whatever. By so doing, they will not only add force to solutions; they will raise the national consciousness in regard to problems, issues and alternatives. So, let the volunteer as advocate, and service as advocacy, be included, along with service for its own sake, in our responsibilities as leaders of volunteers.

How shall we begin? We can seek cross-fertilization and more volunteers by "interchange recruiting": recruiting service volunteers from the ranks of advocates and vice versa in any given area of endeavor. We need more study

I close with the hope that, more and more, volunteering will become a way of "voting" in and for a free society. Indeed, it can be more than an extension of the ballot; it can be an alternative parallel to it, another dimension in participatory democracy. Thus, advocacy volunteering does not have to inpnt to or terminate in a legislator's office; it can open up new paths for positive impact in a free society. Nor does voluntary action have to be seen any longer as merely a side-effect of freeness in a society. Rather, let us take the responsibility for seeing that it is a *cause* of it. We shall "plead the cause of freedom"; more than that, we can activate freedom hy assisting advocacy volunteering.

# Child Advocacy and Systems Change— New Roles for Volunteers

### By Ira Schwartz

It is the opinion of the John Howard Association and of many experts in the juvenile justice field that only a few volunteer programs were planned, organized, and implemented with the aim of assisting in the achievement of meaningful goals and objectives. By and large, juvenile justice volunteer programs are operating simply as an extension of existing services, designed, however inadvertently, to *maintain the status quo*. It is safe to estimate that approximately 90% of the volunteers working in the field are now working in the area of program enrichment. These volunteers are being used to buttress and enrich the programs of probation and parole, detention, and institutionalization. However, the greatest potential for the use of volunteers is in bringing about a *change* in these programs so they can achieve recognized national standards and goals and in helping to make the system more accountable and responsive.

The use of volunteers in the area of child advocacy and systems change has been both neglected and unexplored. While there have heen many examples of successes in these areas, child advocacy and systems change volunteer programs are rare and much needed.

Systems monitoring and change is emphasized for several reasons. This is an area where citizen volunteers could have the greatest impact. Yet, to date, this is an area where they have heen little utilized. The result of this has been that many talented and well-meaning citizen volunteers and volunteer efforts have been utilized in insignificant roles and in programs designed to maintain the "status quo." One prime example of this can be seen in the use of volunteers in juvenile detention facilities.

Various national standard setting organizations, (the Department of Health, Education and Welfare, the National Council on Crime and Delinquency, and the John Howard Association) have long recommended that youth who commit status offenses should not be detained in juvenile detention facilities. Status offenses include behavior, such as runaway, truancy, and ungovernability, and behavior that would not be a crime if committed by an adult. Yet, 49 of the 50 states continue to lock up youthful status offenders. In fact, between 30% and 50% of all youth detained nationally are youth who have committed status offenses. Also, statistics show that youth who commit status offenses are locked up in jails and detention centers for longer periods of time than youth who commit misdemeanor and felony offenses.

Governmental agencies, particularly the juvenile justice agencies, need to be scrutinized and have input from responsible, private citizen involvement efforts. Proper ac-

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*Ira Schwartz is the executive director of the John Howard Association, a private, nonprofit agency dedicated to the improvement of correctional systems and institutions.*

countability must be exercised in order to increase efficiency and effectiveness. With few exceptions, the juvenile justice system is a "closed system" with citizen involvement efforts essentially limited to the provision of direct service efforts.

The John Howard Association has a long history of performing survey, consultation and "watchdog" functions in the juvenile justice field. The following examples, based upon the direct experiences of the Association, indicate why independent lay citizen child advocacy, systems modification and change efforts are needed.

1) In one midwestern state, the Association found that of 18,500 jnveniles detained, over 11,000 were detained in county jails. Nearly 60% of the youth detained were held because of status offense behavior and they were held for longer periods of time than youth who had committed delinqnency offenses. Also, nearly 65% of the youth detained were held for less than 48 honrs. These youth, if alternatives were available, shonld not have been detained at all. Yet, in many instances, volunteers were found to be working in the jails and detention centers providing "services" to these youth.

2) In almost all states where the Association has prepared juvenile justice master plan studies, the Association found youth who were committed to state training schools who:

—had never been on probation prior to being committed;
—had been on probation but had never seen their probation officer or, in some cases, had seen their probation officer less than two or three times;
—had come from families that received no family counseling or other important services;
—had been subjected to corporal punishment and other examples of abuse by staff;

3) In every state where the Association has worked, it has found:

—Excessive rates of juvenile detention.
—Juveniles placed in detention, placed on probation and, in some instances, committed to state training schools who should never have been processed through the juvenile justice system and should have been diverted ont of the system and into community service programs.

In California, the Association found a detention center with a volnnteer program with over 85 volunteers. The volunteers worked regularly in the center and provided a full range of education, recreation, and counseling and other services. Unfortunately, in 1975, over 6,000 youth were detained in the facility. Upon close examination, it was discovered that the center did not have 24 hour detention screening; volunteer shelter homes; home detention programs; shelter care facilities. If those alternatives were available, a liberal estimate of the number of youth who should have been detained was 800. This is tragic considering volunteers can be recruited, trained and mobilized to assist in providing the alternatives needed.

4) The Association has found many and, in some cases, well-developed juvenile justice volunteer efforts. However, in almost all instances, the volunteers have been recruited, screened and trained to work with youth who are in detention centers and jails, to work with youth placed on probation and/or parole and to work with youth in state training schools.

**The New Era**

Because of this, the John Howard Association strongly believes that citizen involvement efforts in the future must emphasize systems modification and change and child advocacy efforts. Client advocacy, third party representation, can be a powerful and effective instrument for improving the quality and delivery of services. Advocacy of the interests of an individual or a group is a time-honored way of doing business in any society. Social change in the establishment and expansion of humanitarian services have come about through advocacy.

Juvenile jnstice personnel are familiar with, and generally accept, client advocacy and its traditional methods of court suits and appeals. They are less familiar with advocacy carried out by individuals or organizations in other ways, particularly those outside the juvenile justice system. Agency personnel are generally quite uncomfortable with advocacy that contains identifiable elements of confrontation. Most of us are uncomfortable with, and resist, the confrontation model when *our* assumptions, methods, or practices are challenged.

It should be noted that, by their very nature, advocacy efforts tend to stimulate and attract the public. They, therefore, may conceivably interest more citizens in jnvenile justice problems and solutions.

*For professionals in the field, the "New Era" means a realization of the vast potential of volunteers, not only in providing direct services to clients and enriching current programs, but offering valuable feedback and advice about the system that will aid in administrative decision-making.*

Volunteer advocacy efforts take many forms, as illustrated by the following examples:

1) Assessment of community juvenile justice service needs by a gronp of citizen volunteers formed for this purpose, followed by the development and implementation of an action plan involving agencies in the community.

2) Examination of an agency program in ligbt of accepted standards, followed by volunteer assistance in achieving those standards.

3) Examination of agencies in the juvenile justice field to assess the extent to which allocation of funds matches service needs which might also include an examination of the appointment process to boards and commissions and of fund sources and funding decisions (who makes them and how are they reached). This type of examination by

volunteer citizen groups might lead to a more realistic appraisal of resource allocation in terms of program needs.

4) Volunteer efforts, independent of the system, to interview clients and secure data about which services were actually provided, the adequacy of these services as seen by the client, client and volunteer recommendations about service improvement.

5) Suggestions and/or direct involvement of volunteers in the development of an adequate system for monitoring jails, detention centers and correctional institutions as required by the Juvenile Justice and Delinquency Prevention Act of all participating states.

**Volunteer and Staff Education Essential**

For the majority of volunteers in the juvenile justice system providing "program enrichment" services, the coming of the "New Era" means a more serious effort to make them aware of new trends and of the opinions of experts in the field. These volunteers can and should be trained to monitor, evaluate and help modify the system so as to make it compatible with recognized standards. For professionals in the field, the "New Era" means a realization of the vast potential of volunteers, not only in providing direct services to clients and enriching current programs, but offering valuable feedback and advice about the system that will aid in administrative decision-making.

The training and orientation of volunteers has most often been directed at helping them provide a specific service or a specific task within an existing program. Generally they are not familiar with the system as a whole. Thus, they are handicapped at making sound judgments and effecting change.

Few citizens, or volunteers, are familiar with established programs, standards and goals. Few volunteers even know of the existence of reports and documents such as the *Model Acts for Family Courts and State-Local Children's Programs* and those published by the National Advisory Commission on Criminal Jnstice Standards and Goals. Even fewer have read them. Seldom do volunteers have the opportunity to learn about or discuss current trends in criminal justice—a prerequisite to understanding and improving the system. For these reasons, few volunteers are given assignments to help improve or change programs through participation and evalnation, planning or administrative implementation. Yet these are precisely the tasks for which volunteers are well suited—if they are provided with good information, given responsibility for sharing in important tasks, and assisted in performing them.

**Future Directions**

The need to use volunteers for "program enrichment" (service) should be of *lesser* priority when the juvenile justice system (state, local, etc.) does not conform with good standards and practices. For instance, when there are too many youngsters in detention, *the priority should be to utilize volunteers to help develop alternatives to get youth out of detention, not to work with youth while in detention. They should not simply perpetuate the existing system and services provided.* Perpetuation of the existing system can be harmful to both the volunteers and the youth they are trying to "help."

# books


**ACTION NOW! A CITIZEN'S GUIDE TO BETTER COMMUNITIES**, Richard W. Poston, Southern Illinois University Press, 1976. 288 pp. $11.85 (cloth), $4.95 (paper).

**By Susan Davis**

In *Action Now!* author Poston has produced a blueprint for organizing and planning a total community development effort. Designed for the classroom student as well as the individual citizen, the book is interesting, but not always practical.

In order to return self-determination to our communities and to discover practical methods for community problem-solving, the author maintains that communities should strive to "evolve through cooperative study, planning and action an increasingly high level of civic performance and a physical and social environment better suited to the maximum growth of all the community's residents." The goal is worthy, and certainly vital, although Poston assumes that citizens are ready to take the measures necessary to reach that goal. Poston warns that self-interest must not enter into the community development effort, yet most people would argue that people become involved in areas outside their family and work environment only for matters of self-interest.

The manual deals almost exclusively with the first of a two-phased operational strategy for developing a total community-wide development program. The first phase is structured around a general assembly, defined as "a community-wide citizens group that will provide the vehicle for special public meetings and serve as a public forum and civic action body." The second phase, which is finally dealt with in the last chapter, discusses formal organizational procedures for incorporation and application for government aid.

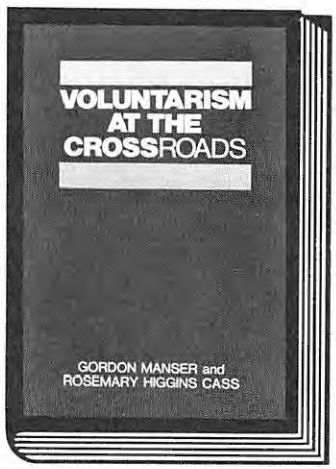
There are three features to the first phase: general assemblies (to be conducted weekly over a six or seven-month period); a series of 14 fact-finding committees (to prepare reports and recommendations to the assembly; and a series of administrative committees (to perform promotional, coordinating and special service tasks).

It is not until the middle of the book that we are told how to get started, who needs to be involved, and where one might look for support. The author contends that this should be a total voluntary effort, and that all costs can and should be covered by donations of money or materials. If this has worked in other communities, it would be helpful to give some examples. Of particular interest would be some advice on how to maintain attendance for weekly meetings over a six-month period!

Probably the most useful information in the book is contained in the chapters dealing with the specific fact-finding committees: education, housing, environment, industrial development, government, etc. Each chapter provides basic techniques for collecting relevant facts, outlines suggested discussion areas, and presents sample surveys and questionnaires which can be adapted for individual communities.

*Action Now!* is easy-to-read and well-presented. It contains valuable information for organizing and conducting town meetings and for developing a support base of information so necessary for planning for future growth. The manual could be used as a back-up tool for those organizing a general assembly or fact-finding committees, but will frustrate and confuse anyone who relies on it exclusively.

*Susan Davis is the executive director of The National Self-Help Resource Center, Inc.*




**VOLUNTARISM AT THE CROSSROADS**, Gordon Manser and Rosemary Higgins Cass, Family Service Association of America, 44 East 23rd St., New York, NY 10010, 1976. 262 pp. $12.95.

**By Saralei Farner**

At long last we have a well-written, well-researched book on voluntarism in the United States! Books appearing on the subject in recent years have been the "once over lightly" reviews, how-to treatises on management and training, or looks at a particular segment of volunteer activity.

*Saralei Farner is NCVA's director of technical services.*

*Voluntarism at the Crossroads* is a thoughtful, detailed history of the volunteer movement in the United States. It includes the political, philosophical and social forces which have shaped it into its current state of widespread, but unfocused power.

The authors, who make specific recommendations, analyze and raise questions about three major trends in the field of voluntarism:

First, in the past two decades, the voluntary sector has made giant strides in policing itself and managing its money and services. Will it continue to do so effectively?

Second, regulation and legislation by government bodies regarding voluntary organizations and monies is steadily increasing (mushrooming may be a more apt description). How should and will the voluntary sector capitalize on, control, or cooperate with this encroachment of government on traditionally non-regulated, privately-supported activities?

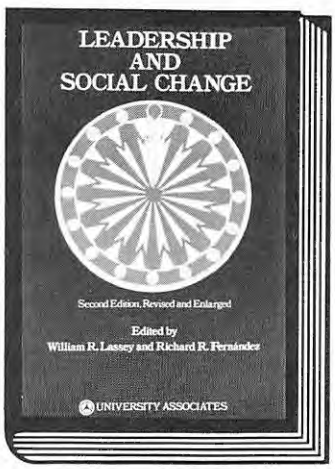
Finally, the shifting trends in human service needs and expectations resulting from the focus of the 1960's on humanitarian causes has brought about a great expansion of volunteer services. In addition, involvement of many nontraditional persons (clients, the poor, the aging) in the delivery of services has changed the very nature of organizational management and personnel. What are the needs of organizations who wish to survive in terms of fiscal and program management, practices, techniques and skills? How can and should volunteers and paid professionals deliver services effectively?

The lives of the authors are carefully reflected in their answers. Dr. Cass, an attorney and national volunteer leader, is without doubt the expert on federal legislation affecting the private voluntary sector. Her chapters on government involvement as well as the epilogue on the Filer Commission reports should make every reader stop to reflect on a potential individual or group course of action. She uses no "gobbledygook" or legislative language; instead, she clearly defines the choices to be made by citizens on such issues as tax reform, advocacy and regulation.

Manser, a highly respected and effective professional manager of national voluntary organizations, brings his comprehensive experience to bear on the questions facing management of private voluntary organizations. An especially striking passage compares and contrasts the management efforts needed for profitmaking and nonprofit organizations. He illustrates the different policy-making goals of boards of directors of an all-volunteer organization and a profitmaking corporation. While crusaders are essential for leading attacks on solving human problems, effective managers, well trained in appropriate skills, must be utilized.

One area of concern for the decision-makers of the major voluntary organizations as well as legislators and philanthropists is the lack of involvement of self-help groups in the mainstream of voluntarism. The authors note a surfacing trend in the field of voluntary action – the resurgence of self-help groups who have a single program focus. More often than not, these groups are not affiliated with nor are related in any way to national or regional organizations. They are not a part of the national "movements" or communications channels, which is unfortunate, since they involve a great many people and much energy and creativity.

The final chapter, "The Future of Voluntarism," should be read thoughtfully by every person who has ever contributed a dime, given or received voluntary service, or voted. After digesting this chapter and reviewing the options, one is left with the feeling that a course of action and advocacy for voluntarism must be begun with vigor!




**LEADERSHIP AND SOCIAL CHANGE,** edited by William R. Lassey and Richard R. Fernandez, University Associates, 7596 Eads Avenue, La Jolla, CA 92037, 1976. 368 pp. $8.00

**By James Luck**

Let the reader beware that *Leadership and Social Change:* (1) does not coherently analyze the relationship between leadership and social change; (2) does not comprehensively or systematically approach the field of leadership; (3) approaches social change from a limited – predominantly managerial – perspective; (4) does not report the most recent experimental or experiential research in either area; and (5) is not a guide for becoming a leader in a particular setting.

Nonetheless, this book will find a permanent and readily accessible place on my bookshelf. Why? William Lassey and Richard Fernandez have gathered in one volume some of the classic works in communication, management, small group and organizational behavior, and community organization. Although the book is a revision of an earlier edition (1971), the reader should not expect a slew of current articles. On the contrary, over a quarter of the 25 readings were originally published more than a dozen years ago. But for someone who wants to read, reread or periodically refer to Douglas McGregor on theory, Kenneth Boulding on image, Jack Gibb on participative leadership, Peter Drucker on the Presidency, or Robert Seaver on the dilemma of citizen participation – *this is the book.*

Who else should read (or purchase) it? I cannot name a group. The charm of this collection – its combination of so much insight from so many approaches – flaws it. There are gems here for a number of audiences, but too few to make a piece of jewelry that appeals to any one of them.

To appreciate this volume, one needs to step out of the confining shoes of a certain kind of job, academic background, or volunteer activity. One has to become whole again. I guess the answer to *who* may just be everyone (willing to give it a try).

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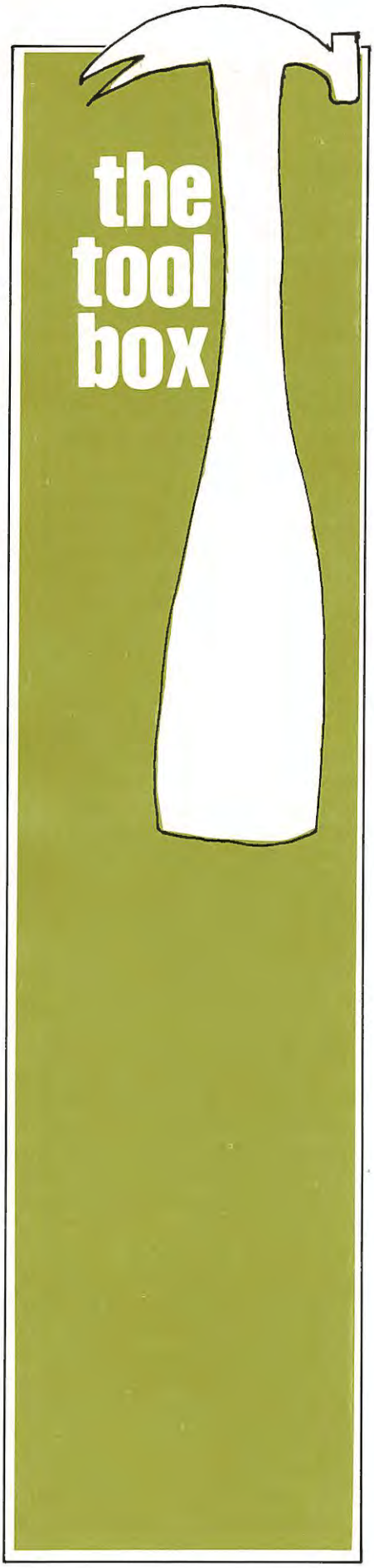
*Before coming to NCVA, Jim Luck taught small group and organizational communication at Texas Christian University.*




**Citizen Participation in Highway Safety.** U. S. Department of Transportation, National Highway Traffic Safety Administration, Office of Driver and Pedestrian Programs, Washington, DC 20590. 1974. 100 pp.

Topics include improving driver behavior, law enforcement, youth needs, recruitment and motivation, and factors facilitating a successful program.

**Citizen Action Guide to Energy Conservation.** Superintendent of Documents, Government Printing Office, Washington, DC 20402. 1973. 62 pp. $1.75.

This booklet includes tips on conserving energy at home, at work, and in your car and suggests how citizens can combine their efforts and work toward energy conservation at the community level.

**Human Work for Human Needs.** The National Center for Community Action, 1711 Connecticut Avenue, N.W., Washington, DC 20009. 1975. 225 pp. $5.00.

A catalog of 171 of the more effective and innovative anti-poverty programs and projects now in operation by Community Action Agencies across the country.

**The National Center Reporter.** The National Center for Community Action, 1711 Connecticut Avenue, N.W., Washington, DC 20009. Monthly magazine. $18.50.

Reports on housing, transportation, legislation, health, nutrition, social services, economic and regional development.

**Bring Home The World.** AMACOM, 135 W. 50th Street, New York, NY 10020. 1975. 127 pp. $6.50.

A management guide for community leaders of international programs. Includes suggestions for private nonprofit organizations that want to promote international understanding and goodwill.

**Leadership Logic.** The Federation of Jewish Women's Organizations of Maryland, 5800 Park Heights Avenue, Baltimore, MD 21215. 1974. 64 pp. $3.50.

Manual for the beginning or experienced organization leader. Focuses on forming an organization, rules and bylaws, financial framework, publicity, fund raising, speaking in public, public relations and other topics.

**The Workshop Planner.** National Information Center on Volunteerism, P.O. Box 4179, Boulder, CO 80302. 1976. 46 pp. $2.25 including postage.

An illustrated manual detailing the workshop planning process from A to Z. Gwen Winterberger presents the necessary components for productive workshop sponsorship.

**Where The Money Is.** Catalyst Associates, Suite 1854, Pierre Laclede Center, 7733 Forsyth, St. Louis, MO 63105. 1976. 16 pp. $3.00

This publication/directory represents an example of volunteers working at the executive level to bring about better services for youth. Catalyst Associates, an informal coalition of volunteers, sees their activities as a model of the type of study other volunteer groups could use to find public money in their cities that is available for specific concerns besides youth.

**Foundation Annual Reports.** The Foundation Center, 888 Seventh Avenue, New York, NY 10019. 47 pp. $2 prepaid.

Explains the nature of the information to be found in annual reports and how to use this information in seeking foundation grants. Includes a cumulative listing of all U. S. foundation annual reports on microfiche since 1970.

**So You Want To Help Me—A Handbook for Volunteers.** Stephen R. Henderson, Counseling Services Associates, 215 Kalorama Street, Staunton, VA 24401. 1976. 5 pp. 80 cents each, multiple copy prices available.

A general overview of counseling techniques presented from the point of view of the person on the receiving end of assistance.

**New Challenges to Social Agency Leadership.** Groupwork Today, Box 258, South Plainfield, NJ 07080. 1976. 81 pp. $3.95.

A guide for persons concerned about the future of recreation, social work and other helping professions.

**Letter to Jeannie.** Family Service Association of America, 44 East 23rd Street, New York, NY 10010. 1976. 74 pp. $3.00.

An interesting chronicle of Clare M. Tousley's sixty years' involvement with social work professionals and volunteers.

**Aging: Prospects and Issues.** Andrus Gerontology Center, University of Southern California, Los Angeles, CA 90007. 1976. 211 pp. $4.00.

Includes clinical experience in working with older persons and explores the different patterns of aging and perceptions of being old in various cultures, as well as a general overview of gerontology.

**Standards and Costs of Day Care.** Day Care and Child Development Council of America, Inc., 1012—14th Street, N.W., Washington, DC 20005. 1971. 13 pp. 75 cents.

An analysis of day care program costs, varying for the ages of children served and quality of programs. Useful for those who need guidelines in development of budgets for their programs.

**Day Care Aides: A Guide for In-Service Training.** Day Care and Child Development Council of America, Inc., 1012—14th Street, N.W., Washington, DC 20005. 135 pp. $2.50.

Outlines nine training sessions for training uncredentialed day care workers and includes specific suggestions for training.

**Administration.** Day Care and Child Development Council of America, Inc., 1012—14th Street, N.W., Washington, DC 20005. 1970. 167 pp. $3.00

This guide deals with the administration aspect of organizing day care services, business management, and day-to-day operations of a program.

**Tutor-Trainers' Resource Handbook.** Superintendent of Documents, U. S. Government Printing Office, Washington, D. C. 20402. 1974. 118 pp. $1.90.

Provides guidelines for tutor-trainers and/or reading directors for training tutors at the local level.

**Tutoring Resource Handbook for Teachers.** Superintendent of Documents, U. S. Government Printing Office, Washington, D. C. 20402. 19 pp. 75 cents.

A guide to aid teachers who may be interested in organizing volunteers in tutor training programs at the local level.

**Working for Women and Children First.** The Children's Foundation, 1028 Connecticut Avenue, N.W., Washington, D. C. 20036. 1975. 73 pp. $1.50.

This is the organizing guide of the Special Supplemental Food Program for Women, Infants, and Children. Includes chapters on organizing a WIC coalition, selecting target sponsors, gathering facts, getting endorsements, and how to improve existing programs.

**From the Ground Up: Building a Grass Roots Food Policy.** Center for Science in the Public Interest, 1755 S Street, N.W., Washington, D. C. 20009. 1976. 137 pp. $2.50.

Focuses on building better state and local food policies. Covers nutrition education, an outline of successful strategies for change and a resource list of experienced groups and individuals who can offer technical and tactical advice.

**Food: Where Nutrition, Politics, and Culture Meet.** Center for Science in the Public Interest, 1755 S Street, N.W., Washington, D. C. 20009. 1976. 214 pp. $4.50.

Provides a comprehensive and contemporary view of food and nutrition as well as suggesting activities designed to encourage creative investigation of forces which control food availability and food habits.

# As I See It

*(Continued from p. 2)*

Our sense of duty, of service, of participation grows from those institutions that have traditionally been at the heart of our society: our family, our church, our school. But increasingly in the past decade we have turned away from those institutions, demanding relevance, attempting to make what we've been taught conform to the contradictions of what we've seen and experienced. We've questioned, analyzed, rejected and re-accepted many of the values that provide the undergirding for those institutions.

It is no wonder that we are in the midst of a moral dilemma. We do things legally today that many people wouldn't have whispered about two generations ago. The black and white of right and wrong have passed through a prism and emerged as a tangled complex of grays.

But, paradoxically, we also live in what has rightly been termed the golden age of the volunteer. More people are involved today than ever before. No longer does volunteer equate with only the privileged or with only women or with only those who do not have to work. To paraphrase the lamented late sage Walt Kelly, we have seen the volunteer and he is us. He is us in the broadest, most positive sense.

We know from the census study that there may be at least 37 million volunteers. But we also know that sufficient good questions have been raised about that study to make its results debatable. Thirty seven million is a nice number, often quoted. But it may also be wildly inaccurate. In order to count volunteers, one must be able to define volunteers, and we've not yet been able to do that with any acceptable precision.

If we define volunteer broadly—a person who enters or offers to enter into any service of his own free will—then it is safe to say that virtually every citizen, at one time or another, is a volunteer.

Therein lies the paradox. Why, during a time when we are challenging the traditional values and turning away from our institutions, is the voluntary participation of citizens on the increase?

Perhaps the answer is reflected in our friend Mr. McMurphy. Volunteerism was the means through which Mac was able to express his humanness. He unleashed his creative energy and, as he helped others to help themselves, he helped himself.

At the heart of our rebellion against institutions and values is the vague sense that they have betrayed us, imprisoned us in a structure of rules and expectations that stifle our spirits. Like R. P. McMurphy, we seek the freedom that volunteerism offers.

Our leisure time is increasing. We are working less hours; and, when we do work, we find that much of the work fails to stimulate us. We live in new communities, in boxes piled on boxes, and we feel cut off from those around us.

We have a new recognition of the complexity of the problems with which we are confronted and an increasing distrust of the ability of government and institutions to solve those problems.

New philosophies abound, urging us to recognize the value of ourselves and the potential of our self-sufficiency.

Increasingly, we are turning to activities—volunteer activities—that constructively fill our leisure time, that bring us in direct, caring contact with others, that contribute to the solution of problems and improve the quality of our lives.

R. P. McMurphy, Volunteer, required no organization, no structure. He was unrecruited, unscheduled, unevaluated. He had no volunteer coordinator, no trainer, no supervisor. He simply did what came naturally.

The volunteers counted in the census survey are only the tip of the iceberg. Millions of Americans are just like R. P. McMurphy. They are engaged in voluntary helping activities in their communities and neighborhoods. They are a part of no organization. They are subject to no structure. They are doing what comes naturally and they are no less volunteers than the ones who are formally recruited, processed and fed into the system.

This is the strength of volunteerism—freedom, diversity, breadth. The philosophy of volunteerism is a philosophy of people, a belief in the value and potential of people, not a philosophy of structures.

**YET THE VOLUNTEERISM WE ALL KNOW, THAT** which we write about, hold conferences about, plan careers in, is in danger of becoming a victim of its own success.

We face the problem of over-organization. We have local structures, state structures, national structures. Our structures have structures and we form new structures so that we can interrelate, liaison, cooperate. With every structure, with every new organization, we run the risk of moving further and further away from the people who volunteer and the people they are volunteering to serve.

We have organizations of volunteer administrators and leaders. We have organizations of volunteer organizations. We have associations, assemblies, alliances. Yet how often do we stop and ask whether or not all these organizations are really doing anything that impacts beneficially on volunteers, on clients, on us? Or do we continue to drain the energies of our most enthusiastic and creative leaders, victims of our belief in the inherent value of voluntary organization and participation?

We focus on the mechanics of volunteerism, on organizational maintenance, on management practices. Things must be done "by the book" and every year there are new books to be written and to be read. We establish guidelines and standards, create training programs, ask that our leaders be certified, pasteurized, standardized. Yet how often do we ask whether it's all *really* needed? How often do we identify the needs for training in terms of the needs of volunteers for meaningful involvement? Or are we too caught up in the thrill of the movement, a part of something that is bigger than all of us, to think clearly about why we are doing what we are doing?

Are we in danger of creating a volunteer elite, a cadre of the super-involved, self-satisfied and self-congratulating, no longer willing or able to question themselves and those around them?

We talk quite a lot to each other, but spend too little time and effort articulating volunteerism to the rest of the soci-

ety, content in knowing that we are the wave of the future, if only someone is wise enough to recognize it. Too little time is spent debating and refining the values inherent in volunteerism and communicating that value system to others.

Through our very involvement as volunteers in the movement of volunteerism, we are saying that we share an overall belief in the value of caring, of sharing ourselves, of participating. We rightly recognize that volunteerism *is* an alternative for the future, a means through which the individual can explore, question, decide what it is they wish to be.

Structure and organization are fine. Without them, we would most likely drown in our own good intentions. But they are not everything. They are means, not ends. They must be our tools, not our masters.

So, let's build structures that facilitate, not stifle. Let's create organizations that fill needs, not space. Let's measure our accomplishments as leaders by the accomplishments of our fellow volunteers, not by the time we devote to the trappings of leadership.

Most of all, let's not forget R. P. McMurphy. After all, he's us. Or should be.

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# calendar

The **calendar** lists upcoming events which may be of interest to our readers. Inclusion does not, however, constitute endorsement by NCVA.

Nov. 3-5 **Billings, MT:** *Third National Rural Conference on Volunteerism.*
Program will include utilization of rural volunteers, rural volunteer programs and leadership of rural volunteers, identification of volunteers and programs in rural areas.
*Fee:* $10
*Contact:* Nancy Raue, Chief, Volunteer Bureau, Division of Human Resources, 1424 Ninth Avenue, Helena, MT 59602. Phone (406) 449-3420 or Gwen Winterberger, National Information Center on Volunteerism, P.O. Box 4179, Boulder, CO 80302. Phone (303) 447-0492.

Nov. 11-13 **Issaquah, WA:** *Looking Ahead: Volunteer Programs in Washington's Future.*
Conference and workshop sessions will cover volunteer-staff relations, involving volunteers in planning and evaluation, "fringe benefits" for volunteers and career development for volunteers.
*Fee:* None
*Contact:* Putnam Barber, Office of Voluntary Action, 1057 Capitol Way South, Olympia, WA 98504. Phone (206) 753-4901.

Nov. 14-17 **McAfee, NJ:** *First National Conference on Issues in Juvenile Justice and Child Development.*
Theme will be the changing face of the juvenile justice system as it relates to changes in social values and institutions which interact with children's rights, needs and interests.
*Fee:* $195 tuition, $30 registration
*Contact:* Juvenile Justice Conference Registrar, 35 Bellevue Avenue, Elmwood Park, NJ 07407.

Nov. 30-Dec. 2 **Boulder, CO:** *Administration and Negotiation of Federal Grants and Contracts.*
Course focus is on research, training, developmental, and demonstration support. Topics to be covered include preparation and submission of solicited and unsolicited proposals, contract and subcontracting administration, the project budget and monitoring expenditures.
*Fee:* $242
*Contact:* National Graduate University, 3408 Wisconsin Avenue, NW, Washington, D. C. 20016. Phone (202) 966-5100.

Dec. 1-3 **St. Louis, MO:** *Philanthropic Management—Needs and Leadership Opportunities. 22nd Annual Conference of the National Council on Philanthropy.*
Conference sessions will address such topics as giving trends—tax policies, foundation and corporate aid; major issues in health care; how to approach corporate donors, and communication problems.
*Fee:* $185 (includes registration and all meal functions)
*Contact:* Karen Furey, National Council on Philanthropy, 680 Fifth Avenue, New York, NY 10019. Phone (212) 265-2986.

Feb. 15-17 **New Orleans, LA:** *Administration and Negotiation of Federal Grants and Contracts.*
See details November 30-December 2.
*Contact:* National Graduate University, Phone (202) 966-5100

May 24-27 **Boulder, CO:** *Conference for Consultants Working With Volunteer Programs.*
Conference will emphasize skills for consultants and new program ideas and models.
*Fee:* Not yet set.
*Contact:* Gwen Winterberger, National Information Center on Volunteerism, P.O. Box 4179, Boulder, CO 80302. Phone (303) 447-0492.

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