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A Conceptual Model for a Human Resource Center for Voluntarism

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A CONCEPTUAL MODEL FOR A HUMAN RESOURCE
CENTER FOR VOLUNTARISM

by

HELEN L. WARBINGTON

A thesis submitted in partial fulfillment
of the requirements for the degree of

MASTER OF SCIENCE IN TEACHING
in
GENERAL SOCIAL SCIENCE

Portland State University
1971

AN ABSTRACT OF THE THESIS OF Helen L. Warbington for the Master of Science in Teaching in General Social Science presented May 1971.

Title: A Conceptual Model for A Human Resource Center for
Voluntarism

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The increase in voluntary activities in both public and private sectors of the U. S. A. has begun to make it clear that information is needed concerning models for new or different ways of working with people in volunteer agencies.

This study attempted to develop a model for a Human Resource Center for Voluntarism which began with three objectives. They were to:

1. stimulate and/or provide avenues for closer working relationships among existing agencies and organizations involving volunteers,
2. broaden the base of citizen participation in community services,
3. reinforce the relationship between adult education and community service by allowing for individual growth and task completion as interdependent goals.

Fundamental statements underlying the purpose for developing a Model included the following:

1. Involvement of citizen volunteers is a valuable facet of the American cultural heritage, and is unique in its application.
2. An adult's responsibility as a citizen is to become involved in the community to work toward improvements for all individuals.
3. Education is the principal avenue by which this can be accomplished because: (a) learning results in behavior change, (b) behavior change is necessary for cultural growth and progress.

From this, a Model was developed which described in general terms what tones, atmosphere, and relationships were necessary to achieve the goals. In addition, a proposal was made for more specific details for the requirements of the Directing Group and its components.

Data for the study was obtained from documented literature primarily from 1960 to 1970, as well as personal experiences of both the writer and many colleagues in the field of voluntary community service agencies.

The writer concluded that the proposed Center could have some lasting, positive effects on a community by being both a model for other community service agencies as well as an action agency which could develop innovative and experimental ways of work.

ACKNOWLEDGEMENTS

In the process of developing the content of this study, many people helped to give the author strength and courage to struggle with the problems and frustrations which inevitably accompany such an endeavor. Without these many persons, she might still be in the mire of billions of printed words, esoteric phrases, fumbling around in the labyrinth of cross references, and wishing for project completion without the stimulus to carry it through.

The most vital group of helpers giving encouragement were: Dr. Leroy Pierson, advisor, who after helping with an earlier research project, provided continued guidance and encouragement over the several months; Dr. Richard Robinson, who gave much time, effort and knowledge in the attempt to direct the project toward charted areas in management; Betty Leonard, who gave encouragement and challenge while providing opportunities to relate some of the concepts to practical use; Mary Colburn, who as a career professional worker with a private agency, helped to identify needs, provided practical questions for testing ideas and methods, and provided considerable morale building assistance. To them all, the author owes much more than the sum total of this presentation.

There are, of course, those who helped in the research, scheduled time to confer on problems needing attention, located materials, and generally suggested alternatives for consideration.

For whatever can be accomplished from the implementation of any or all of the ideas set forth in the Model, and to the extent it might help create a better community by involving, and therefore educating, adults, the author will experience satisfaction from effort expended.

With all of the support thus far named, there was also the help and encouragement of Heidi and Treu. Their endurance and patience helped tremendously on that last mile. It is to them I dedicate this study.

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CHAPTER I

AN OVERVIEW

I. PURPOSE OF THE STUDY

Volunteering and Democracy

In any community of the U. S. A. today, there is undoubtedly a need for greater utilization of our most vital resource, People. The author's years of experience in volunteer and community service agencies has resulted in the conviction that it is necessary to emphasize the development of ways of work or methods that help to fill human needs, which are not now measured by the Gross National Product, or Profit and Loss Sheets.

There is also a continuing need to provide vitality to the democratic process which Lindeman compared to the vital body functions. Volunteers ". . . are to democracy what circulation of the blood is to the organism. They keep democracy alive. . . ." (1, p. 171) The writer realizes that "democracy" may mean different things to many people. Hence, used in this study, democracy is considered as a pattern of human relations that places the individual and his welfare at the heart of the whole social process and considers the individual as the end to be served rather than as a means to be used.

Without the active participation of citizens, the writer feels there could be increased governmental controls which would work against a healthy democracy, and a decrease in acceptance of responsibilities

on the part of citizens which would result in diminishing community involvement.

Emphasis must be placed not only on increasing the number of people participating in volunteer activities, but simultaneously increasing the opportunities for people to widen their vistas with satisfying experiences in community service. To help assure satisfaction in this service, we need to have additional or different methods which work to make voluntarism more productive.

One of the aspects, the writer feels, is to begin accepting different values for the results of community service. A completed task or project may be a valuable goal, but there also needs to be greater value placed upon the learning taking place on the part of the individuals involved.

Voluntarism Defined

Probably common usage has adapted the dictionary definition of "voluntaryism" and given it to the word "voluntarism". Some writers used "volunteerism" with the same general intent as others used "voluntarism". The author found no source in the researched literature that actually defined the word, so a current Webster dictionary source was used as a starting point with the author's own adaptations. Herein, the word "voluntarism" will mean the following:

The principle of supporting some community programs or agencies, public or private, by reliance upon voluntary action, and in which desire to help one's fellow man is a primary factor in the experience involved.

Increasing Volunteer Programs

Interest in voluntarism has been increasing during the past ten years possibly at a rate double that of the previous twenty years. There appears no way to accurately measure that increase, either in amount or effectiveness. However, the amount of literature produced and the increased interest in both public and private sectors of the country indicate considerable written and verbal attention to the reasons for voluntarism, and the need for more people to become involved.

This is probably because there are divergent opinions in regard to the over all value of the growth of the phenomenon. Spiegel writes that this is due to a lack of sufficient ". . . empirical evidence from which to draw meaningful inferences and conclusions . . . ," and the many definitions of the process of citizen participation. (2, p. 3)

Governmental pressure is prevalent to "use volunteers" with the recently created National Center for Voluntary Action seeking to create a partnership ". . . for an effective attack on community problems. . . ."

(3) Legislation has decreed there be involvement of volunteers in programs where none have performed before. Community Action Programs (CAP) have been attempting to involve poverty level people in decision making. Civic and fraternal groups, whose very purposes include community service, are moving to change their methods and programs to encompass a greater variety of volunteers.

These examples and many more have been cited by many writers as reasons for the rise of voluntarism, or the increased need for the return to citizen participation, depending upon the writer's phraseology and emphasis.

Voluntarism and Adult Education

Concurrent with the growth of voluntarism, there has been an increasing awareness of the wider adult education aspects of community involvement. (1, 4, 5)

From the beginning of the impact of voluntarism in the early 1900's, agencies were generally focused on the tasks to be done which allowed management of an operation to be authoritarian in decision making, planning and delegating. (6, 7) "Training" was the key since it was aimed at helping the person(s) complete the task with a predetermined result pictured by the trainers.

Impacts of Research. Behavioral Science has since opened new avenues for understanding how adults learn, and implementation of these ideas has resulted in growing willingness to relate the role of voluntarism to the vital processes of a viable democratic society. (4, 8)

In this study, the writer will often refer to this ever growing collection of knowledge, hence a definition should be clarified at this point.

Lippitt used Wadia's definition of Behavioral Science as follows:

A body of systemized knowledge pertaining to how people behave, what is the relationship between human behavior and the total environment, and why people behave as they do.

In his own definition, Lippitt used this: "Behavioral Science is the study of the problem solving behavior of man", and he included subjects of Psychology, Sociology, Cultural Anthropology, and the behavioral aspects of Political Science, Educational Psychology, and Biology.

(9, p. 6)

In this study, the writer feels both definitions working in tandem should be considered when Behavioral Science is mentioned.

II. HISTORICAL PERSPECTIVE

There is agreement on the historical background of voluntarism in major collections of data. This probably resulted from the sequence of these works, each one building on the others and using similar points of reference. (1, 4, 8, 10)

In this presentation, there is insufficient value in tracing the growth of voluntarism in a lengthy and detailed fashion. Instead, just that portion will be reviewed which is pertinent to the "here and now" and that which directly affects the development of the study.

Developmental Sequences

From the writings of Alexis de Tocqueville, in 1825, the unique aspect of American life was the uniting of people to help each other, as well as the organization and joining of ideas. (1, 4)

Cohen noted that in 1843, the Association of the Improvement of the Poor in New York City, was organized to place emphasis upon moralizing and teaching the individual to prevent pauperism. This was followed, in 1880, by settlement house movements, and was carried out largely by upper and middle class families who wanted to escape home to mix with different economic and social backgrounds. (1) This was probably the major reason that voluntary programs and the wealthy are equated in the minds of both the poor and the rich.

Eventually, in the early 1900's, groups began to be aware of the many deep-rooted problems within the social structure that could be eradicated only by law. The prominent group helping to relate the citizen's responsibility in this concern was the National Council of Jewish Women. (1, 10)

Following closely was the organization of the Junior Leagues of America, in 1921, with the youth movements beginning in the early 1900's. These included Boy Scouts, Girl Scouts, Camp Fire Girls, and were dedicated to character building and community service. (1, 10)

The first Council of Social Agencies was in Pittsburgh in 1908, and the first federated fund raising and planning body started in Cleveland in 1913. Cohen indicated these followed each other closely as a result of the industrial owners' "giver's revolt." Their wives were usually involved in the program planning portions of the community while the men held the key to the funding. (1, pp. 39 - 48) Uniting the many fund drives, through federated funding, helped coordinate both segments of social service by providing ways for survey boards or coordinating groups to have knowledge of what the programs were about before seeking money to operate them.

Attempts to Coordinate Community Services

Throughout the first thirty years of the 20th Century, the growth of different community service agencies and the move toward hiring staff to carry out part of the functions, developed rapidly and penetrated in increasing numbers into different parts of many communities. With the advent of World War II, the Office of Civil Defense was able to utilize

much of the already well organized structures. At the disbanding of this federal agency, a move was made which joined the Association of Junior Leagues of America and Community Chests and Councils in an effort to sponsor a joint study to determine need and purpose for local, centralized service bureaus. The bureaus were first considered as agencies for recruitment and referral only. (11, p. 6)

The post war period, with its many new and different types of adjustments, had brought increased need for more social planning and cooperation among existing agencies. In a few communities, this service was begun by newly created Volunteer bureaus which also attempted to alleviate recruitment and training problems. By 1951, there was an Association of Volunteer Bureaus in existence. (1, p. 49)

A comprehensive study of the growth of Volunteer Bureaus is not included herein. Suffice to say that in 1958, there was a list of 92 Bureaus in 32 states and the District of Columbia (1), and the 1970 roster of the Association of Volunteer Bureaus of America recognized a total of 140 in 37 states and the District of Columbia. (12)

Current Status of Voluntarism

In April 1969, the Presidential statement which resulted in creating the National Program for Voluntary Action has since expanded into Voluntary Action Centers, (VAC) and the accompanying conferences, talks, and volumes of written data on the subject. The impact of the governmental decree to involve people in new, innovative ways, has resulted in a growing desire to drop some of the traditional methods, but there is still some confusion about the new directions to take. (3, p. 3)

Traditional agencies have been finding it difficult to continue traditional programs because of changing needs of communities and insufficient change within the agencies. Self studies have been initiated by some major agencies in order to close the gap between need and programmed service.

Two outstanding examples of this are the YMCA in their quest for relevance and subsequent redirection of program, (13) and the Girl Scouts of the U. S. A. in their new training program. (14)

Pressure is on all the agencies, whether or not they are nationally affiliated, to refocus their programs and change priorities.

An area of agreement seems to be that the "Lady Bountiful" stereotype is not now acceptable. This title has been used to convey the idea of the rich giving to the poor, and that material wealth equaled superiority. The author considers this a poor approach to human relations, especially as it concerns the involvement of volunteers from different economic levels.

III. THE FOCUS ON LEARNING

With the many years of active participation as a practitioner in volunteer agencies, there were two areas which repeatedly frustrated this writer, as well as some colleagues. They were: 1) an interpretation that described the many and changing roles of volunteers as the Volunteer Role and its relationship to the Professional Role; 2) the practice that determined the completion of a task as the first priority, and not the development of people, thereby often limiting the opportunity for many persons to become involved.

These two points are closely related, but each has its own area of involvement. Both concern the relationships of volunteers and staff members, and the need to shift priorities.

Volunteer Roles

These are perceived in very different ways even by similar type agencies, and yet there appears a strong tendency to categorize a person as either a "policy maker type" or a "program type", in popular handbooks and guides. (4, 8, 11) There is also variance in regard to the amount of responsibility and authority volunteers share with the staff (or professional) workers. (15, p. 6)

Current Studies. Some studies have begun to question the effectiveness of some of the traditional models. (10, p. 58, 15) The result is that writers are suggesting that many persons can be both types, feel the need to be in both roles concurrently and be successful in those roles. Naylor (8, p. 41) suggested that there should be closer examination of the sharp divisions made in policy making and program implementation, in regard to volunteer participation, in order to enable each person to better understand these two phases of their own operations.

Loewenberg (16) studied the type of participation in ". . . the critical decision making process associated with organizational characteristics. . . ." He found that the more complex, the greater the budget, the greater reliance on staff reports, the larger the agency, the less substantive the participation in the decision making group.

Doughlah (17) tried to determine if there were relationships in adult participation between educational activity and voluntary formal

organizations. Of the many findings in the study, he found differences in motivation between male and female participants, and a high correlation between increased amount of formal education and community involvement. There were, however, no allusions to the specific role played by volunteers.

Task vs. Personal Development

This phrase has been chosen to title frustration Number Two. From personal observation over the years, it was obvious that many persons wanted to help in some way, to "do good", but many were not ready or in the right task area for their current aptitudes or interests, and within one agency, there often appeared no "right spot" for too many people. There also seemed to be frequent conflict between the task completion and the growth or readiness of the volunteers. Too often, the staff planned the task areas without the volunteers helping to develop the requirements or task responsibilities. (15, p. 6)

Highly skilled volunteers as well as staff were dominated by the pressure to complete the task since measurement of their success often, if not always, was evaluated by this tangible result. Lip service was paid to developing people, to involve them, to help them learn, but when a staff position was measured by the results of increased membership, or quality of events, the satisfaction of watching a shy, frightened person learn skills beyond his or her expectations was difficult to share with those in judgment of the worker, and who were unable to view the transformation firsthand.

Persons of low income who could not afford to volunteer were left out of the game completely. There was little or no chance for these citizens to catch up with people who had grown up in the philosophy of giving service and learning for fun.

Current literature continues to stress the importance of the recruitment, training, placement and treatment of people working as volunteers. Yet, none seems to provide adequate models for a total system or plan to assure that results would meet the needs. Instead, challenges are repeatedly written that we must find ways to accomplish this with few, if any, concrete ideas provided.

For example, in references by both Naylor (8) and Cohen (1), statements were given declaring the needs as well as isolating some of those areas. The writer found no specific suggestions or ideas which would guide interested groups in their attempt to develop systems.

The Kahn (18) study for Neighborhood Information Centers was a little more helpful and provided ideas, but did not assemble them into a possible total pattern. Guidelines (19) provided a partial plan which seemed to work against some of the necessary objectives this author felt must be part of a model.

IV. JUSTIFICATION OF THE STUDY

With the considerable amount of concern over duplication of efforts, while concurrently, loud voices were complaining of too many voids in human services, it was obvious to the writer that new and different ways must be developed to encourage citizen involvement in

community service. These involvements also had to be allowed to grow from the point at which the participants were, not always from the points where others thought they ought to be.

The study, then, needed to begin with a conceptual model, which by example and system, would provide impetus and guidance for that which it professed to promote.

Need for A Model

Research in current literature was done extensively, in order to discover a precedent for this type of study. (See Chapter II) In searching for an effective combination of ways of work and objectives, the writer found fragments of ideas which were helpful. However, none were in a composite model which provided the support and structure which suited the needs of today, and/or utilized the knowledge made available by numerous behavioral science studies. It seemed, then, that contributions to the growth and development of a strong volunteer movement would be enhanced by the creation of a model which included practices now in effect, as well as those which may have been past practices, along with the impact and latitude of new, experimental approaches.

Objectives

Before creating the Conceptual Model, the writer determined the objectives toward which the Model should work. Three areas were, to the author, germane to the topic: 1) development of more effective relationships among existing human service agencies, 2) involvement of greater numbers of citizens as volunteers, 3) recognition that effective adult learning must be considered as a vital community service.

These were then refined as follows:

The objectives of the Conceptual Model are to:

1. stimulate and/or provide avenues for closer working relationships among existing agencies and organizations involving volunteers,
2. broaden the base of citizen participation in community services,
3. reinforce the relationships between adult education and community service by allowing for individual growth and task completion as interdependent goals.

Scope of the Model

Further definition of the functions, characteristics, and required operational practices preceded the design for the Model. These had to be determined before appropriate structural patterns were refined since they become the tone and intangible elements vital to any organization dealing with people. These are found in Chapter III.

Developing the Model

Building a structure for an organization which could utilize the objectives and, as an entity, service the total community, was the next step. This evolved into the structural design for the Conceptual Model for a Human Resource Center for Voluntarism, and is found in Chapter III.

Applicability of the Model

Although the local data was gathered from a distance of approximately 100 miles radius from Metropolitan Portland, all in the Washington and Oregon geographical area, it was weighed and measured against

documented literature written for wider audiences. From this, it seemed that the Model, based upon both practical experience and these documented studies, could be adapted to most communities with similar characteristics, such as metropolitan areas and smaller urban developments, no matter where they were located, if they were in the same national sphere.

The Model was meant to be used in the present time with current knowledge of human behavior and development, and with no greater world or national crises than presently exist.

V. FUNDAMENTAL STATEMENTS

The Model needs to be considered within the framework of the following statements. Each statement is interrelated with the others and together they state the writer's rationale for proposing a model which enables their continuation and implementation.

1. Involvement of citizen volunteers is a valuable facet of the American cultural heritage, and is unique in its application.

2. An adult's responsibility as a citizen is to become involved in the community to work toward improvements for all individuals.

3. Education is the principal avenue by which this can be accomplished and it must take every available form to further the objectives of the Model. This is further reinforced because:

- a) learning results in behavior change,
- b) behavior change is necessary for cultural growth and progress.

Involvement of Citizen Volunteers

To understand the Model for A Human Resource Center for Voluntarism, there must be an acceptance that volunteer citizen involvement is an extension of our democratic system, and must exist in all parts of the community. Common acceptance has included the political arena, at least to the privileges and responsibilities of voting. The trend toward local involvement has begun to be increased with programs being established which encourage local determination in the implementation stages. This is not intended to mean that all programs should or could be carried by volunteers, but rather that every individual should have a role in determining some part of his or her community action.

Adult Responsibility

The increase in our population and the vastness of our technical development, serve to make it more difficult for individuals to find ways to work toward the common good. This is primarily due to conflicting ideas in regard to what is good for the community in both short and long run programs.

Each person, however, must have the opportunity and be encouraged to become involved in the sphere of influence he or she can accept and comprehend. This may range from the small neighborhood group to the world arena, and is inherent in the American concept of government, "of, by, and for the people." (10, p. 8)

Voluntarism in the sense of citizen participation and involvement cannot be limited to the traditional, the long established so called 'power structures' of the communities. . . . This involvement in the total community in problem solving for their own welfare has been called the 'new voluntarism. . . .' (10, p. 8)

The current trend is away from the earlier accepted "Lady Bountiful" concept and is part of the growth which has been termed by some writers as Enlightened Self Interest, exemplified by the intent of some current anti-poverty programs. (10, p. 8) Though the first stages of voluntarism were done in the spirit of well intentioned paternalism, ". . . done by the rich who thought they know intuitively what was best for the poor, . . ." the widening reach for volunteers is one of the field tests of whether or not we are actually able to practice the democratic concepts we preach. (10, p. 9)

Education for Involvement

Acceptance of the statement that learning results in behavioral change does not predetermine the style or methodology of the learning process. Research has still not solved the question of which method or system is best under specific conditions. (20) The point is that learning is vital to progress and change, and yet one of the areas inadequately explored in field laboratory tests concerns education resultant from the individual's involvement in community service activities.

We have traditionally assumed that formal education was the answer to cultural development. However, the increase in the number of agencies referred to as informal educational organizations has begun to cast a new light on the ways to learn, and subsequently on the values of voluntarism.

Bergevin, in his quest for a philosophy for Adult Education, based his ideas on the rationale that it is an adult's obligation to learn to

become a more productive citizen, to learn how to better accept responsibility in political, vocational, physical and spiritual realms.

(5, pp. 4 - 6) Adult education is a means to enable the development of free, creative and responsible persons and to ". . . advance the human motivation process. . . ." (5, p. 5)

Stenzel and Feeney, in their book on volunteer training, felt that the opportunity for people to have a continuing ". . . College for citizen participation . . ." is found in community organizations.

(4, p. 20)

Cohen described voluntarism as a laboratory of Democracy and developed that thought as it relates to strengthening learning.

(1, pp. 22 - 26)

Spindler, in speaking of the anthropological trend toward cross-cultural studies of education, took the stand that:

Education in this focus is the process of transmitting culture -- including skills, knowledge, attitudes, and values, as well as specific behavior patterns. It is the culture of the human being, where culture is used as a verb. (21, p. 58)

VI. SUMMARY

As a nation of people, we have said we want individual participation and that it is a citizen's responsibility. We have also begun to recognize that education comes in many shapes and sizes. The writer feels there needs to be increasing attention given to the implementation of these fundamental statements in order to help penetrate heretofore undeveloped areas in our communities.

A plan for the utilization of human resources, with the objective of helping people grow while contributing to others' needs, can work toward providing more avenues for citizen involvement.

CHAPTER II

RESEARCH DESIGN

I. DEFINING THE AREA

Few sources were found to define the difference between a "citizen participant" or "volunteer", though most writers alluded to them repeatedly and interchangeably. Cohen (1, p. vii) summed it up by saying "A citizen volunteer is one who assumes voluntarily and without pay his obligation of citizenship." Spiegel refers to it as a phenomenon called "Citizen Participation" and dynamically states that it is:

a phenomenon of infinite complexity and subtle dimension. . . . Every effort to reduce its protean-like substance to a definable, systematic, and comprehensible body of thought is resisted by inherent dilemmas -- contradictions between myth and reality and even between different sets of observable social phenomena. Citizen participation virtually defies generalization and delights in reducing abstractions to dust. (2, p. 3)

He further underscores this by stating that there is insufficient empirical data, and what there is often is contradictory, inconclusive, and too localized to be of general value. Bias is the factor he feels causes the blocks to scientific approach. (2, p. 4)

Cohen (1, p. 33) summarizes the viewpoint most writers have used which is the supportive argument.

The volunteer experience should provide, along with the feeling of being valued as an individual, a chance for meaningful participation and an intensification of a sense of social responsibility.

He lists the movement toward the scientific and technical as a threat to the very institutions' purposes for which they were founded. They become, too often, the ". . . objective, the impersonal, the intellectual, as distinguished from the subjective, the personal, the individual, the emotional. . . . It gives us the world of description, not the world of appreciation. . . ." (1, p. 33)

In spite of the conflicting views, Spiegel compiled a variety of materials speaking for and against the process of citizen participation, which was an effort to present documentation to help understand the phenomenon as it is being observed in urban development. (2)

The concern felt by the writer is the increasing need for individuals to direct at least a small part of their own destiny. The size and distance of government, the specialization which is everywhere, the increasing data available in every field of knowledge which has to be shared to be effective, all point toward the need to try and provide a medium for people to learn more about directing themselves, and to find ways to help each other. There is need to try to humanize the urban environment, and there should be no limit to the experimentation for ways to accomplish this. (18, p. 11)

II. RATIONALE FOR SELECTED FORMAT

Selected Method

It became obvious from the material researched that the appropriate format was a formulative or exploratory category as defined in the reference, Research Methods in Social Relations. (22, p. 28)

This approach is used when ". . . the prime purpose is the formulation of a problem for more precise investigation, or the development of an hypothesis, or the establishment of priorities for further research. . . ." (22, pp. 28 - 29)

In this guide, Jahoda, et al., divided the exploratory category into three parts: 1) review of materials related directly and indirectly to the social science subject chosen, 2) surveying experienced practitioners, 3) analyzing cases or examples to gain insight. The authors further defined this study approach as being flexible in approach, and allowing for ". . . extensive study of a wide variety of materials rather than rigorous control of the situations studied or precise measurement of the factors involved. . . ." (22, pp. 28 - 29)

Following these guidelines proved to be useful in the research of voluminous amounts of literature on subjects which could be related by inference even if not in their exact forms.

Plan for Presentation of Model and Proposal

Using all the possible alternatives for this research approach, local interviews and materials were recorded as well as data from literature on a wide variety of related subjects. Experiences of practitioners, including the writer, provided material for a foundation for judgments in determining practicality or application. These were selected where appropriate to underscore, reinforce, or further illustrate specific parts of the model.

The Model is first given specific characteristics and functions, then presented in graphic design. Immediately following is a proposal describing the details of the components, or units, of a Human Resource Center for Voluntarism.

Current trends affecting the implementation of the proposal are placed in the final chapter along with the author's conclusions and recommendations.

III. RESEARCH PROCESS

Greater emphasis was placed upon documented literature than on interviews with, or practices of, groups. The reasons for this were reliability as well as accessibility of data. Though there could be some operation, somewhere, using part or all of the ideas in this study, there was no reasonable way the author could determine this. In addition to research in books, periodicals or similar documented data, conferences and interviews were held with the practitioners within the aforementioned geographical area. The remainder of the non-documented data was from the writer's work experiences with community agencies and their personnel.

Sources of Literature

Educational Resources Information Center. This system, usually referred to as ERIC, proved to be the most helpful. Two microfiche collections were located, at the time of major research in the summer of 1970, in the city of Portland, Oregon, and proved to be the only thorough method of obtaining data pertinent to the subject area.

Northwest Regional Training Laboratory was nearly complete in its collection with Portland State University having those for 1969 and part of 1970. When microfiche film was not available, it was possible to determine by the abstracts if further research was required.

Research in this system covered the indexes from 1966 through the available 1970 copies, using the subject headings listed below. Spot checks were made in some of the more obvious categories in the 1965 volume. Since this system was not in operation, as such, prior to 1964, the librarian advised that the voids in the earlier indexes rendered it less valuable outside of the search area listed above. Because the system was developed and printed almost simultaneously, many subject titles were not included until after two years' operation, and new periodicals were added each year as the system continued to expand.

Subject Titles Used. Subject titles listed in the ERIC system which were researched for the five year span:

Community Services	Organizations (Groups)
Community Service Programs	Participants' Characteristics
Community Services Study	Participant Involvement
Community Characteristics	Para Professional
Community Programs	Personnel and Groups
Community Action	Sociology
Community Cooperation	Social Sciences
Community Involvement	Volunteers
Learning	Voluntary Agencies
Leadership	Volunteers - Participant
Models	Characteristics
Motivation	Voluntary Training

Synonyms were researched as listed in the Thesaurus of ERIC Descriptors. (23)

Abilities	Personnel and Groups
Interpersonal Competence	Volunteers
Leadership Qualities	Psychology
Counseling	Milieu Therapy
Adult Counseling	Physical Education and
Organization and Groups	Recreation
Voluntary Agencies	Leisure Time

ERIC Classification and Bibliography. Both during the original data collection and subsequent recording on index cards, the classification system of ERIC proved very beneficial. The reference numbers and letters for those works cited were included in this bibliography in order that readers might refer more easily to the microfiche materials cited. Though not a standard procedure, it was considered appropriate since the format for formal papers was developed prior to the ERIC plan.

Doctoral Dissertations and Masters Theses. The American Doctoral Dissertations¹ was researched using the same subject areas as in ERIC and including the years 1965 through 1969.

Masters Theses, in the Masters Abstracts of Selected Theses¹, were researched under the subject groups of Education, Sociology, Public Welfare and Sociology, and included the years from 1967 through March 1970. These proved to be of little value since there were only a few Theses listed in this subject trio and none were pertinent. It was of interest, however, that ERIC listed many of the Masters Theses which provided additional and pertinent references. The bias for selection in the Masters system just mentioned may have ruled out most of the subject areas not considered in the classical world of Academia.

¹ Both of these series are printed by Xerox Education Division, University Microfilms Library Service, Ann Arbor, Michigan.

Current Index to the Journal in Education. This source referred to as CIJE was generally a duplication of the literature listed in ERIC. However, spot checks were made using the following subject headings: Attitudes, Administration, Standards, Abilities, Communication. Indexes included were 1968, 1969, and January, February for 1970. Most of these studies or articles were written for formal education rather than the informal world of voluntarism, hence, were not of primary value to the student seeking current data in an area not recognized as "disciplined".

Local Data Retrieval

Prior to and during the formal research in the area of documented literature, local information was gathered. This included prepared brochures from agencies, studies made by small groups or individuals, and conferences with persons actively involved in some form of voluntarism through organizations, agencies or clubs. Each source was recorded and made part of the retrieval system to be used if needed in the final writing.

Volunteer Survey. An unofficial survey conducted in 1969 under the general sponsorship of the Oregon Association of Volunteer Leaders, Portland Chapter, was made by the Faculty Wives' group of Portland State University. (24) This study involved a telephone survey of about 120 Metropolitan Portland agencies and attempted to determine if those agencies would be interested in participating in a Volunteer Bureau, if organized, and included an effort to gain information concerning the training and utilization of volunteer personnel.

The general results indicated the majority of agency personnel contacted felt their agencies would profit by some form of agency though there was considerable variance in the perception of the services such a new organization might provide. There were also wide variations in regard to the approach to training and development of volunteer personnel. The data seemed, to this writer, to indicate ranges from little or no system to well developed plans with the former category in the majority.

Adult Education Research Project. During the early part of 1970, this writer completed research in adult education in Oregon and South-west Washington to determine if local community agencies used the resources of other agencies in their adult education programs, what percentage of membership was involved in learning events, and what type of supportive assistance was provided those who helped others learn.

(25)

Pertinent results showed: 1) of the 23 respondents, more than half indicated they rarely or never used resource people or materials from other agencies; 2) priority was placed on organizational objectives and improving specific skills or tasks with general self improvement rated low or not important. Those rating the latter as important placed emphasis upon professional improvement; 3) the percentage of total educational effort was about equal in teaching new staff and new volunteers, with a few agencies indicating they spent less than 50% of their educational time on experienced volunteers or staff; 4) the responses were even in the number providing counseling in regard to helping people choose appropriate learning events. About two-thirds of the respondents indicated they held post-participation counseling.

Oregon Association of Volunteer Leaders. Known as OAVL, this loosely knit, but effective association was formed in 1967 to try to help unite the many agencies already utilizing volunteer personnel.

(26) Three chapters were eventually formed, centered in Salem, Eugene, and Portland respectively. Each had as its first major goal, the organization of a Volunteer Bureau within its community jurisdiction. The Portland Chapter developed a Citizen's Committee which, in January 1970, submitted the proposal to OAVL and subsequently to the Tri-County Community Council, for a Volunteer Bureau to be formed which could serve the wider Portland area.

Much of the stabilizing support for the OAVL came from the unique combination of staff from the Division of Continuing Education, the local Council of Jewish Women, and the Junior League of Portland.

At this writing, the organization is in the stage of refocusing its purpose and function without direct support from these groups.

Citizen's Committee Study. In January 1970, the above mentioned proposal was submitted to the Tri-County Community Council, offices in Portland, outlining the purpose, rationale, and basic budgetary requirements to establish a Volunteer Bureau. (27) This document resulted from considerable study of the previous experience of local Bureaus and factors relative to the current need for some central organization to recruit and refer volunteers. The Volunteer Survey conclusions had been utilized to obtain and document the interest and support for a Bureau.

Do Something Project. During the summer of 1970, the Portland Junior Chamber of Commerce membership began to make plans to conduct a

recruitment campaign for volunteers. (28) Originally unaware of the Citizen's Committee proposal, this Jaycee project intended to get people involved through a massive recruitment drive and direct referral system. Before final implementation of the "Do Something" Campaign, the two groups coordinated their projects to the extent that some information was channeled and roles were clarified. The Club's own evaluation of their first attempt at the project showed several weak areas, though at least one more year's effort was pledged.

Conferences and Interviews. During July 1970, visits were made to three Northwest Volunteer Bureau offices, in Eugene, Seattle, and Tacoma. Interviews were held with each of the three directors, information and materials obtained and reviewed. The purpose of these contacts was to learn general information about the agency structures, current programs and objectives. There was no plan to develop depth studies of each operation unless there had been unusual or experimental projects underway relative to this study.

Numerous conversations were held with other local persons in regard to their ideas on voluntarism, the development of an organization which might serve as a vehicle for cooperative efforts among existing community service agencies, and their reactions to specific ways of work. These were logged and kept for reference as ideas only, and not as documented conversations. Due to the personal nature of all of these conferences and interviews, the author did not feel it served any helpful purpose to designate the sources by names or agency in this presentation.

Personal Experience. No one can question that personal experience carries with it a large amount of bias and subjective evaluation. However, it can also provide a considerable backlog of material for development of a model, both conceptual and applied. Attempting to use this kind of data required an effort to continually evaluate the recollection of the setting, the dynamics of the interpersonal relationships as viewed by more than one person. Evaluating why a structure might not have been effective can, at best, only be measured by individuals or groups with whom communication has taken place. A personal conviction of the merit of the objective or goal still weighs heavily in the final outcome, which places subjectivity in an influential position.

With these limitations in mind, this source was still used for the development of the Model.

Reliability

In an exploratory study, a substantial amount of data should include the survey of experienced practitioners. (22, p. 28) Reliability of their answers was tested in the following ways.

Effort was made to ask similar questions and delve into similar areas of the work of the interviewees, ie. systems of internal controls, methods of recruiting, methods for person-to-person contacts and communication.

Securing documented materials from the interviewees was sufficient to assure that verbal deliveries were in balance with written ones. In cases of communication problems, there were shared efforts to clarify by rephrasing, or restating.

Reliability of literature reviewed was controlled by using the same categories and delineations in the many different sources of data. When these appeared different, cross-checking resulted in being assured that synonyms were essentially the same in intent, if not exact verbiage.

Validity

Since there were very few local survey or questionnaire types of data gathering involved in this study, there was little attempt to validate these measuring instruments. Those few which were cited were indicated as being only trend indicators in general subject areas.

In this project, there were judgmental positions taken by the writer. The Model was based on a series of components, some parts of which have been tested and implemented over several years' time. The other components are based on what has been documented in the behavioral sciences and can be considered valid. Combining these into a general Model was the result of the writer's own judgments and perceptions.

Since it is not feasible to control the greatest variable, people, it would be inaccurate to say that all of the answers, conclusions, and suggestions from written materials and face-to-face conversations would be scientifically valid, since another point of view could analyze and predict different results. There was, however, a constant effort to locate sufficient data from literature to validate the three parts of the objectives of the study. In addition, there was a consistent effort made to explain each unit and to control variables of the Model to the degree that certain behavior of the individuals of the Human Resource Center could and would likely occur. These were done by suggestions of

ways of work which would allow and even stimulate the unification necessary to achieve the objectives of the Center.

IV. SUMMARY

A search of the documented literature was the primary source of information for this writer. However, there were also local sources which provided both contrasts and examples for examination.

In all the research, the author did not feel the criteria for the Model had been either recognized or met in any one example of service to the community. From this conclusion, a Model was developed in addition to a proposal for specific structure. These follow in the next two chapters.

CHAPTER III

DEVELOPMENT OF THE CONCEPTUAL MODEL

Before the structure of the Model could be completed, the writer designated specific characteristics and functions which were requisites to meeting its objectives. After listing these, the pattern and design of the structure were drawn. Essentially these characteristics and functions became the scope, or outer limits, of the Model, within which the structure was designed. Details for the Proposal for a Human Resource Center for Voluntarism follows in the next chapter.

I. INTERNAL AND EXTERNAL CHARACTERISTICS

Though structure can provide avenues for meeting objectives of the Model, recognition must be constant that certain conditions, interpersonal dynamics, and qualities are desirable or inherent in the Model and its using agencies. These characteristics and traits affect the program, which nurtures and maintains the human services in a community.

External Dynamics Affecting the Center

A Center must be able to accommodate great variations in the agencies which are potential users of its services. This writer feels there are four major categories for consideration, as a result of adaptations made from the Stenzel and Feeney reference. (4, pp. 2 - 3)

1. A wide range of interests would exist from youth groups to Senior Citizen Clubs, from garden clubs to health programs.
2. Different approaches for delivering services would be used by each of the participating agencies.
3. A great variety of activities would be included in the several using groups' programs, with a mixture of titles for similar things.
4. Organizational structures would vary partially due to program peculiarities, traditions and customs.

General Internal Characteristics

Flexibility. A structure needs to be developed in such a way that program action is more important than the machinery which facilitates it. Such practices as creating terminal task groups rather than only long standing committees, and involving resource persons on short term advisory tasks help prevent the operation from getting locked into only one way of work.

Stability. Rules of procedure should be few but succinct, with legal requirements of local, state, federal governments met with uncomplicated documents. Development of simple guidelines for task groups should exist instead of long, complicated lists of ways of work. The Model must demonstrate the interpersonal trust and cooperation exemplified by close working relationships among all units. Stability can be as much a state of mind as written documents upon which units are expected to rely for total guidance.

General Characteristics. To assure flexibility and stability, additional qualities must be recognized and anticipated in the building of the structure and flow lines for communication by components of the

Model. Adaptations from the qualities suggested in the Kahn Study include: (18, pp. 35 - 37)

1. A constant open door atmosphere and a feeling of welcome needs to prevail for any using agency or individual.
2. Expertise should be available in every possible area. This does not mean that every participant must begin with expertise, however.
3. A constantly increasing range of information and program should be gathered.
4. There needs to be an absence of restrictions in service to different social classes. The profile of a given community should be the only limiting factor in providing services.
5. Confidentiality should be employed when and where required.
6. Care should be exercised in regard to being non-partisan and non-sectarian. This should be discussed frequently by specific functions of the policy making group.

II. FUNCTIONS OF THE MODEL

Before final determination was made for the basic functions, references were examined for examples. Some listed operational areas among the functions which seemed to this author to be duplications of task areas. (11, 19) Other listings included broad statements of purpose but did not provide sufficient definition of specific functions. (1, 8) After synthesizing data which seemed appropriate, the writer determined that the Model should include five functional areas. Compositely, these became the purpose for which the Model existed, and

provided the foundation for a structure through which program could be developed that would help fulfill the objectives of the Model.

Each function is meant to operate both internally and externally, though in varying degrees at different times. Illustrations of these follow.

Functional Areas

Recruitment and Referral. The broad spectrum of recruiting, interviewing, screening and referring becomes the method by which there can be a constantly increasing base of involvement. Recruitment of people can be both internal, to operate the Model, and external, to fulfill the requests from using agencies.

Education and Training. The ongoing education of operators of the Center is requisite to individual growth. Providing stimulus or guidance for learning experiences involving external groups, or using agencies, results in the dual role for this function.

Coordination. This role should be carried by several units of the Center and involves people, places and things. Such programs as learning events and services to community, which fall within the objectives, have to be considered as part of this function. Internal coordination is mandatory for the total operation, and must be constant. Externally, this function is concerned when the Center becomes involved in any using agencies' programs.

Research and Study. Local needs, current and future, local opportunities which help implement programs of the Center, voids and duplications in services and manpower, all should be anticipated so that

plans of work can be made which assure short periods of time between stated needs and their fulfillment.

Consultation. Strengthening agencies' services, providing guidance in program development, and helping to raise standards of performance, can all be part of the external consultive function. Helping an agency to initiate its first volunteer program may be a vital need and one which can be implemented.

Consultation may also be internal, as one unit helps another, though the major portion of this function would remain with the external agencies.

III. GRAPHIC DESIGNS OF THE MODEL

In the following pages, the Model is diagrammed in a series of three separate figures. Structuring the Model with the necessary characteristics, as described earlier in this Chapter, can be done only partially in this graphic form. Hence, additional supportive information will immediately follow these designs.

In each of the following basic designs, the reader should note that flow lines could be drawn in any number of combinations. To keep the designs simple, these were not shown. Interaction between Support Groups, Field Representatives, and the Executive Group could be frequent or infrequent, depending upon the program of each unit.

A brief explanation of the working components of the Model will be given here in order to help the reader better understand the graphic designs.

Support Groups comprise the ongoing or ad hoc task areas of the Model which are supportive to all other units.

Field Representatives are individuals representing specific types of service agencies.

Executive Group is the name given to the component of the Directing Group which is empowered to make interim decisions.

Directing Group is the explanatory title used to describe the entire body of individuals directing the operations and plans of the Center.

Figure One (see page 39)

This design could be changed by adding or subtracting Field Representatives, either by combining categories, or eliminating some, depending upon the community's need and/or growth development of the Model.

For example, if the Directing Group is not able to recruit a volunteer for the Community Planning and Development category because of insufficient interest shown by local groups in the evolving volunteer programs, rather than leave a vacancy, the category should be eliminated until such time that need arises.

Figure Two (see page 40)

The functions of the Center are stated earlier in this Chapter and again in Chapter IV. The graphic design attempts to show the Center interacting with the community and fielding requests to the appropriate support group in the Center.

These functions can be better performed by the Center than by any given agency because these groups have particular programs to promote and specific goals and objectives. A "neutral agent" can serve in the multi-roles of catalyst, initiator, trainer, stimulator, and intensive recruiter, without pressure from peer organizations. There is usually a fear for survival and too seldom will an agency initiate requests for help from its peer agencies.

Figure Three (see page 41)

An illustration, simplified, showing the possible interaction between two support groups and a Field Representative is used herein to represent the direct service action which should occur. Timing is the vital factor in this type of transaction. "Wants" arise quickly even though "needs" have existed for months or years. Rapid action must be possible within a structure because interest wanes quickly if credibility is doubted. Credibility is often lost when organizational processes move too slowly.

Should a need be determined, but the recipient does not share the attitude of the finder, there may be dialog, searching, coping and confrontation in order to establish an acceptable direction.

(9, pp. 1 - 5)

Conversely, an event being thrown together in haste can damage future events of the Center while missing the target for which it was aimed. In this illustration, three major units of the Center were in communication with the requesting agency, hence, would have kept quality and purpose in check.

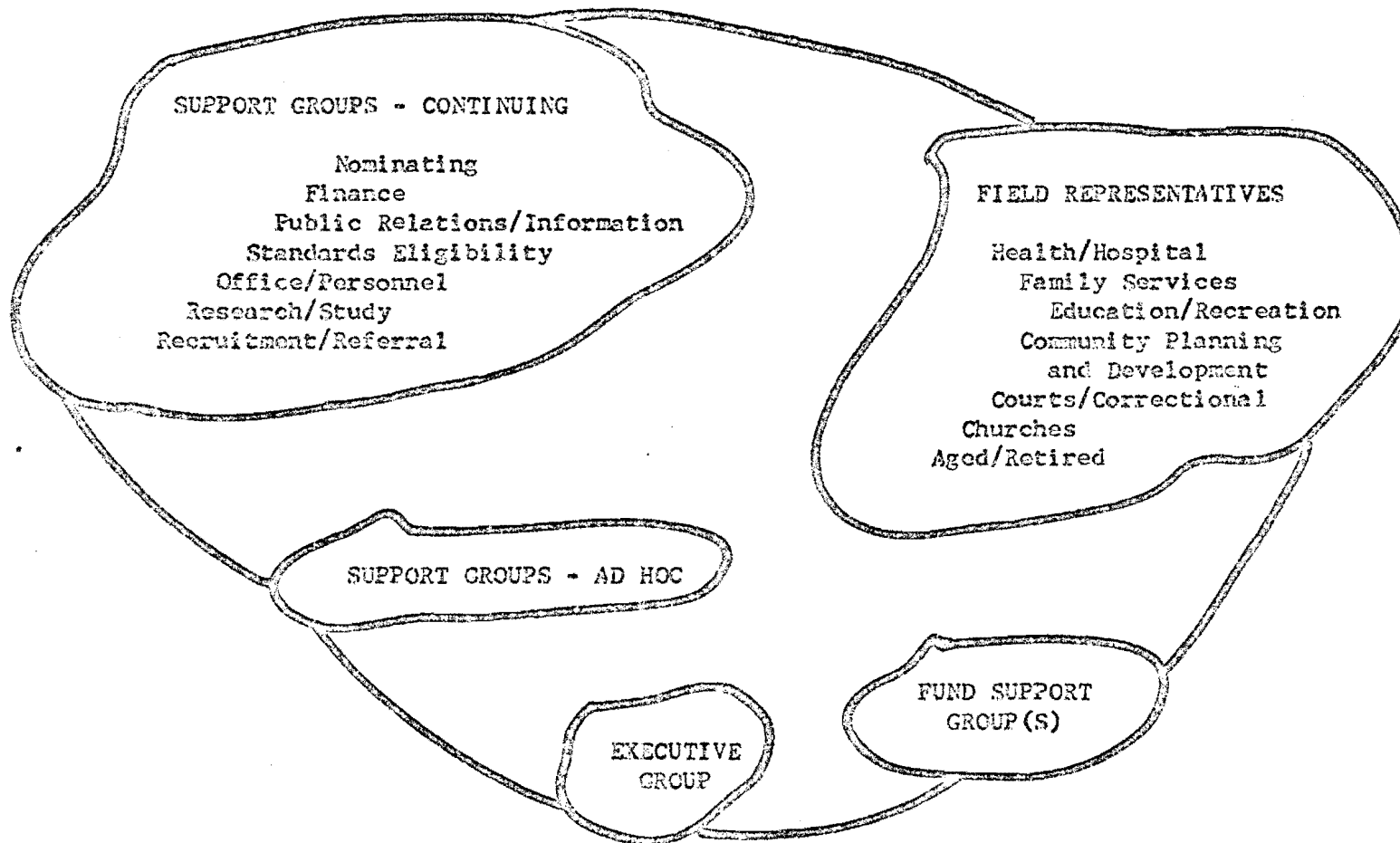


Figure 1. Diagram of the Center: basic flow lines.

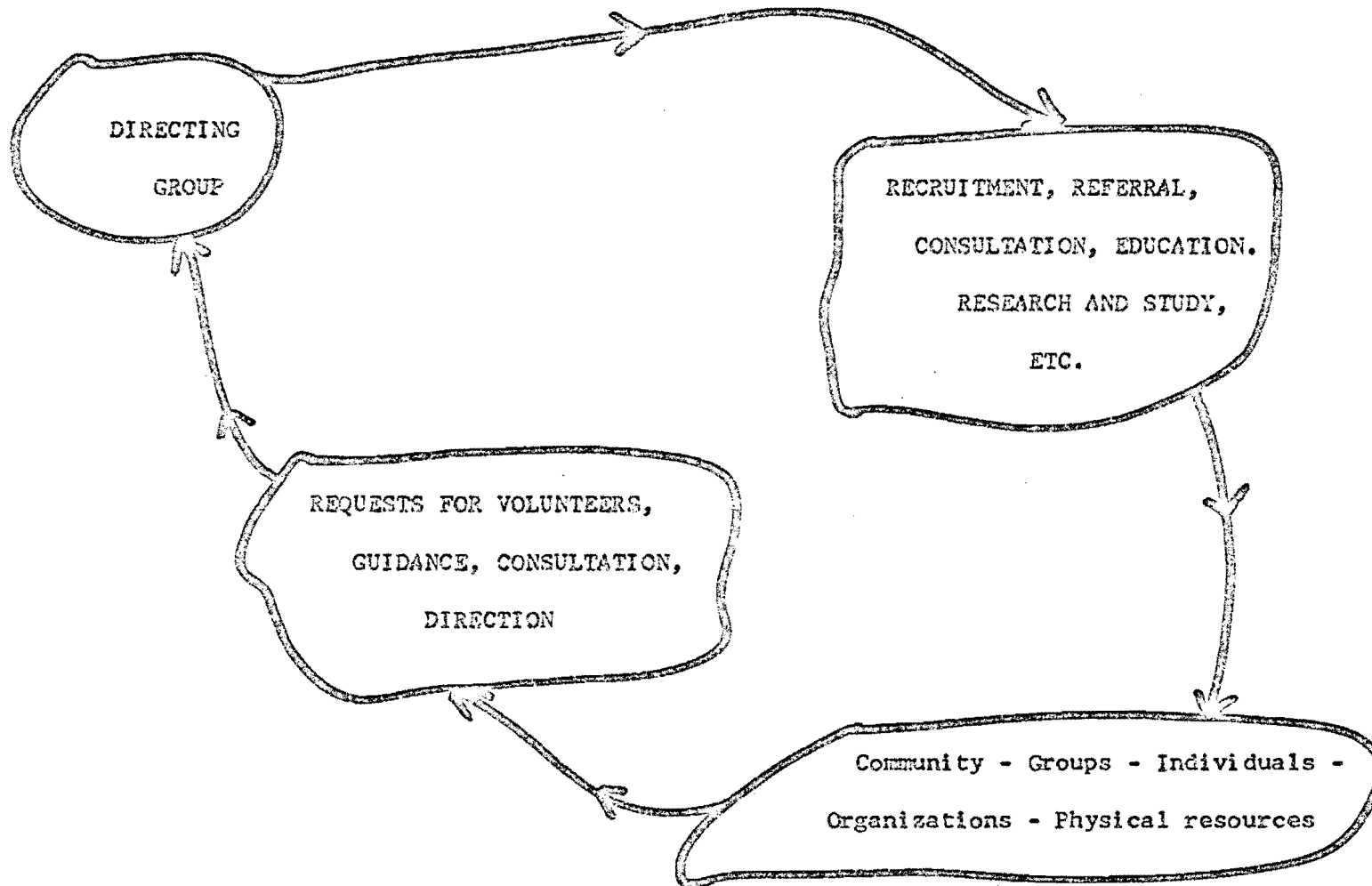


Figure 2. Relationship of the Center to the community.

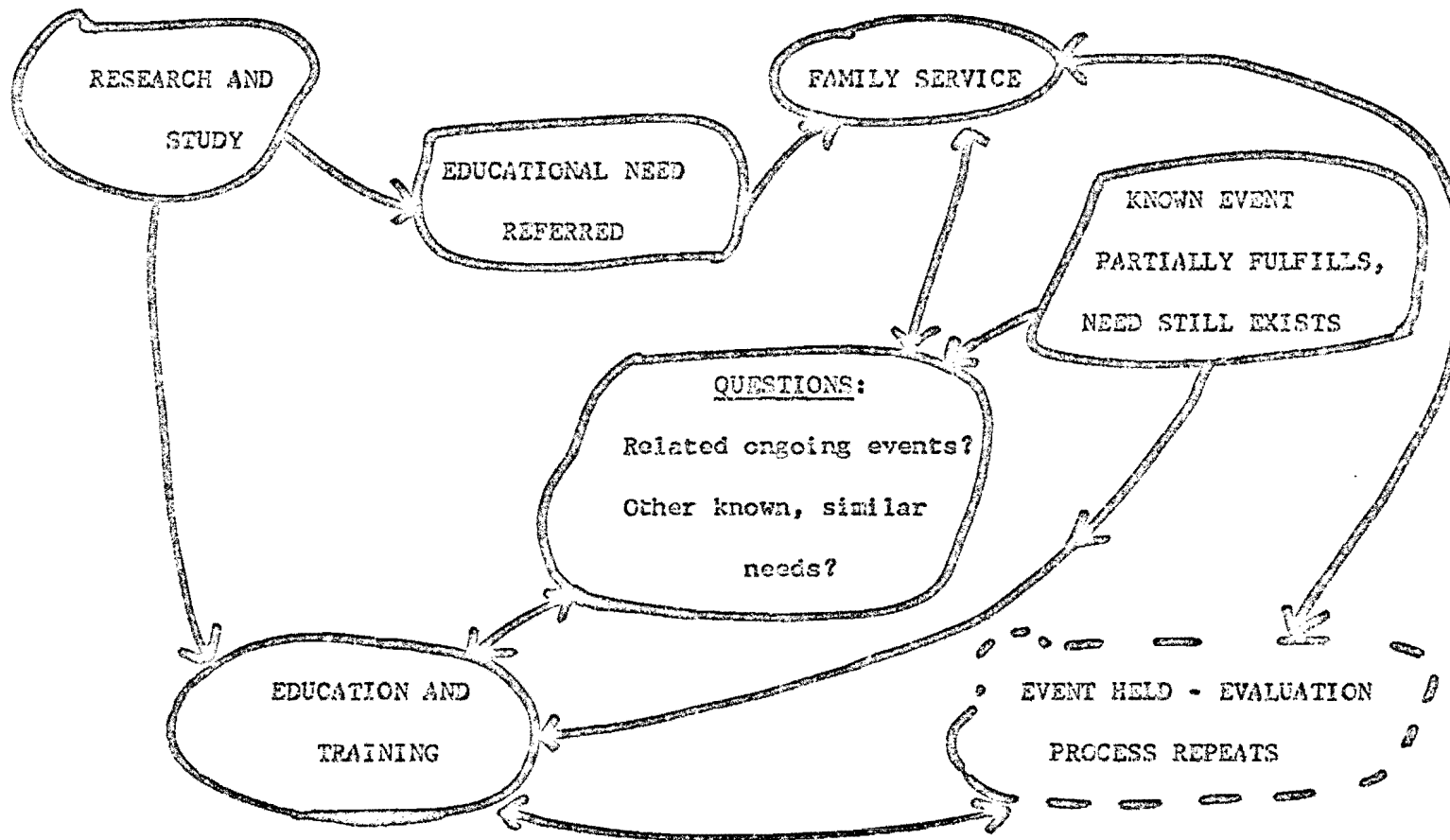


Figure 3. Possible interaction among units of the Center.

IV. SUMMARY

In presenting the characteristics, functions, and graphic design of the Center, the writer has attempted to describe the requirements for "people-oriented" programs. Freedom of operation within a framework must not only be in the tone and atmosphere, but also in the structure of a Model that deals with great varieties of human needs.

When combined, these form the Conceptual Model which the author has intended as description of the ideological limits of the Center. Further details follow in the proposal for the Center.

CHAPTER IV

PROPOSAL FOR A HUMAN RESOURCE CENTER FOR VOLUNTARISM

Up to this point, the writer has attempted to describe, in general terms, an organization which could serve as a model for other agencies as well as be a source of specific assistance in the better utilization of human resources.

A proposal for a Center which is described in greater detail follows next. This proposal has been developed in order that it will mesh with the Model requirements and provide a way to carry out its ideas and programs.

I. RELATIONSHIPS BETWEEN FUNCTIONS AND OPERATIONS

Clarification of Terms

Used herein, the word "functions" includes all the areas of work which the Center is organized to perform. The process of the interaction of people, policy, and methods within an ecological framework becomes the operational management of the Center. (29)

In some cases, titles used in both of these categories will be similar and might be confusing to the reader. Hence, the writer will deal next with the functions, followed by further development of the operational management of the Center.

Functions

Introduced first in Chapter III, among the requirements for a Center, were five functions: Coordination, Research and Study, Consultation, Recruitment and Referral, Education and Training. Together, these functions constitute the total area of responsibility for the Center.

No one operational unit will be performing within each functional area simultaneously. However, each of these functions will be performed by each unit in varying degrees at intervals. At all times, there will be some involvement by one or more interacting units to carry out a function. Examples and further analysis will help illustrate this intended action pattern.

Recruitment and Referral. This will be a major program by one Support Group, but Education and Training is inevitably involved in this function in such ways as recruiter education and use of referral records which may be used in educational events.

The first step in the learning process is recruitment. Learning can begin at this moment, which makes it important that close liaison is maintained between the two operational units of the Center.

Consultation. This function will be included in some degree in all operating units. Elements of the consulting process are present in the determination of the problem area before referral of the question or problem can take place.

Lippitt expressed the idea thusly: "A consultive relationship is built upon the confidence persons have in one another's integrity, goal orientation, and commitment to a problem-solving process. . . ." His

support for the concept also included ". . . person-centered leadership as over and against task-centered leadership" (30, p. 8) which must be practiced by units of the Center if credibility is maintained in the services to all the using agencies.

Research and Study. All units will be involved in this function even though major work will be carried by the Support Group having the same name. Input must be varied and cover all operational areas if output is beneficial. Each unit needs to understand the need for data which can be used in analysis of ways of work and progress measurements.

Education and Training. Regardless of which author one reads, there are usually distinctions between the two terms, training and education. Educators tend to make this distinction: training ". . . involves only learning that is directly related to job performance, while education is concerned with the total human being and his insights into, and understanding of, his entire world. . . ." (20, p. 1) This writer agrees with the Lippitt and This statement in the description of this function in that the argument is a ". . . petty one, since both involve the process of human learning. . . ." (20, p. 1)

For the purpose of describing both the function and the operation, the words are used interchangeably or in pairs in this study.

There is potential for learning each time there is interaction between two persons, though the degree and quality may vary. Each person involved in the Center must assume a personal obligation to continue his or her learning in every reasonable way, while functioning as an operational group leader or member, in order to continue to learn and understand the total workings of the Center.

Coordination. As a function, this permeates each unit of operation since each must be cognizant of the other's progress and interdependence in specific projects.

In addition, the Center must be constantly alert to its relationships to the larger community and find ways to coordinate Center projects with those which do not emanate from this source. Each Support Group will not only need to coordinate its activities with all operational units in the Center but also those in the ecological environment.

Management

There are great variations in definitions of management, most of which are more complex than the writer felt was appropriate for the Center. Keeping with the characteristic of simplicity, the Brown model was found to be the most applicable. (See Figure 4) That author accented the need for shared decision making in management and drew a diagrammatic model with four components. Policy, Methods, and People, within the framework of ecological limitations can be considered the outer limits for management.

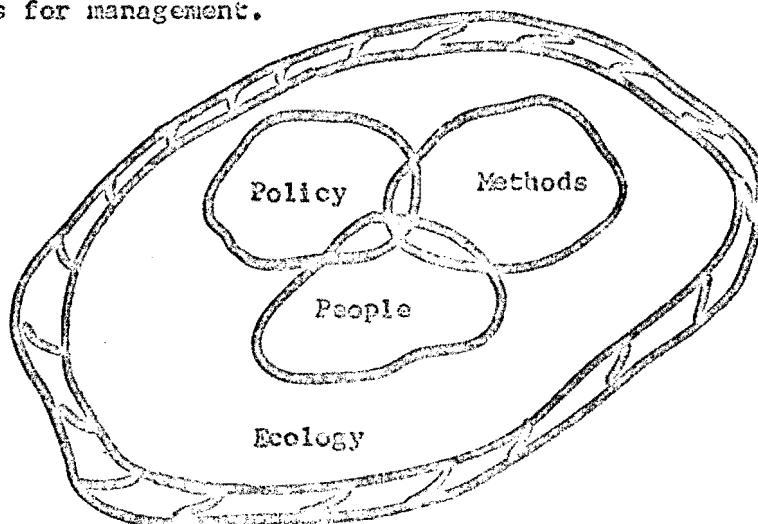


Figure 4. Interrelations of the components of management. (29)

Structure. All structure developed to carry out programs should encourage a freedom of operation within the simple framework. The Model operates under the management of the Directing Group, which is divided into working components called units. Unit is the word used to designate any segment or part of the Center which at any given time has an assignment or specific task. Basic units are Support Groups, Field Representatives, and the Executive Group. Any spin-off or ad hoc groups may also be units.

Operational Practices. In order to fulfill the objectives, particular practices need to be incorporated into the operations of the Center. These must be demonstrated throughout the entire operation and become part of every component's concern.

1. Applicable principles of behavioral science must be observed especially in regard to adult learning theories, and management practices.

2. The cross section of the community should be actively represented in the policy making group. That group should include such elements as: a wide age range, ie. high school students to senior citizens; a range of economic levels, ie. ADC mothers and other tax supported persons from the community; minority and ethnic groups.

3. Persons who are paid workers for agencies affiliated with the Center, such as a Volunteer Coordinator for an Educational or Family Service agency, may serve as a Directing Group member. Nominating Support Group members need to be alert to encouraging a balance of both lay and paid personnel to be in the Directing Group at any one time.

4. Learning opportunities need to be continually available in order that individual agency programs, ideas, and resources, can be shared with all other agencies.

5. A continuing search needs to be conducted to discover ways to prevent unnecessary duplications of all resources, human and material.

II. OPERATIONAL UNITS DESCRIBED

The personnel involved in the Center are not salaried by the Center. Whether or not there is monetary support for specific members of the Directing Group, ie. transportation, day care, or others, these persons are considered volunteers. The exceptions may be the Director's position which may be a full or part time employee and any clerical personnel required to maintain staff support for the Center. The latter is not described herein because the need for assistance could only be determined upon implementation of the Center.

Directing Group

This group is an incorporated body¹ which has the responsibility and authority to direct the activities and programs which fall within the stated purpose and jurisdictions. The Center is managed and operated by this group with its services used by groups, organizations or individuals. Prerequisite to membership on the Directing Group is commitment to the objectives of the Center.

¹The varying state or local laws will possibly cause the design to shift in titles and components. This should not affect the basic interrelationships of functions or units.

Units. Organized into operational units to accomplish the programs broadly agreed upon by the Directing Group, each of these has a part of the work plan to complete. These were referred to in the preceding section as Support Groups, Field Representatives, and the Executive Group, and will be next described in greater detail.

Support Groups, Permanent and Ad Hoc. These are often called functions or committees in many of our human service agencies, but the authorities, roles, or perhaps even basic definitions are often not the same among agencies similar in purpose. Here, the permanent Support Groups include basic task areas which will probably be necessary for long range plans of the Directing Group's total plan of work. Described in greater detail in the next section, examples of units within this category are Public Relations, Finance, Nominating, and so forth.

Ad hoc Support Groups cover these specific task areas involving short range plans and are created and terminated as required by the Directing Group.

Each group may have as many persons as needed, with its leader as a member of the Directing Group.

Field Representatives. These assignment areas are grouped according to similar specialities of services, or agency purpose. More than one person may be in any specific category, but only the leader is a member of the Directing Group. For ease of communication and simple reference, from this point on, this unit will be referred to as Field Reps.

Executive Group. This is the authorized body for any required interim decision making. The Directing Group authorizes this sub-group

to take action and make judgments within the specified limitations. Another role of the group is the preparation of basic materials for consideration by the Directing Group at their scheduled meetings.

Fund Support Representatives. This unit might also be grouped with the above mentioned Support Groups. The need for strong liaison between the Directing Group and its fund source is best done by person-to-person contacts. This unit may include representatives from one or more major fund support units, each with equal voting privileges and each pledged to help with the work of the Center.

Spin-Off Groups. These are temporary groups which may be formed by units to implement special terminal projects, and work directly with its parent group. This unit may have one or more persons serving as advisors or helpers in any way possible or needed. It is expected that a spin-off idea from one or more Support Groups or Field Reps may be cause for a spin-off group to be formed to implement it and subsequently be considered important enough to be a permanent Support Group.

III. RESPONSIBILITIES OF THE DIRECTING GROUP

The following statements are purposely brief. They are not specific ways of work but rather job descriptions to define areas of responsibility.

Executive Group

The responsibility of the Executive Group is to act upon such matters as designated by the Directing Group, in emergencies or routinely, during meeting intervals of the Directing Group.

Chairman. This person presides at all Executive and Directing Group meetings. In addition, he or she should accept specific, interpretive responsibilities for the education of groups and organizations through presentations which help to broaden the base of understanding of the Center. The Chairman plans agendas, organizes the meetings, works closely with staff and designates time and purpose of reports from all units.

Vice Chairman. As the one who presides in the absence of the Chairman, he or she also assumes the same interpretive role as listed above for the Chairman. He or she also assists the Chairman by giving help where or when required to all units in the Directing Group.

Recorder. This job is to keep descriptive and accurate notes of all Executive and Directing Group meetings. There needs to be an agreement on acceptable format for all recordings in order to enhance rapid reference. The person assigned here serves as an information source to the Chairman in regard to these records.

Treasurer. Technical aspects of fund accounting, check writing and signing are the tasks assigned to this person. Depending upon the size of the operation, the bookkeeper works closely with the treasurer.

Director. The responsibilities of the Director are varied and determined by the needs of the Center. Generally, they include implementing programs as planned and delegated by the chairman, providing support to the Chairman and all support group leaders with knowledge, expertise, and staff services which would vary with the needs and abilities of personnel involved in the Center. This person must be able

to communicate with individuals and groups and help develop and maintain a continuing operational service center.

In addition, the Director supervises any office staff and directs the work which is a support service to the Center. This is a salaried position and may be full or part time.

Supporting Groups

Nominating. Interviewing and selecting persons for vacancies as they occur, submitting them to the Directing Group for consideration and approval constitutes the primary responsibilities for this support unit. In order to do this, constant attention must be paid to observing activities in the community, interviewing potential Directing Group members, helpers or advisors. Additional information on the group will be found in Section IV.

Finance. Requesting funds from a fund raising source, based on sound operational needs, providing the channel for direct information in regard to supplemental fund raising, if required, reporting on the status of the operation at designated times, maintaining an open, direct working relationship with Fund Support Reps, gives this unit a vital role. It also must be in close communication with other units to provide the purpose for fund requests.

Public Information/Relations. This unit serves as initiator or processor, either in content or ideas for all local media. It provides the Directing Group with ideas and methods helpful in the implementing of decentralized activities.

Standards and Eligibility. Using a broad criteria as a guide, this unit consults with outside agencies and/or units of the Center

regarding the responsibilities, privileges, and ways of work. It reviews and accepts requests for services from the Center by testing these against the criteria. In cases of doubt, the problems are referred to the Executive Group which makes final judgment. Additional criteria data will be found in Section VII.

Office and Personnel. This unit seeks candidates for the position of director, when needed, and recommends preferences to the Directing Group for employment. It works with the Director in obtaining quality office services, personnel, equipment necessary to efficiently carry out office functions.

Recognition and retention are included in this unit's responsibility. However, this unit needs to direct ideas and be willing to experiment. Retention begins with recruitment and the feeling of belonging, and the relationship image the individual has toward the agency. Hence, this unit needs to work closely with the Recruitment and Referral unit to assure continuity in intent and practice.

Education and Training. Developing and initiating learning opportunities as requested includes both internal and external responsibilities. Seeking information in regard to learning events available in the community and actively encouraging interagency events is another major task area, as well as seeking personnel and material resources from ongoing operations to carry out initiated events.

Recruitment and Referral. Conducting recruitment projects which catch wide audiences and maintaining a data bank of personnel sufficient to provide accuracy, reliability, and rapid retrieval, for both recruits and using agencies is primary to this unit. Working closely with

Research and Study for retention data and developing systems for quick referrals and follow up will help to enable each volunteer to receive a thoughtful interview, more thorough consultation, and better placement.

Fund Support Representative(s). This support unit is specifically planned to provide the personal contact between fund support groups, such as UGN, and the Center. The purpose is to provide information or explanations pertinent to programs, trends, and restrictions currently planned by the Fund Support Group(s). The Fund Support Rep should work closely with the Finance Support Group, however, this does not give the Fund Support Group control of the Center's expenditures.

Since fund raising is a highly specialized operation, the Center needs to be affiliated with acceptable, qualified group or groups carrying out this function.

Field Representatives.

The over all responsibility for each person in this assignment area is to work with designated groups involving volunteers in order to determine their current and future needs for personnel, learning events, or consultive services, and to provide a direct channel to the Directing Group and any unit therein for satisfaction of these needs.

Rationale for grouping them according to program similarities is:
1) it enables the Field Rep to specialize in like groups with similar needs; 2) there are greater possibilities for sharing learning events, and consultive sessions; 3) there is more tendency to encourage inter-agency cooperation when the Field Rep meets with the personnel and those individuals are able to get acquainted.

Health and Hospital. This includes public, private, mental, physical, and educational groups whose purposes fall under these titles.

Education - Recreation. This includes formal, informal, educational and group work services for youth or adults.

Family Services. This includes public, private, assistance agencies, child care, family aid, and any other related services within this category.

Community Planning and Development. This includes civic, cultural, neighborhood and urban renewal projects, and Community Action Programs.

Courts and Correctional Institutions. All Juvenile Homes, adult institutions, or similar behavior modification programs come under this category.

Churches - Council of Churches. The ecumenical organization which exists should be the group through which this representative works. Individual requests can still be handled.

Aged and Retired. Clubs, retirement centers, and convalescent homes are the types of facilities grouped here.

IV. TERMS OR ASSIGNMENTS

The Executive Group includes the Chairman, Vice Chairman, Recorder, Director, and three Support Group leaders, three Field Reps, one Fund Support Rep, or approximately eleven persons. (See Figure 1, p. 39)

For members of the Directing Group, terms or assignments run for three years and should be staggered at the beginning of the operation so that each year some new persons assume responsibilities. Terms should be no more than three years with at least one year interval before becoming

eligible for re-election. In those interims, former Directing Group members may be working members of a unit, but not leading one.

Re-election must be to a different unit than before in this case.

The structure, with limited constraints of detailed job descriptions and rules, allows freedom of action in the implementation of tasks.

Voting on the single slate is done by the Directing Group. Careful consideration by the Nominating Support Group to achieve cross-community representation, with tenure restrictions, will keep active, vital persons coming into the organization. The popular desire to have voting done by large groups such as polling representatives from all using agencies, or widespread memberships, too frequently results in blind voting and useless efforts. If the Center's objectives are pursued, stagnation by perpetuation is highly unlikely. The process itself will stimulate the desired results.

V. REFLECTION OF CROSS-COMMUNITY PROFILE

The profile of the Directing Group should be indicative of the community's profile of adult population. This would mean that effort must be made to have the Nominating Support Group seek persons representative of minority groups, different economic backgrounds, including those receiving public grants and those from different geographical areas. The major criteria for eligibility are that they be willing to give service, and learn at the same time. This profile must also include young people in high school or college who may be either in active roles with the Directing Group or members of the units. It is

imperative that we include the younger age group in major decision making roles as well as implementing ones.

VI. AUDIT FOR ALL UNITS

Given the chance, most organizations become very involved and complex and tend to spend more time on process than goals.

Consistent with the flexible, fluid design necessary to achieve the tone of the Center are the following guide lines each unit should consider at frequent intervals. They are presented as questions which help to establish a personal involvement on the part of the unit's members.

1. Will this project or activity help fulfill the objectives, or plan of work of the Center?
2. How will this activity involve or relate to another unit's plan of work?
3. How are we planning to share implications of this involvement for optimum meshing of plans?
4. When are our check points planned?
5. What is our time table for completion?

With each unit considering these points, there may need to be joint meetings of units or at least meetings of the leaders to prevent a collision course or lack of coordination of plans.

Checkpoints. One of the simple ways to help avoid communication barriers is the use of the checkpoint plan. At designated times, or places, in any given plan, a group should stop to check progress.

Evaluations at these intervals might cause changing, modifying, or eliminating entire portions of a plan. It should be used by the Directing Group and all units as a way of work to keep action in line with goals.

VII. STANDARDS AND ELIGIBILITY CRITERIA

As mentioned earlier in this Chapter, the Center needs to have criteria for serving using agencies as well as some guides for accepting requesting agencies' requests, in order to move toward fulfilling its objectives. Though both sets can be simple and undemanding in many things, in the area of commitment to the objectives of the Center, there should be no compromise in effort by the using agency.

Criteria Guides

Requesting agencies need to be able to accept the following criteria before the Center can act on its requests. It must agree to:

1. accept the objectives of the Center,
2. establish a plan for education and supervision of volunteers,
3. comply with simple documentation required for communication.
4. In lieu of the above, it must have requested consultive help from the Center to assist with compliance of the criteria.

The process for this should be in keeping with the basic objectives and operational tone of the Center. Rather than make it a screening action, it should be a helping one. In practice, criterion two frequently becomes an involved series of requirements, such as: only a salaried person may be a director of volunteers, or there must be an

integrated series of training experiences available. This causes undue hardship on the agencies just beginning to develop volunteer programs, when attempting to satisfy such requirements.

VIII. EVALUATION

Evaluation of effectiveness, an important function of any entity, is relative as perceived by the observer. As mentioned in Chapter II, Spiegel (2, p. 4) feels strongly that bias is the factor which causes blocks to scientific approach. However, prevention of stagnation in programming can be accomplished through effective evaluation processes which are built into a system at its inception. If there be agreement on objectives, goals to reach them, and criteria for guidance, projected in advance, there can be measurement of accomplishment. This cyclical process should be part of the annual self assessment of the Center.

Types of Measurements

Some practitioners criticize the "numbers game", a common title given to the practice of counting each contact or interview equally with other kinds of services. They feel this creates a bias in the measurements and renders the results useless. Though this writer agrees that mixing kinds of data is not sound, measurements must be both qualitative and quantitative to adequately define changes which may have taken place.

Quantitative. Data showing the number of interviews, referrals, consultations and similar services can be kept by each unit in specific test periods, and be gathered for documenting reports. These should not be used without further support or else the "numbers game" will be in complete control.

Qualitative. This is a more difficult area to test. Such techniques as attitude surveys, observations of involvement, participation frequency, random sampling of personnel from using agencies, all can be external measuring devices. These items matched with budgetary controls, can be used to draw attention to weak or strong spots for further analysis.

Tools have been developed for internal measurements of roles and relationships of volunteer and staff (31) and personal growth and self inventory measurements. (32) Aids such as these should be used both by Center personnel as well as using agencies.

IX. DEVELOPMENTAL PHASES

Lippitt (9) developed a model which this author has adapted. The three phases of organizational growth and the critical concerns paramount in each are summarized as follows:

Birth: to create a new organization, to survive as a viable system

Growth: to gain stability, reputation, develop pride

Maturity: to achieve uniqueness and adaptability, to contribute to society.

He writes that the consequences of each growth stage not meeting the critical concerns will lead eventually to failure of the organization. (9, p. 39)

Growth of the Center

Phase One. From the "birth" of the Center, using projections stated thus far, immediate attention must be given to declaring

priorities for action. Among the areas logically concerned are the education of the Directing Group, communication system, both internal and external, the information retrieval systems, and evaluation processes.

Phase Two. As soon as growth begins, the need for stability, reputation for reliable output, and pride in accomplishment can be measured. The periodic review of priorities in programs then forms the basis for shifting priorities in the total plan of work.

Phase Three. Achieving uniqueness will be done by the creation of new programs and innovative planning in former areas of void in services. Adaptability can be demonstrated by evaluations of existing services and eliminating those not then required or which are duplicated.

Each new plan of work will be influenced by the preceding one and the growing base of accomplishments will feed back to participants thereby opening additional avenues for experimental projects.

Evaluations must be consistent and checkpoints frequent in order to assure continuity with fewer communication gaps.

X. SUMMARY

By diagrams, the author has attempted to show the Center as a structure. With verbal descriptions, the writer has attempted to describe the units, how they interrelate, as well as each unit's relationship to the functions of the Center.

Before launching programs, provision must be made for evaluations to be conducted at intervals, based upon goals set by the Directing Group, and measurement criteria. These must be in tandem with the

objectives which constitute the purpose for the Center. Motivation for the Center's implementation must be the belief in, and willingness to commit to, its broad objectives. Conviction of their value or merit is prerequisite to the membership and participation as a member of the Directing Group.

CHAPTER V

SUMMARY

I. CONCLUSIONS

The extensive mental exercise brought about by experiences during the development of the Conceptual Model and the resultant proposal, created an all too frequent desire to begin implementation of the ideas. Dividing the creation of a Center from the reality of operation was a most difficult restraint for the writer. As a result, the author concluded that the Center should be implemented and thereby tested. Each hour spent in research and writing reinforced this belief. In the process of implementing the plan for the Center, the writer feels there would be a high probability for the following results.

Community Changes

If the Center were developed as described, the results would be viewed as improvements in the community. Among these: 1) a growing number of citizens would learn ways to become involved in community service, 2) the base of involvement would widen to include groups not now participating, 3) the close agency interaction would help to discover voids and duplications in services, 4) there would be a neutral agency serving as the stimulus for interagency sharing of their resources, 5) the attitude toward adult education would take a different turn to include the field laboratory of community service as a major impact area.

Innovation and Experimentation

Innovation and experimentation would be the "way of life" for the Directing Group. Unlike a long established agency with a wide spread membership expecting services perceived in traditional ways, the Center would be in a position to develop relationship contracts with the requesting agency to assist in specific areas of need rather than attempt to be everywhere at once. This would provide additional models from which other agencies could learn.

Spin-Off Groups

Decentralization would be considered as a development of the Center. Spin-off groups made in the same image as a parent group would not necessarily have to follow the same patterns of innovation. Adaptive designs would need to be tried and tested which would groove with the main Center, though have individualistic characteristics. Any methods or approaches which help to achieve objectives could be considered pilot or experimental ventures and could easily come about with the freedom of creativity built into the Center.

Interpersonal Relations

An organization with few rules and restraints, such as the Model and Center suggest, would necessarily have to keep the objectives in view which could provide an atmosphere where interpersonal trusts were strengthened, if the program survived. There would be little cover for those individuals not pulling their part of the load. This could only result in the growing strength of the Center, or total failure. The

key would be to develop trust and practice the process of sharing to the fullest.

II. RECOMMENDATIONS

Recommended Studies

In the process of developing the study, the author found areas needing further research and development, which if carried out, would contribute to increased understanding of voluntarism.

1. A study should be conducted of staff and volunteer roles in specific geographical areas. Loewenberg's pilot study in 1965 showed marked relationship in the increased amount of detailed staff support and the decrease of substantive participation on the part of volunteers. (16) He proposed, however, that various local studies should be conducted to ascertain if there were geographical or other differences which would influence results.

2. A study probing the personal attitudes toward voluntarism in general, and volunteer programs and education of volunteers, conducted among a variety of categories of professional persons, would provide data which would help in planning ways to promote voluntarism as well as improve that which already exists.

3. Increased numbers of interagency activities involving joint planning, executing, and evaluating, need to be held in order to determine measurable benefits. Careful preparations for analysis must be made in advance and be integral parts of each session to assure an objective study.

Recommendations Directly Related
to Model Implementation

1. There needs to be greater cross-disciplinary sharing. Models used successfully by Peace Corps personnel, for example, could be adapted to many different life style communities. (33, 34) Effort needs to be made to develop procedures to enable this sharing to be more easily affected.

2. Experimentation must be continually conducted in the use of methods for encouraging motivation of non-participants to become involved in community endeavor. This would result in the increase of interdependence in a community. Maturity of a society is based upon the combination of independence and interdependence. To prevent special interest groups from retarding progress for personal gain for a few, it is necessary to have large scale involvement of people seeking to understand and know about factors which would make up the problem areas.

(1, pp. 226 - 227)

III. TRENDS AFFECTING VOLUNTARISM

There are definite trends to be considered which will have impact on the total field of voluntarism. Each will affect the testing of the Model for the Center as well as every other currently active volunteer service agency. The identification of some of these general areas seems vital as the parting contribution of the study.

1. Even with the hopes and aspirations for large scale citizen involvement, we must still face the trends toward wide scale employment of the traditionally dominant volunteer component, the housewives. As they begin to retrain for employment, full or part time, this detracts

from their leisure time, the source previously available will shrink in numbers, and competition for their time will increase.

2. The further away from core areas that commuting takes us, the longer it will take to go to and from work, also detracting from available leisure time. (1, p. 229)

3. Motivation, in people now considered by both themselves and society as being disinterested, will have to be increased. Stimulation probably will need to be related to tangible, immediate results such as better employment chances or physical comforts.

4. There will have to be increased attention paid to child care facilities to relieve the mother while she learns how to volunteer. Even though she wants to help, a large segment of our population cannot personally fund the cost of helping others. Similar concerns will need to be given to males for incidental expenses, if not child care, should the current trends of family life continue.

5. If the forecasts for shorter work weeks continue, another factor may begin to compensate for the increased employment of individuals, especially women. More men will have leisure time, and can become part of the potential for volunteer involvement. This could well change the current situation of the greater number of women over men in the volunteer ranks.

6. Increased effort will be placed on more efficient organization of services by agencies. There will have to be better preparation before involvement of new personnel, because competition will increase and volunteers will move to the places where satisfaction is most quickly obtained.

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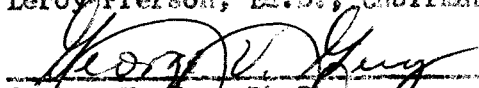
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AN ABSTRACT OF THE THESIS OF Helen L. Warbington for the Master of Science in Teaching in General Social Science presented May 1971.

Title: A Conceptual Model for A Human Resource Center for
Voluntarism

APPROVED BY MEMBERS OF THE THESIS COMMITTEE:


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The increase in voluntary activities in both public and private sectors of the U. S. A. has begun to make it clear that information is needed concerning models for new or different ways of working with people in volunteer agencies.

This study attempted to develop a model for a Human Resource Center for Voluntarism which began with three objectives. They were to:

1. stimulate and/or provide avenues for closer working relationships among existing agencies and organizations involving volunteers,
2. broaden the base of citizen participation in community services,
3. reinforce the relationship between adult education and community service by allowing for individual growth and task completion as interdependent goals.

Fundamental statements underlying the purpose for developing a Model included the following:

1. Involvement of citizen volunteers is a valuable facet of the American cultural heritage, and is unique in its application.
2. An adult's responsibility as a citizen is to become involved in the community to work toward improvements for all individuals.
3. Education is the principal avenue by which this can be accomplished because: (a) learning results in behavior change, (b) behavior change is necessary for cultural growth and progress.

From this, a Model was developed which described in general terms what tones, atmosphere, and relationships were necessary to achieve the goals. In addition, a proposal was made for more specific details for the requirements of the Directing Group and its components.

Data for the study was obtained from documented literature primarily from 1960 to 1970, as well as personal experiences of both the writer and many colleagues in the field of voluntary community service agencies.

The writer concluded that the proposed Center could have some lasting, positive effects on a community by being both a model for other community service agencies as well as an action agency which could develop innovative and experimental ways of work.

A CONCEPTUAL MODEL FOR A HUMAN RESOURCE
CENTER FOR VOLUNTARISM

by

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