REPORT OF THE
JOINT LEGISLATIVE
AUDIT AND REVIEW COMMISSION ON

THE VIRGINIA DIVISION OF VOLUNTEERISM

TO THE GOVERNOR AND
THE GENERAL ASSEMBLY OF VIRGINIA

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PREFACE

Senate Joint Resolution 36 of the 1983 session of the General Assembly directed JLARC to review the operation of the Virginia Division of Volunteerism and to recommend whether the Division should continue to operate after June 30, 1984. At that time, the Division is scheduled to cease operations because of a "sunset" provision in its enabling statute.

Although among the smallest State agencies, The Division provides various aspects of support and encouragement for volunteer activities in the Commonwealth. The Division was created in 1979 to carry out this function.

Subsequent to the staff briefing of the draft report, a legislative subcommittee established to work with the Commission on this study held a public hearing. The hearing provided an opportunity for the agency and interested parties to express their opinions on the JLARC draft recommendations and the Division's past performance and continuing need.

The subcommittee endorsed the following recommendations outlined in the report:

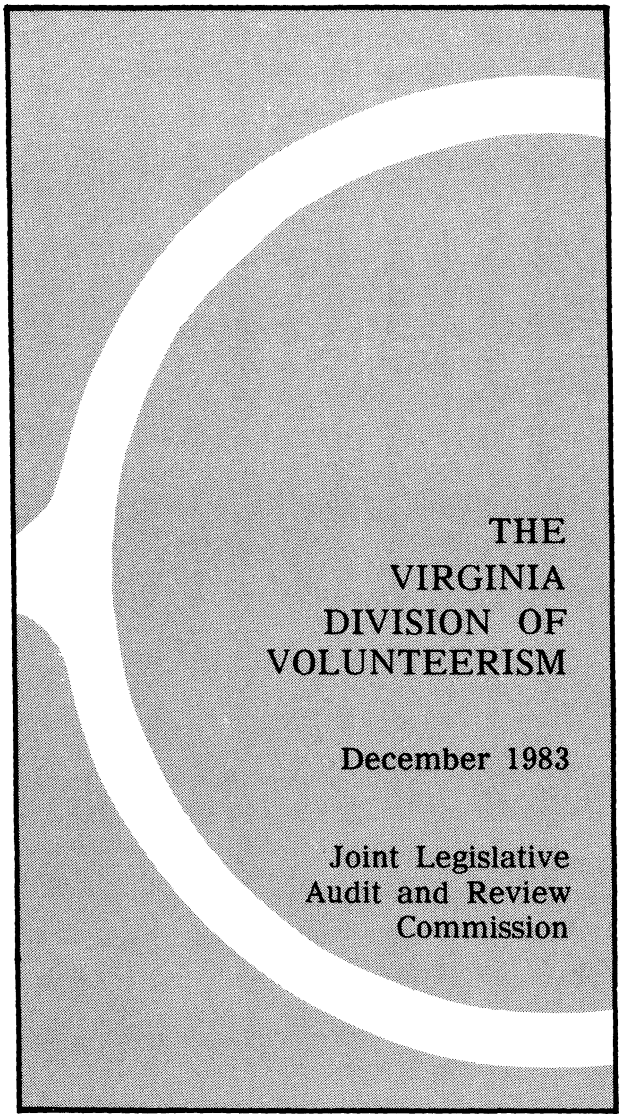
- that the Virginia Division of Volunteerism be continued;
- that the overlap and duplication which exists between the Division and the Center for Volunteer Development at Virginia Tech be eliminated;
- that the Division take the steps outlined in the report to improve its effectiveness; and
- that the Division's administrative services be assigned to a larger agency under the Secretary of Human Resources.

In addition, the subcommittee proposed that legislation be introduced in 1984 to implement the major recommendations contained in this report. The full Commission concurred with these recommendations.

On behalf of the Commission Staff, I wish to acknowledge the cooperation provided by the employees of the Division of Volunteerism and the many public and private agencies across the State which provided information for this report.

Ray D. Pethtel
Director

December 12, 1983



To "encourage and enhance volunteerism in the Commonwealth," the Virginia Division of Volunteerism was established in 1979. At present, there are an estimated 1.3 million volunteers in Virginia, and the hourly value of their collective services is estimated to be about $8.69 million. The Division provides information, training, and recognition to support these efforts.

Senate Joint Resolution 36 directed JLARC to evaluate the performance of the Division of Volunteerism and recommend whether the Division's enabling legislation should be reenacted. This report therefore focuses on the Division's fulfillment of its mandate and on determining whether there is continuing need for its services.

The staff report concludes that the Virginia Division of Volunteerism should be reauthorized. Increasing emphasis on volunteerism in the State, a high demand for the Division's services, and the quality of the Division's past performance justify its continued operation.

Although the Division's achievements in the voluntary sector have been commendable, changes are needed with regard to two issues: the Division's status as a separate State agency, and the potential for duplication with the Center for Volunteer Development of Virginia Tech.

A JLARC REPORT SUMMARY

Fulfillment of Mandate

The Division of Volunteerism has been given the statutory responsibilities of assisting all State agencies in developing volunteer programs, aiding in the collection and dissemination of information on volunteerism, informing the public about volunteer services and opportunities to volunteer, providing technical assistance and training, and promoting volunteerism in the State. JLARC assessed the extent to which the Division of Volunteerism has fulfilled these mandates by reviewing the agency's objectives and achievements and by identifying impediments to carrying out its charges.

Agency Outcomes and Impacts. The Division of Volunteerism has established objectives consistent with its legislative mandate and has engaged in numerous appropriate activities. Although it is difficult to measure the agency's actual impact on volunteerism in the State, organizations served by the Division are highly positive about its contributions.

Existing Impediments. To compensate for its limited staff resources and to increase its range of influence, the Division of Volunteerism has placed an emphasis on providing services only to those agencies which request assistance, and on becoming a "trainer of volunteer trainers." Despite this "reactive" approach, however, the agency is still unable to meet the demand for its services.

An agency request for additional positions was withdrawn in order to comply with the Governor's budget targets. However, alternate means of expanding the Division's service capacity should be

explored, such as upgrading existing staff positions to improve service delivery, making greater use of volunteer coordinators from State and private agencies as trainers, increasing the Division's use of volunteers for training and administrative purposes, and video-taping frequently offered seminars.

Officials of the Division indicate that service delivery is also hampered by responsibilities associated with its status as a separate State agency. In order to relieve this burden, the Division's status should be reconsidered and its administrative responsibilities assigned to a larger agency.

Continuing Need for the Division

Several issues are involved in determining whether the Division should continue operating: whether the need continues for State-level assistance to volunteerism, the potential for duplicating the services of other State agencies, and the likely impact if the Division were abolished.

Need for Volunteerism. Several factors, including declines in resources, increases in costs, emphasis on citizen involvement in government, and legislative and executive interest in volunteerism, point to a continuing need for a State volunteer office. Moreover, demand for the Division's services remains high as public and private agencies look for ways to utilize volunteers.

Areas of Overlap or Duplication. Duplication between the Division and other volunteer offices could result in unnecessary cost to the State and a lack of focus for volunteer activities. The creation of the Center for Volunteer Development by the Virginia Tech Extension Service has intensified the potential for overlapping services. In spite of attempts by both agencies to reduce duplication, there is a potential for overlap both in service delivery and in client groups. Because the future of both agencies is uncertain, several options are presented for coordinating functions and eliminating duplication.

Likely Results if Abolished. Although the State would save the cost of agency operations ($150,000 annually) by abolishing the Division of Volunteerism, the action would likely result in an even greater loss to the State by possibly curtailing the expanding use of volunteers. Moreover, user groups and Division officials indicate that eliminating the Division would result in the loss of valuable training and assistance and signal a loss of State support to the volunteer community at a time when volunteerism is still in an embryonic stage in Virginia.

Conclusion and Recommendations

The evidence contained in this report suggests that the program managed by the Division of Volunteerism is valuable, cost effective, and necessary. The Division's efforts are highly regarded and apparently needed by volunteer organizations across the State. Further, current economic trends and increased reliance on private initiatives to provide important services point to the increased use of volunteer efforts. State level support and encouragement for volunteerism should, therefore, be continued.

Recommendation (1). The General Assembly should reenact legislation in 1984 that continues the services provided by the Virginia Division of Volunteerism.

Recommendation (2). If volunteerism is viewed as an administrative function, the Division should be transferred to the Administration and Finance secretariat and administrative support provided by a larger department. If viewed as a human resource function, the Division should remain under the Human Resources secretariat and administrative support provided by a larger agency within that area. This would reduce the routine administrative demands on the Division's staff, moderate the need for additional program staff, and thereby increase the agency's service delivery capability.

Recommendation (3). The General Assembly should act to reduce the overlap and duplication which exists between the Division of Volunteerism and the Center for Volunteer Development at Virginia Tech by either (1) requiring a more specific memorandum of understanding to clearly specify the responsibilities of each agency, and/or (2) restricting activities of the Center to those consistent with the University's extension mission and limiting the Center's funding to non-State sources.

Recommendation (4). The Virginia Division of Volunteerism should take steps to improve its effectiveness by (1) upgrading existing staff positions for service delivery purposes and (2) seeking to enhance its capabilities to delivery services through such means as the use of agency volunteer coordinators as trainers, videotaping some agency training programs, and expanding its own use of volunteers for program and agency purposes.

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I. VOLUNTEERISM IN VIRGINIA AND OTHER STATES

Virginia first recognized the potential for citizen involvement in State government in 1974, when a group of concerned individuals proposed that a partnership between the State and private citizens be formed to allow for volunteer participation in State government. On July 30, 1975, Governor Mills Godwin signed Executive Order Number 25 formally establishing the Virginia State Office on Volunteerism. Initial funding was provided by ACTION, the federal agency on volunteerism. On July 1, 1979, the Office on Volunteerism was established as an independent agency of State government by action of the General Assembly, and was renamed the Division of Volunteerism.

The General Assembly gave additional support to volunteerism in 1977 through the Volunteers Act (Section 2.1-554, et seq., *Code of Virginia*). The Act provides State agencies with "guidelines for the development of volunteer programs and the utilization of volunteers." As amended, it charges State agencies wishing to develop a volunteer program to enlist the services of the Division of Volunteerism. It also outlines the status of and benefits available to volunteers in State government.

The Division of Volunteerism

The responsibilities of the Division of Volunteerism encompass various aspects of support and encouragement for volunteer activities.

Responsibilities. The responsibilities of the Division are outlined in Section 2.1-559.6, *Code of Virginia*:

- to assist all State agencies in the development of volunteer programs in compliance with the provisions of the Virginia State Government Volunteers Act.
- to aid in the collection and dissemination of information on volunteerism.
- to develop a program to inform the public of the opportunities to volunteer and of the services volunteers provide the Commonwealth.
- to provide and/or aid in the provision of technical assistance and training in all aspects of volunteerism for

- directors and coordinators of volunteers, for staff, and for volunteers; state, local, or private.

- to foster and promote the recognition of the accomplishments of volunteers and volunteerism in the Commonwealth.

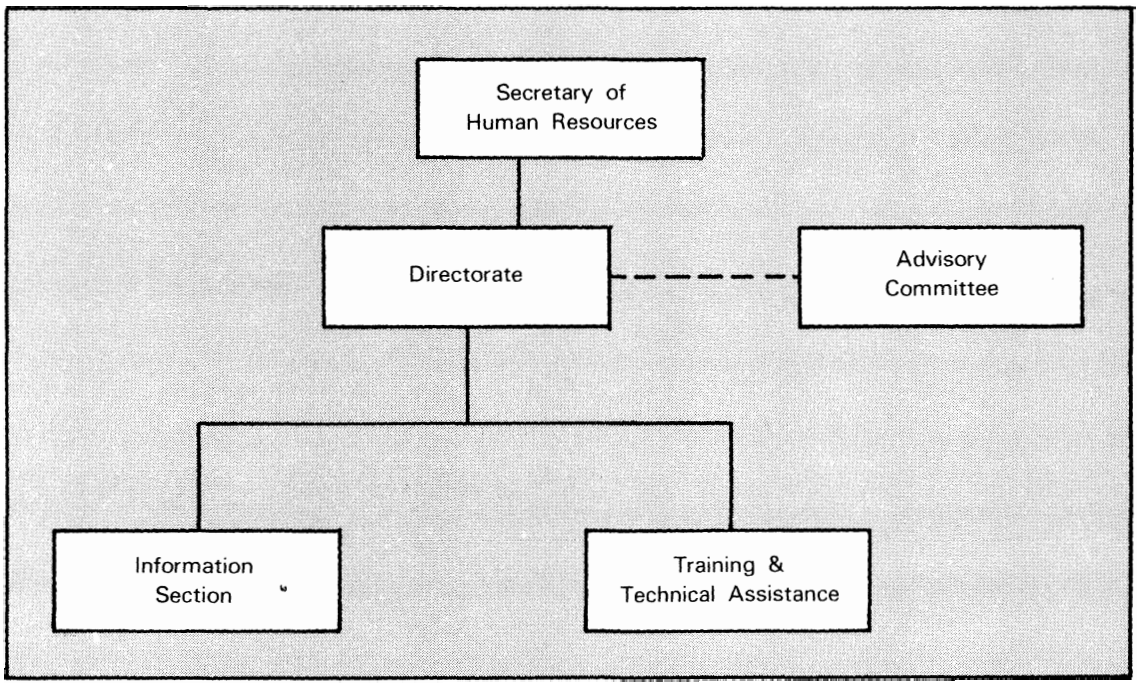
The Division of Volunteerism works with all State agencies. It is administratively assigned to the Secretary of Human Resources. Its organization is shown in Figure 1.

Advisory Committee. To assist the Division in carrying out its mandate, the General Assembly established a fifteen-member Advisory Committee on Volunteerism. Committee members, who are appointed by the Governor for four-year terms, are required to "have interest, knowledge, skills or expertise in volunteerism" and to represent public and private segments involved in volunteer programs.

The committee is charged with advising the Governor, the Secretary of Human Resources, and the Director of the Division on the agency's methods, techniques, and procedures. In accordance with this

Figure 1

DIVISION OF VOLUNTEERISM



Source: Division of Volunteerism.

mandate, the commitee members participate with agency staff in an annual review of the activities of the agency and the planning of future activities and directions. The Committee meets quarterly.

Funding. Appropriations and expenditures for the Division are shown in Table 1. The Division is authorized to have four full-time staff positions. Additional staff assistance and funds may be obtained through federal grants and arrangements with other agencies.

Table 1

REVENUES AND EXPENDITURES OF
THE DIVISION OF VOLUNTEERISM
(FY 1980 - FY 1983)

Fiscal Year	Appropriation	Expenditures
1980	$141,788	$139,987
1981	158,210	153,923
1982	166,880*	122,088

*Decline in federal funding reduced the funds actually available to the Division.

Source: Department of Planning and Budget and CARS reports.

Volunteers in Virginia Government

Statistics are not currently available on the full extent to which State agencies make use of volunteers. Some estimates indicate there are over 1.3 million volunteers in Virginia. The hourly value of their collective services rendered has been set at about $8.69 million according to standards set by ACTION.

Table 2 illustrates the diversity of volunteer programs in state agencies, provides an estimated value of volunteer time for each agency, and offers examples of the kind of services volunteers provide. Although some State agencies do not use volunteers at all, each of the agencies listed has used the Division of Volunteersim to support its programs.

The Departments of Mental Health and Mental Retardation, Social Services, and Corrections have integrated volunteers into their agency operations on a regular basis. Agencies may use volunteer coordinators to oversee their volunteer programs. The Departments of Corrections, Social Services, and Visually Handicapped have full-time paid coordinators.

Table 2

EXAMPLES OF STATE AGENCIES WHICH USE VOLUNTEERS

Agency	Number of Volunteer Hours 1980-81	Number of Volunteer Hours 1981-82	Dollar Value of Volunteered Time 1980-81	Dollar Value of Volunteered Time 1981-82	Principal Uses of Volunteers
Department of Corrections	187,240	275,545	$1,404,300	$1,791,043	court assistants, probation officer aides, recordkeeping, transportation, tutoring, religious instruction
Department of Mental Health and Mental Retardation	N.A.	118,144	N.A.	$ 769,936	counseling, fundraising, advisory committees
Department of Rehabilitiatve Services	5,124	13,534	$ 33,306	$ 87,971	reading services, peer counselors, food services, transportation, clerical
Department of Social Services	134,200	156,073	$ 872,300	$1,014,475	management consultants, employment training, food distribution, transportation, data entry, clerical
Department of Visually Handicapped	30,848	38,590	$ 200,512	$ 250,835	readers, family visitors, job placement, peer counselors, braillist, transportation
Employment Commission	N.A.	30,000	N.A.	$ 195,000	teaching job seeking skills workshops, outreach to veterans, data entry, clerical, janitorial
Science Museum	9,627	11,000	$ 62,575	$ 71,500	staffing shop, explaining exhibits, ushering, planeterium talks, public relations, volunteer coordination
State Library for the Visually and Physically Handicapped	N.A.	5,791	N.A.	$ 37,641	"talking book" inspection, taping books and magazines, machine repair, reading, filing, shipping

Source: JLARC contact with agency officials. Value of time is based on federal ACTION standard valuation of volunteer time of $6.50 per hour.

Comparison with Other States

The number of state offices of volunteerism in the country varies from year to year, but the National Center for Citizen Involvement currently lists 32 existing offices. As shown in Table 3, offices in southern states range in size from a single state-funded position to fourteen. Budget levels also vary. Some offices are still funded through ACTION, although grants from that federal agency are intended as "seed money" and normally do not extend beyond five years.

The state offices vary widely in the approaches they take to carry out their responsibilities and in the emphasis they place on specific activities. For example, North Carolina Governor's Office of Citizen Affairs does little training and instead emphasizes statewide media campaigns aimed at promoting the concept of volunteerism to the population at large. Five of the staff members of the North Carolina office also serve as ombudsmen for the Governor, responding to queries and investigating citizen complaints that are not necessarily related to volunteerism.

Private industries and agencies are the primary recipients of services in some states. Others, like Virginia, have attempted to work with both private and public agencies.

In a few cases, state volunteer offices actually supervise special programs that use volunteers. The Beautify Texas program and a Runaway Hotline operate out of the Texas Governor's Office for Volunteer Services. Some states have sponsored refugee resettlement programs, energy conservation workshops, or youth employment efforts. Some state offices play an advocacy role, actively promoting legislation benefiting volunteers.

The Virginia Division of Volunteerism's primary focus is on technical assistance and training. The Division does not operate any programs directly and has had limited involvement in volunteer advocacy until recently.

JLARC REVIEW

JLARC's review of the Virginia Division of Volunteerism was authorized by Senate Joint Resolution 36. The resolution focused on determining whether there is a continuing need for the Division of Volunteerism and assessing the Division's fulfillment of its mandates.

In carrying out the review, JLARC was directed to "consult with private, public sentate and local agencies which have been served by or worked with the Division in encouraging and enhancing volun-

Table 3

OFFICES ON VOLUNTEERISM IN OTHER STATES

State	How, When Created	Reports to	Actual FTE	Annual Budget	Primary Service Provided
Alabama	Governor, 1983	Governor	5	$185,000	information,coodination of volunteer efforts, organization of private sector initiatives
Arkansas	Legislature	Governor	7	$100,00	training, volunteer recognition creation of community services councils
Georgia	Governor, 1973	Department of Community Affairs	1, with 10 "swing" staff from other offices	$ 93,000	coordination of volunteer efforts, advocacy, coalition building
Kentucky	Governor, 1975	Department of Social Services	1	$ 40,000	technical assistance, program operation
Mississippi	Governor 1976	Department of Human Development	4	$158,000	training, coordination of volunteer efforts, rural development
North Carolina	Governor, 1977	Governor	14	$500,000	Governor's ombudsman, promotion of volunterism, organization of private sector initiatives
Texas	Governor, 1973	Governor	10	$369,000	program operation
West Virginia	Department of Welfare, 1971	Assistant Commissioner of Social Svc.	1	None	technical assistance and training

Source: JLARC.

teerism." The resolution also established a legislative liaison committee composed of three General Assembly members to serve with JLARC on the study.

Scope and Objectives

In accordance with provisions and criteria set forth in Section 30-58.1 and Section 30-68 of the *Code of Virginia*, this report focuses on the performance of the Division of Volunteerism and the central question of continued need for the Division's services. Five objectives of the study were:

- to determine whether there is a continuing need for the Division;
- to review the appropriateness of the Division's responsibilities
- to identify areas of duplication or conflict with programs offered by other agencies;
- to evaluate the effectiveness and efficiency of the Division's operations; and
- to assess the likely results if the Division were discontinued.

Methods. The findings in this report are based on data collected by:

- a questionnaire mailed to approximately 100 agencies which received training or assistance from the Division of Volunteerism;
- a survey of the Division's Advisory Committee members;
- interviews with the Division of Volunteerism staff;
- interviews with volunteer coordinators in several State agencies which received services from the Division, as well as some which did not;
- attendance at the Division's committee meetings, workshops, and annual conference;
- review of about 200 participant evaluations of the Division's training workshops; and
- review of various agency documents and publications.

In addition, an agency self-study was requested in order to provide the Division with an opportunity to comment from a agency perspective on questions related to its operations. The agency self-study is included among the Appendixes to this report along with other survey results.

Report Organization

This report is organized into three chapters. Chapter one has provided an overview of the Division of Volunteerism's structure and responsibilities as well as background information on the status of volunteerism in other states. Chapter two evaluates the specific issues relevant to the Division's continued operation. Chapter three outlines the study conclusions and recommendations.

II. REVIEW OF THE OPERATIONS OF THE VIRGINIA DIVISION OF VOLUNTEERISM

The Division of Volunteerism puts major emphasis on providing public and private organizations with skills necessary to enhance the effective use of volunteers. While it is difficult to measure the direct impact of the Division on the extent and quality of volunteer service in the Commonwealth, clients of the Division express a high degree of satisfaction with its work.

There is no doubt that fiscal austerity and reductions in federal funds and programs point to a need for volunteers. Recent executive and legislative actions have also reaffirmed the need for State support and encouragement of volunteer activities. The nature of State involvement, however, requires assessment. This review, therefore, poses five basic questions which address the performance of the agency in fulfilling its mandate and the continued need for its program:

Fulfillment of Mandate

1. *Does the Division have measurable outcomes, and have these outcomes been achieved?* Has the agency successfully carried out its mandates? To what extent can the Division measure the impacts of its services?

2. *Are there impediments to carrying out the Division's mandate?* Do administrative or statutory obstacles exist which hinder the Division's activities? Are organizational or legislative changes needed to improve the Division's effectiveness?

Continued Need

3. *Is there a continuing need for the Division of Volunteerism?* Do the conditions which led to the agency's establishment still exist today? Are these conditions likely to continue in the future?

4. *Do program activities carried out by the Division overlap, duplicate, or conflict with those of other agencies?* If so, what is the extent of the problem, and can it be eliminated or reduced? Are there other means for accomplishing the same purposes at lower costs to the State?

5. *What would be the likely results if the Division were abolished?* How would agencies which use the Division's services be affected if the Division's services were no longer available? What impact on volunteerism in the State would likely result?

FULFILLMENT OF THE DIVISION'S MANDATE

The Division of Volunteerism has been given the statutory responsibility of assisting all State agencies in developing volunteer programs, aiding in the collection and dissemination of information on volunteerism, informing the public of opportunities to volunteer and of the services volunteers provide the Commonwealth, providing technical assistance and training, and fostering and promoting the recognition of volunteer accomplishments in Virginia. The level to which the Division's actions have met this legislative charge can be assessed by reviewing the agency's objectives and achievements, the focus and level of activities, and existing impediments to fulfilling the agency's mandates.

Question 1: Does the Division of Volunteerism have measurable outcomes, and have outcomes been achieved?

Since its inception, the Division of Volunteerism has engaged in numerous activities designed to carry out its legislative mandates. The Division's self-study, included among the Appendixes to this report, catalogs its activities during 1982-83. Activities during that period included:

- offering technical assistance to 24 units of State government;
- marketing a training series of eight workshops;
- conducting 36 individually designed seminars for private organizations and agencies of local government;
- consulting individually with 23 private voluntary organizations;
- filling 1,197 requests for information on volunteerism;
- sponsoring a statewide conference on Volunteerism in Virginia for 225 participants;
- publishing three editions of the agency's newsletter, Volunteer Virginia;
- publishing articles on volunteerism in five journals;

- creating a system for quantifying the value of volunteer time; and

- awarding mini-grants to 27 local Departments of Social Services to recognize volunteers.

Organizations served by the Division include public agencies and their local affiliates, private and non-profit organizations, and units of local government. The Division does not serve individuals, but focuses its efforts on groups.

Goals and Measurements. The Division has established activities to implement goals and objectives that are consistent with its legislative mandate. It has attempted to measure the effectiveness of its activities in several ways, including:

- participant evaluations of each of the Division's training programs;

- a survey of reader satisfaction with the agency's newsletter;

- a log of individual requests for materials catalogued in the Division's information clearinghouse; and

- a survey of 67 user agencies conducted in February 1982 for the House Appropriations Committee in an attempt to measure the Division's overall effectiveness. (The survey was not systematic or random.)

Each of these efforts produced results which reflected very favorably on the Division's activities.

However, Division staff and board members acknowledge that it is very difficult to measure the agency's actual impact on volunteerism in the State. Measurement problems result from the difficulty of ascertaining:

- whether the total number of volunteer hours statewide has increased or simply shifted to agencies which have received the Division's services;

- what levels of increase in an agency's volunteer program are attributable to the efforts of the Division of Volunteerism, the agency's own volunteer coordinator and staff, and the initiatives of volunteer organizations; and

- the extent of substantive improvement in existing volunteer programs resulting from the Division's assistance and training.

Nevertheless, the agency has established specific goals that it will attempt to measure in the future. The agency's most recent budget proposal and the Director's "Executive Agreement" indicate that the Division will "increase the number of volunteer hours donated to and the number of volunteers serving State and local government by seven percent in 1984-85 over the base figures of 1983-84." A second measurable agency goal is to provide assistance to 20 State agencies during the year.

Perceptions of User Groups. Opinions of user groups can be used as one surrogate measure of the Division's effectiveness. For evaluative purposes, user groups have been defined as public or private agencies that have received training or individual assistance from the Division. JLARC systematically surveyed a sample of 100 user groups in order to obtain generalizable information about the Division's effectiveness and to verify the highly favorable results obtained in the Division's own survey conducted in 1982. Results of the 80 questionnaires returned to JLARC confirm that user groups are highly positive about the Division's services (Table 4).

Table 4

USER RANKING OF SERVICES
OFFERED BY THE DIVISION OF VOLUNTEERISM

Services	Mean Score*	Number Receiving Service
Training	4.8	72
Conferences	4.7	52
Individualized Consultation	4.7	46
Researching and Answering Requests	4.4	56
Publications	4.2	65

*Based on a five-point ranking, where 5 = Excellent and 1 = Poor.

Source: JLARC survey of user groups.

Almost 70 percent of the respondents to JLARC's survey believe the Division has contributed to an overall improvement in their volunteer programs. Almost half of these respondents cite improvements in the recruitment, recordkeeping, use, and recognition of volunteers as resulting from the Division's activities (Table 5). In contrast, only twelve respondents found it difficult to determine the impact the Division had on their volunteer programs.

In addition to the survey, JLARC staff reviewed nearly 200 evaluation forms from seven Division workshops presented during Spring 1983. Ratings by participants were overwhelmingly high. On a scale of

Table 5

PERCEIVED IMPACTS OF VIRGINIA DIVISION OF VOLUNTEERISM SERVICES ON VOLUNTEER PROGRAMS

Areas of Improvement	Agencies Citing Positive Impact* Number	Percent of Total
Overall Improvement	52	68%
Volunteer Recruitment	37	49
Recordkeeping	36	47
Training of Volunteers	34	44
Integration of Volunteers	33	43
Volunteer Recognition	32	42
Assisted with New Program	29	38
Number of Volunteer Hours	25	33
Fund-raising	15	19
Other	18	24
Difficult to Determine	12	16

*Based on 76 responses to this question.

Source: JLARC Survey of User Groups.

1 (low) to 5 (high), the Division achieved an overall rating on all the workshops of 4.6.

Workshop subjects related to volunteerism include fund raising, recordkeeping, legal liabilities, and principles of volunteer management. Participants reported on the JLARC survey that they generally find the Division's training to be relevant to their own work and appropriate for implementation into their agencys' volunteer programs.

Question 2: Are there any impediments to carrying out the agency's mandate?

Concerns have been raised about the agency's ability to fully meet its service demands due to the size and composition of its staff and the administrative requirements of independent agency status. Staff limitations have contributed to an approach to service provision that is primarily reactive, but which attempts to maximize the Division's impact.

Staff Size. The Division has funding for a director, an associate director, an information officer, and a secretary. An

additional part-time person, funded by a Title XX contract with the State Department of Social Services, is employed to assist in the development and training of volunteers in the social services area. The Division also shares 1/4 of an accountant position with the Council for the Deaf. Table 6 outlines the responsibilities of each full-time staff member.

The size of the Division of Volunteerism staff has varied with the amount of federal money available. In FY 1981, for example, the staff numbered seven FTE. Part of this staff was funded by a special federal grant to assist in the resettlement of refugees in Virginia.

Although some staff and advisory board members have assisted with training in the past, the Division's Director is the agency's chief service provider. He cannot meet all the current demand for services or provide expanded services. (There is a need for expanded services according to 22 percent of those responding to JLARC's user survey.)

Table 6

STAFF RESPONSIBILITIES IN THE DIVISION OF VOLUNTEERISM

Full-time Position	Responsibilities
Director	-agency management -primary service provider (training and technical assistance) -legislative liaison -technical assistance -public speaking -reporting and evaluation -materials development
Associate Director	-shares agency management duties -fiscal oversight -budget development -non-financial information -conference planning -publication design
Information Technician	-handles information requests -maintains clearinghouse of information -writes articles on the Division for outside publications
Secretary	-handles typing and clerical duties -agency receptionist

Source: JLARC and the Division of Volunteerism.

Reactive Approach. Because the agency has few staff, a decision has been made to provide training in volunteer management and technical assistance to directors and coordinators of volunteer programs. This "train the trainer" approach was seen as a means to increase the Division's range of influence. It has enabled the agency to better cope with its workload, but it has also contributed to making the Division "reactive" in terms of helping agencies with their volunteer programs. Specifically, the Division's staff provides assistance only to agencies which request help. The Division has not actively or systematically identified State agencies or programs which could profit from using volunteers.

A telephone survey of the Division's Advisory Committee members found that most members feel that some problem exists with this aspect of the Division's focus. Approximately three-fourths of the members agreed that "the Division is so reactive to user groups that efforts to initiate new programs or agency contacts have been limited." Division staff and advisory committee members, however, express concern that current agency resources would be insufficient to meet any additional demand for services placed on it by a more "proactive" approach.

Staff Needs. The Division recently submitted a request for six additional positions, but withdrew the request in order to comply with the Governor's budget targets. Three of these positions were requested to expand the agency's current services, while the other three would have been used to administer a proposed "Volunteer Incentive Fund." The Fund was to provide local volunteer agencies with State-matched funds in order to meet an increasing demand for volunteer services.

New positions might have been needed if the additional responsibility of administering the Volunteer Incentive Fund had been given to the agency. However, the Division's current level of operations can be maintained or increased to some extent without additional positions.

To better provide service delivery within current staffing limitations, the Division could upgrade the agency's information officer and associate director positions. These two positions could then better assist the director in delivering the agency's primary services of providing training and assistance to volunteer agencies and groups. The Division could also explore other ways to meet service demands. One alternative is to relieve the Director of some administrative routine. Other alternatives include the use of videotapes for seminars that are offered frequently, greater use of volunteer coordinators from State and private agencies as trainers, increased use of trained volunteers for service delivery, and use of volunteers in the Division's library and other office services.

Administrative Demands and Placement. As a result of becoming a full-fledged agency in 1979, Division officials indicate that increased administrative responsibilities have hampered service delivery. A small agency like the Division, with only four full-time employees, must respond to many of the same administrative requirements as large agencies. The burden of such activities as preparing the budget and payroll, accounting, and handling personnel matters has a much greater impact on a small agency's ability to carry out its mandate. The Division's Director indicates that he spends about 30-40% of his time on administrative matters.

Prior to becoming a separate agency, the Office of Volunteerism was housed in the Department of Intergovernmental Affairs (DIA). Division officials indicate that this arrangement was preferable to them because DIA staff relieved the Office from most administrative matters and thereby enabled the staff to concentrate on training and assisting volunteers.

Division officials agree that the agency's current status should be reconsidered. The Division could be relieved of most of its administrative duties by:

- housing the Division (and other small agencies) under an umbrella agency for administrative purposes;
- assigning the Division's administrative responsibilities to larger State agency;
- making the Division a bureau within another State agency, such as the Department of Social Services (which is sympathetic to volunteer services) or the Department of Personnel and Training (which provides similar services to State employees);
- placing the Division's functions and personnel within the Secretary's Office or within the Governor's office.

Each of the alternatives outlined above have certain advantages and disadvantages. For example, the benefits of an umbrella agency are clearly recognized by the Division of Volunteerism; however, the option might require creation of a new agency. Subsuming the Division under another State agency could result in some loss of identity or in a loss of priority attention to volunteerism. Current limitations on the number of staff within the Governor's secretarial offices appear to eliminate that option for the immediate future. Finally, the Division Director indicates that, in his view, the success of volunteer agencies placed within the governor's office in other states has been mixed due to the political demands sometimes placed on them.

Even if the Division's status remains intact, consideration might be given to placing it within the secretarial area of Administration and Finance along with other agencies which have cross-cutting responsibilities. This arrangement would provide for the greatest access to the Division's services across secretarial lines and would be logically consistent with the A&F function.

CONTINUING NEED FOR THE DIVISION OF VOLUNTEERISM

Several issues are involved in determining whether the Division's enabling legislation should be reenacted by the General Assembly. On one level, regardless of the the Division's performance, consideration should be given to the continued need for the State to encourage and enhance volunteerism. On another level, the performance by the Division is a factor, because another agency or a reconstituted agency might better achieve the Commonwealth's purposes or better meet the requirements of the volunteer community.

This section of the report focuses, therefore, on the extent to which the conditions that led to establishing the Division still exist. Also addressed are the potential or actual duplication between the Division and other agencies, and the likely impact of abolishing the Division.

Question 3: Is there a continuing need for the Division of Volunteerism?

The 1977 Virginia State Government Volunteers Act expresses the Legislature's support of the use of volunteers: "since the spirit of volunteerism has long animated generations of Americans to give of their time and abilities to help others, the Commonwealth would be wise to make use of volunteers in State service where ever practically possible." To this end, the General Assembly established the Virginia Division of Volunteerism to "encourage and enhance volunteerism in the Commonwealth."

Several factors indicate that there is a continuing need for the Division. These include:

- declines in resources and increases in costs which suggest that more volunteers will be needed to provide services that would otherwise be provided by government;
- a continuing emphasis on citizen involvement in government that is at least partially fulfilled through volunteerism;
- recent presidential incentives encouraging the use of volunteers nationally; and

- State initiatives to provide cooperation between the public and private sectors which may involve the use of volunteers.

Specific legislative and executive actions indicate continued interest in expanding the use of volunteers in Virginia. State personnel policies were revised to allow volunteer experiences to qualify as experience for State employment, and authorized volunteers are covered under the State's new comprehensive liability protection. During the 1983 Session, the General Assembly passed two relevant resolutions. HJR 98 "acknowledges the value of volunteerism" and requests local governing units and civic and public service groups to cooperate with the Division's efforts to expand volunteerism. HJR 55 established a joint committee to study "incentives to encourage volunteerism" including possible tax credits or other rewards for enlisting and using volunteers more effectively.

The demand for the Division's services remains high as public and private agencies look for ways to utilize volunteers. Over 1,000 requests for information on volunteerism are received annually. During 1982, representives of 135 public and private organizations attended training workshops, and approximately 80 organizations requested and received individualized assistance from the Division. The State Health Department, for example, requested the Division's assistance in developing a volunteer program. Fifteen requests for training assistance or representation from the Division were declined between March and April, 1983, due to heavy commitments and a staffing loss.

Question 4: Do program activities carried out by the Division of Volunteerism overlap, duplicate, or conflict with those of other agencies?

Duplication between the Division and another agency could result in unnecessary cost to the State and a lack of focus for volunteer activity. While about half of the State, local, and private organizations responding to the JLARC survey do receive some assistance from regional voluntary action centers or local agencies such as the United Way, these activities appear to supplement, rather than duplicate, the Division of Volunteerism's operations. In fact, although 22 percent of local governmental agencies received help from their State counterparts, the assistance was often supported by Division staff or training. Although cooperative efforts have been made, a potential for duplication has been identified between the Division's services and those of the Center for Volunteer Development at Virginia Tech.

Possible Duplication with Virginia Tech Center. In a 1979 report on the cooperative extension service, JLARC noted the potential for duplication between extension services and those of other state

agencies, including the Division of Volunteerism. Moreover, the report stated that "future expansion of agency programs is likely to bring them into greater competition with extension." In this case, however, action by Virginia Tech to create the Center for Volunteer Development (CVD) has greatly intensified the potential for duplication.

The Center was established in 1980 under the university's broad extension mandate. The center is funded by a five-year grant from the Kellogg Foundation, general funds, and special funds. (Taking into account the funding and staffing levels of both the Division and the Center, Virginia has 12.5 FTE staff positions and a budget of over $400,000 devoted to volunteerism. This places Virginia near the top of the range among Southern states.)

Virginia Tech received the non-competitive Kellogg grant after expressing interest in a program to more effectively involve university faculty in volunteer program development as part of its extension function. The Center is the only one of its type in the country and is viewed as a pilot project by Kellogg. No legislative action was necessary to initiate the Center, although support and approval were received at the time from Governor John Dalton. The Division of Volunteerism supported the initial concept of the Center as another resource to the volunteer community, with the understanding that the Center would not duplicate the Division's activities.

In some ways, the efforts of the two agencies are complementary in serving a growing volunteer community. However, several factors suggest that duplication does exist between the Division and the Center. The two agencies offer similiar assistance relating to volunteerism (Table 7), and serve similar clientele.

As stated in its 1981 annual report, the Center's mission is to "make more available and more accessible the expertise of university faculty to volunteers and volunteer groups seeking answers to problems and concerns." In accordance with its mission, the Center's core staff of six professionals (including three regional specialists located in Blacksburg, Warrenton, and Richmond) and two clerical positions link up volunteer research questions with the expertise available from faculty members at several State colleges and universities. University faculty have provided information on such subjects as "burnout" of crisis-intervention volunteers, development of school volunteer programs, recruitment of minority volunteer firemen, and the setting up of community beautification programs.

The Center's program extends into the traditional local extension network. Extension agents in each of the 108 local offices across the State are being trained to assist volunteer groups in identifying and solving problems and to serve as the link between the Center and the community.

Table 7

COMPARISON OF SERVICES OFFERED
BY VDV AND CVD

Activity	Division of Volunteerism	Center for Volunteer Development
Training	Offers regional training series and specialized training.	Volunteer training provided.
Technical Assistance	Individual consultation on request.	Assists in problem solving and research.
Information and Resources	Publishes newsletter on volunteerism in general and Division activities.	Publishes newsletter on Center activities.
	Maintains clearinghouse on volunteer information. materials.	Maintains library of volunteer-related

Source: Annual Reports of VDV and CVD.

The attempts of officials from the Division and the Center to reduce the potential for duplication through regular contact, collaborative efforts, exchange of advisory board representation, and development of a memorandum of understanding have not proven totally successful. The latter method was a result of general recommendations made by JLARC in 1979.

JLARC recommended that the Extension Division develop a memorandum of understanding with each State agency that might have an overlapping mission. Although a memorandum was agreed to in 1981 and recently updated, there is still not a clear distinction between the client groups to be served by the two agencies. Rather, a major provision in the memorandum states that:

> The Division of Volunteerism is to take the leadership in working with State government agencies and organizations to encourage and enhance the use of volunteers in delivery of State services. The Virginia Tech Extension Services is to support this effort and to assist State government units at the local level when requested.

While the wording clearly identifies the Division as the provider of services to State government agencies, it permits both to work with local agencies and affiliates of State agencies and nowhere does it clarify the responsibilities of the two agencies with respect to the non-profit and private sector.

While the two agencies have attempted in good faith to coordinate activities, there is an acknowledgement that the potential for duplication continues to exist. In the agency self-study prepared for this report, the director of the Division of Volunteerism states that:

> Efforts at cooperation and collaboration [between the Division and Center] are not without cost. It drains time and resources to negotiate memoranda of agreement and to share information necessary for cooperative and coordinated action... *The problem is one of coordinating the work of two relatively autonomous entities, which have overlapping client groups and smiliar missions.* [Emphasis added.]

Center Funding. The Center was established with a $1.2 million grant from the W. K. Kellogg Foundation and with the administrative support of the extension division. According to Virginia Tech officials, approximately $155,000 in State funding designated for extension purposes has gone to support the Center's core staff and operations between its creation in 1980 and December 1982. The State expenditures were part of the required Tech share of the five-year Kellogg Grant. An additional $75,000 has come from federal funds, fees for services, and other grants (Table 8).

Table 8

BUDGET OF THE
CENTER FOR VOLUNTEER DEVELOPMENT

Fiscal Year	Kellogg Grant	VPI&SU Cost Sharing* State Funds	VPI&SU Cost Sharing* Other Funds**	Total
1979-80	$ 73,130	$ 5,424	$ 2,553	$ 81,108
1980-81	215,707	28,364	13,348	257,419
1981-82	228,003	67,936	31,971	327,910
July- Dec 1982	73,448	53,342	25,101	151,891
TOTALS	$590,288	$155,066	$72,973	$818,328

*Does not include in-kind contributions of local extension agents or faculty.

**Includes federal, fees for services (C.E.C.), and grants.

Source: VPI&SU.

Virginia Tech also proposed an in-kind contribution of 15 FTE's of local extension staff time in the first year of the grant, building to an estimated 60 FTE's by the third or fourth year of the contract. However, staffing reductions have limited this contribution to about 7.6 FTE in local staff time, or approximately $97,000 in State funding for extension salaries, during 1982-83. The contributions of faculty members and other university support, while also recognized, have not been estimated.

The future status of the Center for Volunteer Development is unclear because of the uncertainty of available funding. The five-year Kellogg contract is based on a decrease in the funding designated for staff salaries by 20 percent annually and is scheduled to cease after December 1984. Neither will State funds be available for Center activities during the 1984-86 biennium, which begins July 1, 1984. The 1982-84 Appropriations Act does not provide any State funds in the 1984-86 biennium for the Extension Division's community resources program, from which the Center's core operations are funded.

The Dean of the Extension Division indicates that the University is considering several possibilities with regard to the Center's future, including:

- disbanding the Center but retaining the Center's expertise to coordinate the use of volunteers in helping to carry out the Extension Division's services;

- maintaining the Center but only to serve the volunteer community that falls within the State-funded Extension Division program areas (e.g., agriculture, 4-H, and family resources); and

- maintaining the Center but limiting services to the level for which local, federal, and other sources of funding become available.

In the short term, Virginia Tech officials indicate that approximately $312,000 of unspent grant monies may be available to fund an additional year of the Center's operations if approved by Kellogg. The unspent funds include $162,000 of the original grant currently being held in escrow to build housing for the Center. The building project has been postponed indefinitely because the proposed site is near a flood plain. The remaining $150,000 would come from unused Kellogg funds which have accumulated over the Center's first three and a half years of operation.

Options for the Future. Since the future of both the Virginia Division of Volunteerism and the Virginia Tech Center for

Volunteer Development is currently unclear, several options exist for legislative consideration:

- maintain the two agencies but require that the memorandum of understanding be rewritten to more closely deal with overlap in service delivery and clientele.

- maintain the two agencies on the condition that the Center for Volunteer Development obtain all of its future funding from private, local, and/or federal sources by continuing the restrictive language in the Appropriations Act.

- abolish the Division of Volunteerism in favor of the Virginia Tech program.

- assign the responsibilities of the Division of Volunteerism to Virginia Tech and move the Division to Blacksburg.

- continue the Division of Volunteerism and request Virginia Tech to abolish the Center for Volunteer Development.

Question 5: What would be the likely results if the Division of Volunteerism were abolished?

If abolished, the current emphasis, focus, and support of volunteerism provided by the Division would be lost at a time when support for volunteerism is still in its embryonic stage of development in Virginia. Support for volunteer programs would be left to the Virginia Tech program and, given its current focus and status, would have to be considered tentative at best. Large State agencies and private organizations with established volunteer programs would likely continue to make good use of volunteers. Others with less developed volunteer programs would need to seek assistance from outside the agency or develop an expertise of their own.

State Focus. Maintaining the State's focus and support for volunteerism is likely to remain important given trends towards budgetary restraints and the shifting of governmental responsibilities to the states. Discontinuance of the Division would send the volunteer community mixed signals. It would suggest that continued State support for training and assistance in volunteerism is not warranted while other factors indicate that Virginia has been seeking to encourage the use of volunteers.

In response to JLARC's request for an agency self-study, the Division's director enumerated several impacts he feels would occur if

the services provided by the Division of Volunteerism were no longer available:

- loss of basic skill training for new directors of volunteers or continuing education for experienced volunteer directors;
- no focal point for volunteer programs to coordinate and exchange ideas;
- no comparable, no-cost center for problem solving and consultation assistance or information services;
- no State agency taking a leadership role in initiating volunteer programs in government or the private sector;
- loss of a source of innovation and research in volunteerism; and
- loss of a statewide platform for advocacy and public education on behalf of volunteers.

In addition, the Division's director stated that the "elimination of the Division could be interpreted as evidence of the State's lack of commitment to the notion of volunteerism at the very time when services provided by government are being curtailed."

While some of the Division's services might be handled by the Center for Volunteer Development at Virginia Tech, its own uncertain future would not guarantee the State a continued focus for volunteerism if the Division were abolished. Moving the Division to Blacksburg would make it remote from the center of State government volunteer activity in Richmond.

Impacts on User Groups. Many user groups indicated to JLARC staff that the Division's discontinuance would most greatly affect the availability of training and technical assistance in volunteerism, the exchange of ideas from experts and others who have volunteer programs, and the perceived support from the State for volunteer programs (Table 9). Ten respondents indicated that little or no impact on their agencies would occur if the Division were abolished.

The responses of user groups varied considerably, as the following examples demonstrate:

> "... the quality and quantity of our volunteer programs would diminish - continual stimulation and nurturing is important in volunteer programs."

Table 9

IMPACTS ON USER GROUPS IF VDV WERE ABOLISHED

Perceived Impacts	Number of Agencies Responding to Each Impact (N=75)
Loss of training/technical assistance	27
Loss of assistance and support from the State	17
Inability to exchange ideas and trends with volunteer directors in other agencies and experts	15
Initiation of new volunteer programs hampered/ cripple expansion of existing program	11
No unified, central clearinghouse for information	10
Loss of nationally recognized agency/advocate	10
Little or no impact on our volunteer program	10
Labor cost savings would cease	5

Source: JLARC survey of user groups. Multiple responses were possible.

> "Although our program would survive without additional sup-port from the Division of Volunteerism, other agencies who have yet to develop such a program would have difficulty organizing."
>
> "[no impact on us], since our utilization of volunteers is minimal at this point."
>
> "I think to cut a program such as this, in a time such as this, would be a serious error - volunteers have never been so important to our society and our economy... The Division is a basic support to the provision of community services without increased cost to that community."

These findings suggest that while the State would save the cost of the agency program ($150,000 annually) by abolishing the Division of Volunteerism, discontinuance could result in the loss of a great deal of valuable volunteer energy.

III. CONCLUSION AND RECOMMENDATIONS

The mandate for supporting volunteerism in Virginia has been statutorily assigned to the Division of Volunteerism. The evidence suggests that the program managed by the Division is valuable, cost effective, and necessary. The Division's efforts are highly regarded and apparently needed by volunteer organizations across the State. Current economic trends and increased reliance on private initiatives to provide important services indicate increased use of volunteer efforts. State-level support and encouragement for volunteerism, therefore, should be continued.

Recommendations

Recommendation (1). The General Assembly should reenact legislation in 1984 that continues the services provided by the Virginia Division of Volunteerism.

Recommendation (2). If volunteerism is viewed as an administrative function, the Division should be transferred to the Administration and Finance secretariat and administrative support provided by a larger department. If viewed as a human resource function, the Division should remain under the Human Resources secretariat and administrative support provided by a larger agency within that area. This would reduce the routine administrative demands on the Division's staff, moderate the need for additional program staff, and thereby increase the agency's service delivery capability.

Recommendation (3). The General Assembly should act to reduce the overlap and duplication which exists between the Division of Volunteerism and the Center for Volunteer Development at Virginia Tech by either (1) requiring a more specific memorandum of understanding to clearly specify the responsibilities of each agency, and/or (2) restricting activities of the Center to those consistent with the University's extension mission and limiting the Center's funding to non-state sources.

Recommendation (4). The Virginia Division of Volunteerism should take steps to improve its effectiveness by (1) upgrading existing staff positions for service delivery purposes, and (2) seeking to enhance its capabilities to deliver services through such means as the use of agency volunteer coordinators as trainers, videotaping some agency training programs, and expanding its own use of volunteers for program and agency purposes.

APPENDIXES

APPENDIX A

TECHNICAL APPENDIX SUMMARY

JLARC policy and sound research practice require a technical explanation of research methodology. The technical appendix for this report is available upon request from JLARC, Suite 1100, 910 Capitol Street, Richmond, Virginia 23219.

The technical appendix includes a detailed explanation of the methods and research employed conducting this study. The following areas are covered:

1. Survey of User Groups. Questionnaires were mailed to 100 organizations which received training or individual consultation from the Division of Volunteerism in 1982. Questions covered the performance of the Division of Volunteerism in providing its services and the impact of these services on volunteer programs in the Commonwealth. Data from 80 returned surveys were analyzed using the Statistical Analysis System (SAS) package.

2. Phone Survey of Advisory Board Members. A structured interview was conducted by telephone with current board members. The purpose of the survey was to ascertain their perceptions of the appropriateness of the Division's current mandate, hinderances to carrying out the mandate, needed improvements, impacts if the agency were abolished, and administrative concerns.

3. Agency Self-Study. In accordance with the authority granted to JLARC in Section 30-68b, Code of Virginia, the Division was requested to complete an agency self-study. The format, designed by JLARC, provided the opportunity for the agency to list its accomplishments, and to comment on questions relating to its continued operation and fulfillment of its mandates. The completed self-study is included among the appendixes to this report.

JLARC SURVEY ON THE VIRGINIA DIVISION OF VOLUNTEERISM

General Instructions. This survey contains a series of questions concerning the activities of the Virginia Division of Volunteerism. We realize that volunteer programs may receive assistance from various sources and are effective for a variety of reasons. Please respond to each question in the manner that reflects your understanding of how the Division's activities relate to your agency's volunteer program.

1. The Virginia Division of Volunteerism offers a variety of services to agencies throughout the State. Please indicate your assessment of each of these services, which may have been provided at any time, as they relate to your agency.

	Excellent	Good	Satisfactory	Fair	Poor	Does Not Apply
a. Publications (newsletters, etc.)	( ) 35%	( ) 35%	( ) 9%	( ) 1%	( ) 1%	( ) 18%
b. Conferences	( ) 45	( ) 18	( ) 3	( ) 0	( ) 0	( ) 34
c. Training Workshops	( ) 75	( ) 14	( ) 2	( ) 0	( ) 0	( ) 9
d. Researching and Answering Information Requests	( ) 37	( ) 28	( ) 4	( ) 1	( ) 1	( ) 29
e. Individual Consultation	( ) 41	( ) 16	( ) 1	( ) 0	( ) 0	( ) 42
f. Other (specify) _____	( ) 9	( ) 0	( ) 0	( ) 0	( ) 0	( ) 90

N = 80

2. Of the following list of training opportunities offered by the Virginia Division of Volunteerism, please rate each of those which you or someone else from your agency attended during calendar year 1982.

	Personally Attended	Someone Else Attended	Ideas Presented Were Relevant and Later Implemented	Ideas Presented Were Relevant But Not Implemented	Ideas Presented Were Not Relevant	No Response
	Number*		Percent			
a. Basics of Volunteer Management N = 46	( ) 37	( ) 14	( ) 80%	( ) 2%	( ) 0%	18%
b. Effective Boardsmanship N = 16	( ) 12	( ) 14	( ) 75%	( ) 13%	( ) 0%	12%
c. Marketing Institute for Volunteer Programs N = 17	( ) 9	( ) 6	( ) 71%	( ) 12%	( ) 5%	12%
d. Advanced Volunteer Management N = 33	( ) 26	( ) 5	( ) 64%	( ) 15%	( ) 6%	15%
e. 1982 State Conference for Welfare Staff N = 13	( ) 8	( ) 2	( ) 54%	( ) 8%	( ) 15%	23%
f. Other (specify) N = 14	( ) 12	( ) 1	( ) 79%	( ) 0	( ) 7%	14%

*In some cases, more than 1 person attended from an agency.

N = Number of responses

3. How have the services provided at any time by the Virginia Division of Volunteerism affected your agency's volunteer program? Check all that apply.

Percent

16% Difficult to determine the Division's impact on your agency's volunteer program.

68 Improved the overall management of your agency's volunteer program.

19 Improved your agency's fund-raising efforts.

5 Resources and interest within your agency were not sufficient to warrant changes.

0 Assistance or ideas presented by the Division of Volunteerism were not useful enough to warrant changes within your agency.

38 Assisted your agency in developing a new volunteer program.

49 Improved your agency's recruitment of volunteers.

44 Helped your agency to better train volunteers.

47 Improved the recordkeeping of your agency's volunteer program.

42 Resulted in better recoginition of your agency's volunteers.

32 Enabled your agency to increase the total number of volunteer hours used.

43 Resulted in better integration of volunteers into your agency's overall program.

24 Other (please specify): _____

_____

4. Has your agency received assistance or training in the area of volunteerism from any other source besides the Virginia Division of Volunteerism?

52% ( ) YES 48% ( ) NO

If yes, please list below the providing agency or organization's name and briefly describe the service you received:

Providing Agency's Name	Services Received	Approximate Date Received
Regional Voluntary Action Center 39%	General Training Workshop (45%)	
Local non profit agencies including United Way 37%	Individual Training and Consultation (64%)	
National organization, such as Action 29%	In-house activities (7%)	
Parent State agency 26%	VDV workshop sponsored by another agency (7%)	
VPI, Red Cross, Professional Societies 20%	Conferences (5%)	
	Information requests (5%)	

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5. Are there any changes or improvements that you would like to see in the Division of Volunteerism's current operations or services?

- more staff or budget (22.5%)
- expand services (22.5%)
- expand area of service delivery (7.5%)
- no change necessary (18.7%)
- greater publicity (8.75%)
- joint ventures with other agencies providing volunteer services (2.5%)
- emphasis on private agencies (1.2%)
- emphasis on state agencies (5%)
- other comments (16%)

6. In your opinion, what would be the likely impacts on your agency's volunteer program if the Division of Volunteerism were no longer providing services?

- loss of training technical assistance (33.7%)
- loss of assistance and support from State (21.2%)
- inability to exchange ideas and trends with volunteer directors in other agencies (18.7%)
- no unified central cleaninghouse for information (12.5%)
- loss of nationally recognized agency/advocate (12.5%)
- little or no impact on our volunteer program (12.5%)
- initiation of new volunteer programs hampered/ cripple expansion of existing programs (13.7%)
- labor cost savings would cease (6.2%)

APPENDIX C

BOARD SURVEY - DIVISION OF VOLUNTEERISM

Name of Board member_____ N = 13 _____

When contacted (date and time)_____

Hello. My name is _____ and I'm from the Joint Legislative Audit and Review Commission, which is a staff agency for the General Assembly. The General Assembly has requested that we review the operations of the Virginia Division of Volunteerism. Because you are a member of the Advisory Committee in Volunteerism, we're especially interested in obtaining your impressions of the Division's operations.

[Introductory Statement]

The Division of Volunteerism has a broad mission that includes five different mandates that relate to volunteers. You're probably familiar with these mandates, but I'll read them over for you. They are: (a) (b) (c) (d) (e). Now, when I go back over each one I'd like to know how you rate the way the Division carries out each of its responsibilities. I'll start with the first. [Read a] Would you say that the Division has carried out that responsibility in an excellent, good, satisfactory, fair, poor manner, or is this a service that the Division doesn't provide?

	Excellent	Good	Satisfactory	Fair	Poor	Not Providing	Cannot Answer
a. Assisting State agencies in developing programs	(10)	(2)	( )	( )	( )	( )	(1)
b. Aiding in collection & dissemination of information	(8)	(3)	( )	( )	( )	( )	(2)
c. Informing the public of volunteer opportunities and contributions	(5)	(6)	( )	( )	( )	( )	(1)
d. Providing technical assistance & training	(10)	( )	( )	( )	( )	( )	(1)
e. Fostering & promoting the recognition of volunteers	(6)	(3)	(1)	( )	( )	( )	(3)

Our second question concerns the same five mandates and once again I'll read the list and ask you to respond. We know that agencies sometimes must choose to emphasize certain responsibilities above others and allocate their resources accordingly. We'd like to know what you think about the emphasis the Division of Volunteerism places on each of its responsibilities. This time when I read off the list of responsibilities, we'd like to know whether you think the Division places too much emphasis/sufficient emphasis/not enough emphasis/ or no emphasis on that responsibility [Read a, b, c, d, e.]

	Too Much Emphasis	Sufficient Emphasis	Not Enough Emphasis	No Emphasis	Cannot Answer
a. Assisting State agencies in developing programs	(2)	(10)	( )	( )	(1)
b. Aiding in collection & dissemination of information	( )	(12)	( )	( )	( )
c. Informing the public of volunteer opportunities and contributions	( )	(8)	(2)	( )	(3)
d. Providing technical assistance & training	(1)	(11)	( )	( )	(1)
e. Fostering & promoting the recognition of volunteers	( )	(9)	(3)	( )	(1)

In the course of our study we've been in touch with some nationally based Volunteerism agencies. They've given us insight into some of the difficulties State volunteerism agencies may encounter in carrying out their legislated mandates. These difficulties may be internal, such as inadequate staffing or excessive administrative responsibilities, or external - forces in the political environment, competition with other agencies, or various pressures from the groups who use their services. I will read a list of possible problems. To what degree do you feel each of these difficulties is encountered within the Virginia Division of Volunteerism? [Read a] Does a serious problem exist, a minor problem exist, or is there no problem at all?

	Serious Problem Exists	Minor Problem Exists	Not A Problem	[redacted]ot Answer
a. The level of staffing is inadequate to meet service demands.	(12)	(1)	( )	( )
b. The Governor and Secretary of Human Resources often place demands on the Division to perform jobs outside the agency's regular mandates.	(3)	(2)	(5)	(3)
c. Because it's an independent agency, too much staff time must be devoted to budgeting, personnel matters, and other administrative tasks.	(4)	(6)	(2)	(2)
d. Staff resources are not adequately managed to ensure that an appropriate balance exists between service delivery and administrative tasks.	( )	(1)	(11)	(1)
e. Policy matters such as incentives relating to volunteerism have not been fully addressed by the State due in part to a lack of leadership by the Division.	( )	(1)	(10)	(2)
f. The Division feels it needs to be so responsive to user group demands that efforts to initiate new programs or agency contacts have been limited.	(5)	(4)	(4)	)
g. Duplication exists between the Division's services and those of other agencies.	(3)	(2)	(7)	(1)
h. Unclear statutory language has made it difficult for the Division to carry out its mandate.	( )	(2)	(9)	(2)
i. Other (please specify)_____ _____	( )	( )	( )	( )

AGENCY STATUS

As you know the agency will cease to exist after July 1, 1984 unless affirmative action is taken by the General Assembly. Several options are available to the legislature including, but not limited to: maintaining the Division in its current form; eliminating the Division; or making changes in the Division's administrative status or responsibilities. Please respond to the following questions to provide your opinion of the effect on your agency and volunteerism in Virginia if certain actions were taken.

1. In your opinion, what would be the impact on volunteerism in the State if the services provided by the Division of Volunteerism were no longer available?

(Open ended responses were tabulated and examined for content. Most responses indicated some negative consequence)

2. What are the advantages and disadvantages of maintaining the Division as a separate State agency in contrast to merging it with another agency?

(Most members supported existing status)

Approximately how long have you been a member of the Advisory Committee on Volunteerism?

Years _____ Months _____

Please don't feel this is your only opportunity to respond to these questions. We'll be discussing these areas more broadly at the conference, and you should feel free to contact us if there's anything you'd like to discuss. We're always available to talk over your concerns. Thank you for your time.

APPENDIX D

AGENCY SELF-STUDY, DIVISION OF VOLUNTEERISM

5/26/83 4vol./b/bj

I. AGENCY RESPONSIBILITIES/ACTIVITIES

The Division of Volunteerism has a broad mission that includes many activities related to volunteers. Please provide the information requested below as it applies to the responsibilities assigned to the Division. A separate sheet is to be completed for each specific responsibility.

SPECIFIC RESPONSIBILITY: To assist all State agencies in the development of volunteer programs.

Specific Activities Engaged in During 1982-83 With Regard to This Responsibility	Reason for Selecting These Particular Activities	Ways the Division Measures Results or Impacts of Each Activity	Identify Specific Results/Impacts if Possible
Provided concrete technical assistance & training in all aspects of volunteer programming to twenty-four (24) units of state government. These services included, but were not limited to the following: 1. Assisted the VA Employment Commission in the development of model volunteer programs in the Fredericksburg area office. 2. Assisted the Health Department in identifying potential uses of volunteers by providing top administrators' briefing in each of its five regions and by conducting one-day seminars on the basics of volunteer program management in two of the regions. 3. Assisted the VA Tech Extension Service in the development of the capabilities of its extension agents as volunteer problem-solvers by providing three day-long skill building workshops. Also assisted the Center for Volunteer Development by conducting seminars in volunteer management at two conferences on Volunteers in Public Schools.	These activities were conducted at the express request of the agencies and units of State government identified.	The objective of the Division's training and technical assistance is to improve the client agency's in-house capability to plan and manage volunteer programs. One measure of the effectiveness of this service is to ask the training participants to evaluate the seminars at the conclusion of each session. To obtain this feedback, the Division administers a standard evaluation instrument using a 1 to 5 point scale. The Division's objective is to achieve a minimum mean overall evaluation score of 4.0 for all major training events.	Northern Region - Health Department Basics of Volunteer Program Management April 27, 1983 - 4.300 Northwest Region - Health Department Basics of Volunteer Program Management August 19, 1982 - 4.889 Mt. Rogers Community Services Board Basics of Volunteer Program Management November 19, 1982 & March 18, 1983 - 4.214 Highlands Community Service Board Basics of Volunteer Program Management June 13-14, 1983 - 4.333 Department of Social Services Basics of Volunteer Program Management January 12-13, 1983 - 4.947 Department of Social Services Advanced Management of Volunteer Programs December 1-2, 1982 - 4.750 Department of Social Services Conference for Staff who Work With Vols. May 10-12, 1983 - 4.594

I. AGENCY RESPONSIBILITIES/ACTIVITIES

The Division of Volunteerism has a broad mission that includes many activities related to volunteers. Please provide the information requested below as it applies to the responsibilities assigned to the Division. A separate sheet is to be completed for each specific responsibility.

SPECIFIC RESPONSIBILITY: To assist all State agencies in the development of volunteer programs.

Specific Activities Engaged in During 1982-83 With Regard to This Responsibility	Reason for Selecting These Particular Activities	Ways the Division Measures Results or Impacts of Each Activity	Identify Specific Results/Impacts if Possible
4. Assisted the Media Services unit of the Department of Education in the development of volunteer resources in local school libraries by conducting six (6) regional workshops in locales around the state.			
5. Assisted the Department of Mental Health and Mental Retardation in strengthening its volunteer program by providing consultation and training to two (2) community service boards, one institution, and the new Preventive Unit.			
6. Assisted the Department of Social Services in strengthening its volunteer program by initiating new volunteer programs in seven (7) local welfare agencies and by sponsoring two, 2-day skillbuilding workshops, one 3-day statewide conference, seven (7) regional seminars, and one top administrators briefing.			
7. Assisted the Department of Corrections in strenghtening its volunteer program by conducting three one-day and one 2-day skill building workshops.			

1 (continued)

1 (continued)

I. AGENCY RESPONSIBILITIES/ACTIVITIES

The Division of Volunteerism has a broad mission that includes many activities related to volunteers. Please provide the information requested below as it applies to the responsibilities assigned to the Division. A separate sheet is to be completed for each specific responsibility.

SPECIFIC RESPONSIBILITY: To assist all State agencies in the development of volunteer programs.

Specific Activities Engaged in During 1982-83 With Regard to This Responsibility	Reason for Selecting These Particular Activities	Ways the Division Measures Results or Impacts of Each Activity	Identify Specific Results/Impacts if Possible
8. Conducted a one-day board training seminar for the State Board of Mental Health and Mental Retardation.			
9. Conducted two, one-day training seminars for the State Refugee Resettlement Council.			
10. Will conduct one, one-day training seminar for the boards of directors of Area Agencies on Aging in the Northern Virginia area for the Department of Aging on June 22, 1983.			
Note: In addition to the aforementioned services, the Division has also provided consultation and technical assistance to the Office of the Secretary of Human Resources, the Council for Overall Needs of Handicapped Persons, the Commission on the Status of Women, the Division for Children, the Department of Conservation and Economic Development, the Governor's Office, the Department of Planning and Budget (Governor's Citizen Conference), the VCU Center for Public Affairs, the Executive Mansion, Virginia State University (Non-traditional Program), the Division of Litter Control, the Science Museum, the Department of Highways, and VCU's Department of Educational Services.			

I. AGENCY RESPONSIBILITIES/ACTIVITIES

The Division of Volunteerism has a broad mission that includes many activities related to volunteers. Please provide the information requested below as it applies to the responsibilities assigned to the Division. A separate sheet is to be completed for each specific responsibility.

SPECIFIC RESPONSIBILITY: To aid in the collection and dissemination of information on volunteerism.

Specific Activities Engaged in During 1982-83 With Regard to This Responsibility	Reason for Selecting These Particular Activities	Ways the Division Measures Results or Impacts of Each Activity	Identify Specific Results/Impacts if Possible
1. Collected the most current and relevant information on volunteerism and catalogued same for the Division's Information Clearinghouse for the express purpose of researching and responding to 1141 documented requests for information received by June 15, 1983. 2. Published three editions of the Division of Volunteerism newsletter, VOLUNTEER VIRGINIA, and distributed it to a mailing list of 4,800 organizations and individuals interested in volunteerism.	Many requests for the Division's assistance are simply of the information nature and can be met in a cost effective manner by forwarding relevant printed resources. This avoids the need for more costly individualized consultation. To make certain that the most timely and current information is available for answering information requests, a library of resources is maintained. In order to disseminate information in a more proactive than reactive manner, the Division also publishes a newsletter which highlights exemplary programs, identifies current trends and issues, and reviews new resources available to the volunteer community.	The Division maintains information dissemination logs which document the number of information requests filled. During 1982-83, a random sample of the readership of VOLUNTEER VIRGINIA was surveyed to determine reader satisfaction with the newsletter	A random sample of 100 readers were mailed a questionnaire; 71 responded. A compilation of the responses generated the following data, on a 1-5 point scale. Q. Are the articles and features informative & newsworthy? Mean - 4.000 Q. How would you evaluate the quality of the writing? Mean - 3.986 Q. Are the resources identified in the newsletter helpful? Mean - 4.029 Q. Overall, how would you evaluate VOLUNTEER VIRGINIA? Mean - 4.084 Q. Should the Division continue to invest its limited resources in publishing this newsletter? Yes - 52 (73.24%) No - 4 (0.463%) No Response - 15 (21.13%)

I. AGENCY RESPONSIBILITIES/ACTIVITIES

The Division of Volunteerism has a broad mission that includes many activities related to volunteers. Please provide the information requested below as it applies to the responsibilities assigned to the Division. A separate sheet is to be completed for each specific responsibility.

SPECIFIC RESPONSIBILITY: To develop a program to inform the public of opportunities to volunteer and of the services volunteers provide.

Specific Activities Engaged in During 1982-83 With Regard to This Responsibility	Reason for Selecting These Particular Activities	Ways the Division Measures Results or Impacts of Each Activity	Identify Specific Results/Impacts if Possible
1. Sponsored a Statewide Conference on Volunteerism in Virginia for 225 volunteer leaders, which offered twenty skill-building workshops, three major addresses, and a public hearing on volunteer incentives.	1. The Statewide Conference provides a showcase for volunteerism, highlighting the accomplishments of Virginia's volunteers.	1. The Division administered an evaluation instrument to conference participants utilizing a 1-5 point scale.	1. The participants' mean overall evaluation score was 4.425 (of those responding).
2. Articles on volunteerism published in Volunteering, the Journal of Volunteer Administration, the Human Development News (newsletter of the U. S. Dept. of Health and Human Services), Voluntary Action Leadership, and Virginia Town and City.	2. Articles published in outside journals allow the Division at a minimal cost to reach a much larger and diverse audience than that afforded by the Division's in-house mailing list.	2. Not measured.	
3. Division staff and Advisory Committee members delivered nineteen public addresses (speeches) not reported elsewhere as training or technical assistance.	3. Requested by client agencies.	3. Not measured.	
4. Division staff created a new system for quantifying the value of volunteer time for the purpose of documenting the true value of volunteer contributions.	4. Previously utilized systems were inadequate and served to undervalue the contribution.	4. System will be tested in the Department of Social Services in 1983-84.	

I. AGENCY RESPONSIBILITIES/ACTIVITIES

The Division of Volunteerism has a broad mission that includes many activities related to volunteers. Please provide the information requested below as it applies to the responsibilities assigned to the Division. A separate sheet is to be completed for each specific responsibility.

SPECIFIC RESPONSIBILITY: To provide and/or aid in the provision of technical assistance and training in all aspects of volunteerism.

Specific Activities Engaged in During 1982-83 With Regard to This Responsibility	Reason for Selecting These Particular Activities	Ways the Division Measures Results or Impacts of Each Activity	Identify Specific Results/Impacts if Possible
(Note: These activities are in addition to training and technical assistance offered to agencies of state government previously reported and and do not constitute double-counting.)			
1. Provided face-to-face consultation to twenty-one (21) private voluntary organizations.	1. Organizations requested individualized technical assistance which could not be met through information services or training series.	1. Not measured.	
2. A comprehensive training series consisting of eight (8) major workshops were marketed and offered at communities around the state.	2. A generic training series offers the volunteer community substantive training opportunities at an affordable price and reduces the need for individualized training and consultation. It is decidedly more cost effective because many agencies can be served at once.	2. The Division's standard workshop evaluation instrument is administered at each event. The instrument utilizes a 1-5 point scale and the Division has an annual objective of achieving an overall mean evaluation score of 4.0 for each offering.	2. Basics of Volunteer Program Management Eastern Shore, March 7, 1983 Mean - 4.698 Median - 5 Basics of Volunteer Program Management Petersburg, April 4-5, 1983 Mean - 4.636 Median - 5 Fund Raising for People Who Hate Fund Raising Portsmouth, April 15, 1983 Mean - 4.680 Median - 5 The Complete Volunteer Legal Liability Workshop Richmond, April 25, 1983 Mean - 4.351 Median - 5 Basics of Volunteer Program Management Richmond, May 2-3, 1983 Mean - 4.837 Median - 5

I. AGENCY RESPONSIBILITIES/ACTIVITIES

The Division of Volunteerism has a broad mission that includes many activities related to volunteers. Please provide the information requested below as it applies to the responsibilities assigned to the Division. A separate sheet is to be completed for each specific responsibility.

SPECIFIC RESPONSIBILITY: To provide and/or aid in the provision of technical assistance and training in all aspects of volunteerism.

Specific Activities Engaged in During 1982-83 With Regard to This Responsibility	Reason for Selecting These Particular Activities	Ways the Division Measures Results or Impacts of Each Activity	Identify Specific Results/Impacts if Possible
			Volunteer Management for Part-Timers Blacksburg, May 5, 1983 Mean - Not Evaluated Volunteer Record Keeping VA Beach, May 5, 1983 Mean - 4.765 Median - 5 Marketing Institute for Volunteer Programs Hampton, May 9-10, 1983 Mean - 4.649 Median - 5
3. Conducted thirty-one (31) individually designed training seminars on volunteer related subjects for private organizations and agencies of local government not reported under other activities.	Requested by client agencies and need could not be met by technical assistance or information dissemination.	Not measured.	
4. Represented the Commonwealth of VA by presentations at the following national events on invitational travel: - International City Management Conference, Louisville, KY October 11, 1982 (seminar) - Worldwide Symposium of Army Family Services, Washington, D. C. October 9, 1982 (luncheon address)			

4 (continued)

I. AGENCY RESPONSIBILITIES/ACTIVITIES

The Division of Volunteerism has a broad mission that includes many activities related to volunteers. Please provide the information requested below as it applies to the responsibilities assigned to the Division. A separate sheet is to be completed for each specific responsibility.

SPECIFIC RESPONSIBILITY: To provide and/or aid in the provision of technical assistance and training in all aspects of volunteerism.

Specific Activities Engaged in During 1982-83 With Regard to This Responsibility	Reason for Selecting These Particular Activities	Ways the Division Measures Results or Impacts of Each Activity	Identify Specific Results/Impacts if Possible
- National Conference on Volunteerism, Anaheim, CA October 14, 1982 (seminar) - National Conference on Volunteers in Public Schools, Boston, MA May 6, 1983 (seminar) - National Conference on Citizen Involvement, Stanford University June 27-30, 1983 (4 seminars)			

5/26/83

4vol./b/bj

I. AGENCY RESPONSIBILITIES/ACTIVITIES

The Division of Volunteerism has a broad mission that includes many activities related to volunteers. Please provide the information requested below as it applies to the responsibilities assigned to the Division. A separate sheet is to be completed for each specific responsibility.

SPECIFIC RESPONSIBILITY: To foster and promote the recognition of the accomplishments of volunteers and volunteerism.

Specific Activities Engaged in During 1982-83 With Regard to This Responsibility	Reason for Selecting These Particular Activities	Ways the Division Measures Results or Impacts of Each Activity	Identify Specific Results/Impacts if Possible
1. Recruited Mrs. Robb to serve as Honorary Chair of VOLUNTEER VIRGINIA and sponsored a volunteer recognition program available to state agencies in which outstanding volunteer contributions were recognized with a certificate from the First Lady.	1. Provides special recognition beyond what individual agencies can offer. Easily administered at a minimal cost.	1. Not measured.	
2. Coordinated the awarding of the Department of Health & Human Services, Region III, Volunteer Activist Awards in Virginia on behalf of the Governor and Secretary of Human Resources.	2. Delegated by Governor's Office and Secretary of Human Resources.	2. Not measured	
3. Awarded mini-grants to twenty-seven (27) local departements of social services for the purpose of recognizing volunteer contributions.	3. Requested and funded by the Department of Social Services. Encourages volunteer recognition.	3. Not measured; however participating agencies increased from twelve (12) in 1981-82. This would suggest significantly increased interest.	

II. ACCOMPLISHMENTS/PROBLEMS

1. What do you feel have been the major accomplishments of the Division of Volunteerism?

The Division of Volunteerism has a very broad and ambitious mandate for an agency assigned 4.0 General Fund FTE positions. As a consequence, the Division has a carefully designed and refined service package which can provide maximum impact with its scarce resources.

The actual services of the Division are exemplified by the accomplishments cited for 1982-83 earlier in this survey. Stated more broadly, the Division's accomplishments might be summarized as follows:

A. Equiping leaders of volunteers (paid and unpaid) with sound planning and management skills in order to maximize the return of the volunteers they direct through a program of training opportunities, technical assistance, and information. The Division's capabilities in this area are recognized as among the foremost in the nation.

B. Initiating or assisting with the initiation of new volunteer programs in State and local government and the private sector. For example, the Department of Social Services now has formal volunteer programs in sixty-five of its local departments where previously there were none before the introduction of the State Volunteers Act.

C. Advocating for legislative and administrative remedies to barriers to volunteering. This service enhances the environment in which volunteers and volunteer programs operate. Among the inroads made for the voluntary community with the Division's assistance are:

(1) The enactment of the State Government Volunteers Act which authorizes State and local government to utilize volunteers where appropriate;
(2) The revision of the State personnel policies and application procedures to allow volunteer experience to serve as qualifying experience for State employment where appropriate;
(3) The inclusion of authorized volunteers under the State's new comprehensive liability protection;
(4) The enactment of the Volunteer Incentives Legislative Study for the purpose of exploring new incentives for volunteerism and volunteering.

D. Celebrating the accomplishments of volunteer contribution to the Commonwealth through such vehicles as Volunteer Week, the Statewide Conference on Volunteerism in Virginia, the First Lady's Volunteer Recognition Awards, and public presentations.

2. Are there any internal or external difficulties that should be corrected in order to enable the Division to more effectively carry out its mandate?

There are essentially three areas of difficulty which hinder the Division from more fully achieving its mandate.

A. The Division enjoys separate agency status. As do all small agencies, the Division devotes an inordinate amount of its energies and resources to administration. To remedy this situation, the Division has taken leadership in convening the small agencies in the Human Resources Secretariat for the purpose of exploring cost effective alternatives. Short-run outcomes of this initiative include the Division's agreement with the Council for the Deaf to share accounting services. Reproduction services are purchased from the Department of Computer Services.

Long-term options include:
(1) Co-location and increased sharing and collaboration;
(2) The establishment of an "Office of Small Human Resource Agencies" which would serve as a secretariat for each of these necessarily distinct and vital, yet small in size and budget agencies.
(3) The assignment of administrative functions such as accounting to a larger agency with more sophisticated, in-house capabilities. (For example, General Services currently performs the accounting for the State Advocacy Office.)

B. The Division is simply inadequately resourced. More effective and efficient management is not the answer. The Division's record for productivity and quality speak for itself. The Division has more client agencies and indirect clients (volunteers) than any other agency in the Human Resources Secretariat, yet is assigned the least resources. The Division invites comparisons of cost-effectiveness and productivity.

C. Several years ago, Virginia Tech University sought a grant from the Kellogg Foundation to establish a Center for Volunteer Development within its Extension Division. The Division of Volunteerism endorsed the grant with the philosophy that it should be supportive of any potential resources to the volunteer community. It was the Center's stated intent to delineate a mission distinct from that of the Division and one which would not duplicate its services.

In the years since the Center's inception, the Division of Volunteerism has sought to cooperate with the Center, and one collaborative effort has been undertaken with success. The Center also supports the Division's efforts by advertising and sometimes participating in the Division's conferences and training seminars.

The problems are essentially two-fold:
(1) Efforts at cooperation and collaboration are not without cost. It drains time and resources to negotiate memoranda of agreement and to share information necessary for cooperative and coordinated action.
(2) By its very existence, the Center for Volunteer Development generates more requests for training and technical assistance from the Division of Volunteerism. These referrals and requests for assistance are not necessarily welcomed, as they may not fit into the

Division's plan of action, yet are difficult to turn down. The problem is one of coordinating the work of two relatively autonomous entities, which have overlapping client groups and similar missions.

III. AGENCY STATUS

As you know the agency will cease to exist after July 1, 1984 unless affirmative action is taken by the General Assembly. Several options are available to the legislature including, but not limited to: maintaining the Division in its current form; eliminating the Division; or making changes in the Division's administrative status or responsibilities. Please respond to the following questions to provide your opinion of the effect on your agency and volunteerism in Virginia if certain actions were taken.

1. In your opinion, what would be the impact on volunteerism in the State if the services provided by the Division of Volunteerism were no longer available?

   Volunteerism in the State would be adversely affected if the services of the Division were discontinued, for the following reasons:

   A. There would be no resource for basic skill training for new directors of volunteers or for continuing education for experienced directors of volunteers.

   B. There would be no focal point for volunteer programs to coordinate and exchange information. In addition to skill training, the Division's conferences, seminars, and meetings serve as an informal vehicle for exchange and networking.

   C. There would be no comparable, no-cost center for problem-solving and consultation assistance or information services. The Division offers concrete assistance in all aspects of volunteer program planning and management.

   D. There would be no State agency taking a leadership role in initiating volunteer programs in government or the private sector to meet emerging community needs.

   E. A source of innovation and research in volunteerism would be lost to the volunteer community. Not only does the Division compile the "state of the art" in resources, it frequently is in the vanguard in creating them. The Division has frequently broken new ground in volunteer programming, legislation, printed materials, management approaches, and theoretical constructs. The replication of the Division's programs, approaches, and materials throughout the country attests to this.

   F. A statewide platform for advocacy and public education on behalf of volunteers and volunteerism would be sacrificed.

G. Elimination of the Division could be interpreted as evidence of the State's lack of commitment to the notion of volunteerism at the very time when services provided by government are being curtailed. It would make rather hollow the familiar call for "increased reliance on private initiatives and less reliance on government."

2. What are the advantages and disadvantages of maintaining the Division as a separate State agency in contrast to merging it with another agency?

Government operations are best structured according to distinct functions and purposes, not size of effort. It is the separateness of mission that leads to the existence on the same management chart of a Department of Health with 4,000 employees and a Health Services Cost Review Commission with two employees.

The uniqueness of the Division's client groups, services, and overall mission argue for a separate agency. There exists no State agency so compatible or so well informed with which the Division might be merged without a resulting loss in productivity or quality of service. Any saving in administrative overhead would be quickly offset by time and resources invested in new reporting, accounting, coordinating, integrating, and communicating upward. Big is not necessarily better.

Further, loss of separate agency status would lessen the Division's leverage, visibility, and access to other State agencies, its primary client group for services. The Division needs its own identity, not that of the Department of Personnel and Training or some other parent agency.

3. If the Division's mandate is continued but not its independent agency status, where within the framework of State government do you feel would be the best placement of the Division in order to carry out its mandate?

The Division would argue strongly against merging its functions with another existing agency. Short of separate agency status, the Division could best maintain its visibility and viability by being housed in the following:

A. An "Office of Small Human Resource Agencies" (the notion proposed earlier for a secretariat for small agencies).

B. The Governor's office (a configuration which has worked successfully in other states, most notably North Carolina).

C. The office of the Secretary of Human Resources

D. The office of the Secretary of Administration and Finance.

Each of the foregoing would minimize the diminution of effort and clout. Identification of an appropriate operating agency for merger is not so easy. There are no "good fits." Possibilities include:

A. The Department of Social Services (The commissioner has expressed an interest; the Department has been a leader in implementing volunteer programs in State government; and the Division would remain in the Human Resources Secretariat).

B. The Department of Housing and Community Development

C. The Department of Planning and Budget

D. The Department of Personnel and Training

The latter three offer placement in the Administration and Finance Secretariat, the Secretariat which cuts across Secretariat lines and serves all State agencies.

4. If the General Assembly does not act to reauthorize the Division's continued operations, which, if any, of the agency's current responsibilities should continue to be carried out at the State level and how?

It is difficult to conceive of how the Division's current services could be continued without some form of reauthorization and allocation of resources. There is a basic management reality that added responsibility in one area must either be supported by additional resources or offset by reduction of responsibility in another area. It would be unrealistic to expect another agency to assume this responsibility without consideration of this phenomenon.

5. Are there any additional options or comments that you feel the General Assembly may wish to consider with regard to your agency?

It has surfaced in discussion with JLARC staff that they, at least, cannot justify the Commonwealth's funding two separate entities serving the volunteer community (the Division of Volunteerism and the Center for Volunteer Development). The Division did not initiate this line of discussion and has always attempted to support Virginia Tech's initiatives.

<u>However, if there is to be a merger, there is absolutely no doubt that the Center should be subsumed under the Division for the following reasons:</u>

A. The Division, alone, was created by the General Assembly with the clear mandate to serve the volunteer community.

B. The transfer of the Division's functions to a State university miles away from the capitol would dilute the focus, clout, and visibility of this important effort.

C. The Division is the entity with the proven track record of performance, productivity, and expertise in volunteerism. The Center for Volunteer Development is still in its developmental stages.

D. The assignment to the Division of part or all of the State's financial resources currently invested in the Center would remedy the Division's chronic problem of being under-resourced without any increase in the State's allocation to the volunteer effort.

APPENDIX E

AGENCY REPONSES

As part of an extensive data validation process, each State agency involved in JLARC's review and evaluation effort is given the opportunity to comment to an exposure draft of the report.

Appropriate technical corrections resulting from the written comments have been made in the final report. Page references in the agency response relate to the exposure draft and may not correspond to page numbers in the final report.

Included in this appendix are the following responses:

- Secretary of Human Resources
- Division of Volunteerism
- Virginia Cooperative Extension Service

SEP 9 19

COMMONWEALTH of VIRGINIA

Office of the Governor

Richmond 23219

Joseph L. Fisher
Secretary of Human Resources

September 9, 1983

Mr. Ray D. Pethtel, Director
Joint Legislative Audit and
Review Commission
Suite 1100, 910 Capitol Street
Richmond, Virginia 23219

Dear Ray:

Thank you for sharing a copy of the Joint Legislative Audit and Review Commission staff's exposure draft of the Virginia Division of Volunteerism which was authorized by Senate Joint Resolution 36. Neil Karn, Director of the Division of Volunteerism, will respond to any errors of fact in separate correspondence.

In general, I concur with the findings of your study and commend your staff for a very thorough and professional effort. I would offer the following comments and observations.

I enthusiastically concur that the General Assembly should reenact legislation in 1984 to continue the services provided by the Virginia Division of Volunteerism. As you may be aware, I have taken a special interest in volunteerism throughout my public career at the local, state, and national levels. I believe that government has a stake in nurturing a strong volunteer sector. To my mind, no agency in state government returns as much for the investment as the Division.

To improve the Division's productivity in the face of increasing demands for service, the report recommends several efficiencies which can be achieved within the agency's current allocation. I will expect the director of the Division to explore these recommendations fully. Given the Commonwealth's current revenue situation, we need to restrain the growth of all state budgets. However, when the economic picture improves, I believe a modest increase in funding is justified for this agency. Efforts at increased effectiveness and efficiency only go so far. The Division's operations are already among the leanest in state government.

In regard to relocating the Division within the Administration and Finance Secretariat, the intent of this recommendation would seem to be to reduce the administrative burden on the Division's small staff. I believe the same objective can be achieved by retaining the Division in this Secretariat and assigning the administrative support services to the Department of Social Services. This would be consistent with my own plans for streamlining the operations of several small agencies in Human Resources.

The Department of Social Services has been a leader in the utilization of volunteers in state government and has forged a very compatible working relationship with the Division. I would foresee the Division executing a financial relationship with the Department of Social Services which would involve a transfer of funds for the administrative support received.

Human Resources is an appropriate placement for the Division. Many of the volunteer-using agencies in state government are in this Secretariat, and the Division has experienced no difficulties in cutting across Secretarial lines to serve other agencies such as the Department of Corrections or the Division of Litter Control. I am not persuaded that a change in Secretarial assignment is warranted.

Concerning the potential for duplication of effort between the Division of Volunteerism and the Center for Volunteer Development at Virginia Tech, I am of the opinion that there is probably room for both if a more specific memorandum of agreement, such as is recommended in your report, can be achieved. I would be pleased to proceed forthwith to work out such an agreement. The Division has a clear legislative mandate for its program of conferences, skill training, technical assistance, recognition, and information dissemination in all aspects of volunteerism. I am sure that it is not Virginia Tech's intent to build a staff capability parallel to the Division's or to offer similar services.

I appreciate the opportunity to comment on the report and stand ready to meet with the Commission if you require further information.

Sincerely,

Joseph L. Fisher

JLF/wbe

LEONARD A. VENTER
CHAIRMAN
GOVERNOR'S ADVISORY
COMMITTEE

G. NEIL KARN
DIRECTOR

ELIZABETH S. BIEHN
ASSOCIATE DIRECTOR

COMMONWEALTH of VIRGINIA

Division of Volunteerism

825 EAST BROAD STREET
RICHMOND, VIRGINIA 23219
(804) 786-1431

SEP 9 1983

September 9, 1983

Mr. Ray D. Pethel, Director
Joint Legislative Audit and Review
Commission
Suite 1100, 910 Capitol Street
Richmond, VA 23219

Dear Mr. Pethel:

I have reviewed the exposure draft prepared by the staff of the Joint Legislative Audit and Review Commission pursuant to the study of the Virginia Division of Volunteerism authorized by Senate Joint Resolution 36. In general, I find it to be factually accurate. I do offer these minor corrections and updated information which you may want to consider, but which do not substantively impact on the content of the report.

On page three of the exposure draft, you may want to footnote the FY 1982 expenditures to clarify what may appear to be considerable underspending. Two factors are at issue here. First, federal funding fell substantially short of the level anticipated in the General Assembly's appropriation. The agency did not have $166,880 to spend. Second, to offset the loss of federal support, the Division instituted fees for service which were accounted for as expenditure refunds rather than revenue. In subsequent years, this was accounted for in a special fund. In sum, the agency expended practically every dollar available in its delivery of program of services.

On page twelve of the exposure draft, you record the Division's 1982-83 activities as contained in the Division's self-study. It should be noted that this report was as of June 15, 1983. Our year-end figures were slightly higher.

- Individual consultation was offered to 23 private voluntary organizations;
- Thirty-six (36) individually designed seminars were offered to private organizations and agencies of local government;
- Thirty-three (33) individually designed seminars were offered to State agencies (omitted); and
- One thousand one hundred and ninety-seven (1197) documented information requests were filled.

On page eighteen of the exposure draft, you report that the Division requested six additional positions in its program proposal for the next biennium. However, in this agency's financial proposal submitted on September 1, 1983, all expanded and new levels of service were deleted in order to comply with the Governor's Target Guidance Memorandum for level funding. No additional positions are now requested. The Division is not in an expansionist mood and certainly not unsympathetic to the severe revenue problem confronting the Commonwealth.

The language of page twenty-three of the exposure draft may miscommunicate. The final paragraph could be read to mean that JLARC noted the potential for duplication between the Division and the Center for Volunteer Development in 1979. I believe you mean to refer to the potential of duplication between Extension Services and other State agencies noted in JLARC's 1979 study of Extension Services. To my knowledge, the Division and the Virginia Tech Center were not at issue in the 1979 study.

Given the short timeframe, I certainly do not expect you to amend the report before Monday morning's Commission meeting. However, I would appreciate your taking these suggested changes under consideration before a final report is prepared and your being aware of this updated information should any of the Commission members raise questions.

Finally, I want to commend your staff for their thoroughly professional approach to this study. They were objective and did not hesitate to pose penetrating questions, yet they were always pleasant, courteous, and responsive. They are excellent representatives of the Commission and the General Assembly.

Sincerely,

G. Neil Karn
Director

GNK/lfp

VIRGINIA COOPERATIVE EXTENSION SERVICE

VIRGINIA TECH

VIRGINIA STATE

Office of the Dean

Blacksburg, Virginia 24061

September 9, 1983

Mr. Ray D. Pethtel, Director
Joint Legislative Audit and Review Commission
Suite 1100, 910 Capitol Street
Richmond, VA 23219

Dear Mr. Pethtel:

Thank you for sharing a copy of the exposure draft of the Joint Legislative Audit and Review Commission Study on the Virginia Division of Volunteerism. We appreciate the opportunity to respond to the draft and do have some concerns relative to statements made in the report as they relate to the Extension Division. Some of these concerns address more the methology involved and the lack of full clarification on certain points rather than the factual accuracy of the report as written.

We believe that the Division of Volunteerism has been a useful agency and should be continued. We view it as a state agency having primary responsibilities in volunteerism which provides assistance and compliments the volunteer effort by our Center for Volunteer Development. Certainly the volunteer education, training and needs responses are such that a coordinated effort by all involved is essential. The report does not appear to fully treat the complimentary work existing between the Division and the Center and the other state agencies and organizations involved in volunteer development. In fact, some concern is expressed as to why the report focuses so heavily on the Center for Volunteer Development. It is also felt the presentation of the Center was not complete and was presented as an adversary agency. Perhaps this assessment is not true but, as one reads the report, it appears major attention was given to the objectives of identifying areas of duplication or conflict with programs offered by other agencies.

As you are aware, a concerted effort was made after the JLARC study on Extension to development of memorandums of understanding with those state agencies where Extension has maintained a close working relationship. Dr. Del Dyer and others worked with the Division of Volunteerism to help assure there was no overlap or unnecessary duplication of effort. Dr. Dyer has taken the initiative to keep the memorandum functional. Negotiating the memorandum and sharing information no doubt drains time and resources but we feel it has strengthened the total volunteer effort and has made more efficient use of limited resources. The enclosed "Report of the Task Force to Advise the Director on a New Memorandum of Agreement Between the Division of Volunteerism and the Center for Volunteer Development" is an indication of the effort made to avoid duplication and encourage efficient use of resources.

The remaining comments are directed toward statements on specific pages of the report and are identified for consideration and appropriate changes in the final report.

1. Recommendation three (3), subpart two on page number iv, suggests that the sentence end after the word "mission." The rationale for this is House Bill 30 which already defines the limits of general fund usage for Extension programs.

2. Page four (4), second paragraph, has no mention of Extension as a state agency that has utilized volunteers in its 60-year history in the delivery of its state responsibilities for educational programs.

3. Page twenty-three (23), Question 4 relative to the potential for duplication of services in relation to the Division of Volunteerism - it is indicated there has been 22 percent of local government agencies receiving help from state agency counterparts, often in support of the Division, and implies that when the Center for Volunteer Development gave help it was without regard to the role of that state agency or of the Division and its responsibility for volunteer development in state agencies. While we have on several occasions responded to requests and involved the Division in those requests, we have not seen it our responsibility to develop volunteers in state agencies.

4. Page twenty-three (23), bottom page - clarification is needed on the JLARC reference to the potential duplication noted in 1979 and how that connects with the Extension Division's responsibility for training and recruiting its own volunteers.

5. Page twenty-six (26), relative to the clarity of the responsibilities of the Center for Volunteer Development - enclosed is a copy of the recently updated memorandum of understanding which outlines agreed upon responsibilities of each agency. For details refer to pages 6-8 of the memorandum.

6. Page thirty (30), first line - would recommend inserting between "and" and "would" the following "given its current focus on status." This clarification is needed because Virginia Tech has never focused to provide services to state government, to do systematically regional training and development, nor to set itself up as an advocate for volunteering or providing recognition for all volunteers in Virginia, which are the mandates of the Division of Volunteerism.

I appreciate your indulgence in this lengthy response. However, the above are some concerns we had relative to the report. I hope they will be helpful as preparation is made for the final report. Please call me if you have any questions.

Sincerely,

M. R. Geasler
Director

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Enclosures

cc: Dr. D. P. Roselle
Dr. C. N. Lester
Dr. D. A. Dyer

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