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EDITORIAL

As we commence 1997, we can't help but reflect on the past year and the changing workforce. Whether it be colleagues or family, we are all affected.

Within this changing environment of out sourcing, downsizing and reconfiguration, it is vital to maintain the support of staff, management and unions in the maintenance of volunteer services.

The primary article "Task Force on Volunteer/Union Relations" is a position statement as well as standards were developed by the Ontario Association for Volunteer Administration, Ontario Association of Volunteer Bureaux/Centres, Hospital Auxiliaries Association of Ontario and the Ontario Association of Directors in Health Care Volunteer Services.

Colin Thacker's article, "Creating A Positive Environment: Volunteer and Staff Relations" reflects on the Ontario scene, the Burkett Award and finally focusing on the seven protocols developed to manage volunteer services.

Li Zahnd's article "Volunteer Staff Relations in a Union Environment" focuses on the perspective of the restructuring experience in Calgary and the importance of partnerships.

We chose a Video Review of "Time to Give...Volunteers and the Labour Movement" which we thought you might find interesting.

This issue brings together first hand experiences from across Canada that can serve as a guide when reviewing each of your organization's labour relations.

Carol Anne Clarke is a member of The Journal of Volunteer Resources Management Editorial team.
In the workplace of the 1990s where workforce downsizing by an organization is a common occurrence, it is of little wonder that volunteer services are viewed with much suspicion. This has led to an ongoing debate between labour and management on the respective roles of staff and volunteers. Since the recession of the early 1980s the two key issues that management and union representatives commonly focus on are job security for paid workers and the level of training for staff and volunteers. In my professional experience I have found the development of standards of practice go a long way in addressing the concerns of labour and management, therefore stabilizing volunteer services overall.

Marlene Wilson in her article, Reversing The Resistance of Staff to Volunteers, cited five concerns that have an impact on volunteer/staff relations:

- lack of staff involvement in planning for volunteers;
- fear of losing control of the quality of services when these “free people” get involved;
- staff fear for their jobs, afraid of being replaced by volunteers;
- lack of staff training to understand and work with volunteers as team members;
- lack of apparent rewards for staff involving volunteers effectively.

The Labour Council of Metropolitan Toronto released a position paper in April 1986 called Volunteers: The Invisible Army which raised serious concerns and cited numerous examples where volunteers were being used to provide essential services leaving many professionals either unemployed or underemployed. This situation from the Labour Council’s point of view raised a number of questions concerning the role of the paid worker and how it differs from that of a volunteer. According to this group if volunteers are to become a major part of the health and social services system, volunteers, management and unions are going to have to develop contract language for collective agreements, which gives employees an opportunity to formally discuss the involvement of volunteers. Contract language can serve as a mechanism to control the potential misuse of volunteers in a particular workplace.

Following on the heels of the Labour Council’s concern for appropriate contract language, an agreement was reached between 65 Ontario hospitals and 68 locals of the Canadian Union of Public Employees (CUPE) in October 1986. The agreement which became known as the Burkett Award (Kevin Burkett, Chair, Board of Arbitration) addressed in part the Work of the Bargaining Unit. The Union was concerned about the increasing number of volunteers, fearing their expanded role constituted a real threat to job security. The union wanted to replace the word “employee” with “person” so that anyone not covered by the terms of the agreement would not perform any duties normally assigned to those employees covered by the agreement. Of course by placing the word “person” in the agreement it would expand this section to include volunteers. While the arbitration board did not find any evidence of job loss resulting from increased usage of volunteers it conceded that it could be perceived as a threat to job security. This perception could cause an unhealthy friction between hospital employees and volunteers. Incorporated into the collective agreement was contract language that prohibited the role of volunteers from being expanded beyond the extent of existing practice.

The recession of the early 1990s and the continued reduction of paid workers in a jobless recovery furtherted the debate of the displacement of paid staff by volunteers. In the spring of 1996 a position paper was released by a working group in Ontario on the topic of Who Does What Work And Why. The authors of the position paper were representatives of Ontario’s major public unions CUPE and the Ontario Public Service Employees Union (OPSEU) along with the Ontario Federation of Labour and representation from Volunteer Ontario, Ontario Association for Volunteer Administration (OAVA) and the Ontario Association of Directors of Volunteer Services in Healthcare (ODVH). The group focused its attention on developing key principles and protocols that could be applied on a daily basis by managers of volunteer services. In analysing the role of volunteers and paid workers in non-for-profit organizations and public institutions, the working group quickly adopted the document Working Together In Harmony: Volunteer/Management/Union Guidelines published by the Volunteer Centre, Community Services Council of St. John’s Newfoundland. The document outlined seven protocols that focused on the development of standards that ultimately had the potential to resolve problems between paid workers and volunteers. The seven protocols are so important to managing volunteer services it is worthwhile to list them as part of this article.

- Any change in the level of voluntary service should be preceded by full consultation among all interested parties.
- Agreements on the nature and extent of additions to voluntary activity should be made widely known to interested parties at all levels;
- The roles of volunteers and paid workers should compliment each other; they should not be threatening to each other in any way;
- The action of volunteers should not threaten the livelihood of paid workers;
- Volunteers should not normally receive
financial rewards for their activities;
• There should be recognized machinery for resolution of problems between paid workers and volunteers;
• An agreement that will govern the action of volunteers in the event of industrial action should be in place before such a situation arises.

Number seven of the protocols provides for some preventive medicine by calling for a policy that will govern the action of volunteers in the event of a work stoppage. Being the Coordinator of Volunteer Services in an Ontario Provincial Psychiatric Hospital, I was involved in the OPSEU strike in early 1986. Our hospital had a work stoppage policy in place beforehand that referred to the fact that all volunteer activity would cease until the strike was over. As a result of this policy volunteers were able to return to their assignments once the strike came to an end and had the same amount of support and cooperation from staff as before the work stoppage.

The value of full consultation in decision making, putting agreements in writing (as in policies and contract language) are good business practices that can only lead to a greater understanding and appreciation of each other. If there is any one "rule of thumb" that one could use in developing good sound volunteer/staff relations it is partnership. The practices and protocols suggested in this article combined with open communication are keys to building strong and effective working partnerships between volunteers and staff.

Colin Thacker is presently the Volunteer Services Coordinator at North Bay Psychiatric Hospital and is President-Elect for the Ontario Association of Volunteer Services in Healthcare. Mr. Thacker was a member of an Ontario working group that published a position paper on how volunteers and paid staff work in harmony.

Bibliography

1. Reversing The Resistance of Staff To Volunteers, Marlene Wilson, Voluntary Action Leadership, Spring 1981 p. 21

2. Volunteers – The Invisible Army, Labour Council of Metropolitan Toronto, April 1986, pp 1 - 11, 15 Gervais Dr. #407, Don Mills On M3C 1Y8

3. Collective Agreement Renewal Effective from September 1985, Canadian Union of Public Employees and Participating Hospitals, Board of Arbitration, pp 11 - 13


CRÉER UN ENVIRONNEMENT FAVORABLE : LES RELATIONS ENTRE EMPLOYÉ ET BÉNÉVOLES

par Colin Thacker

Dans le secteur du travail des années 1990, les réductions de personnel sont devenues choses courantes; il n’est donc pas étonnant de constater que les services bénévoles soient perçus comme suspects; d’où le débat constant entre la main d'œuvre et la direction concernant les rôles respectifs des employés et des bénévoles. Depuis la récession du début des années 1980, les deux principales matières à discussion entre la partie patronale et la partie syndicale ont été la sécurité d'emploi pour les travailleurs salariés et le niveau de formation offert aux employés et aux bénévoles. Mon expérience professionnelle m’a appris qu’élaborer des normes de fonctionnement est un moyen efficace pour contrer les craintes du syndicat et du patronat et du coup, stabiliser tous les services bénévoles.

Marlene Wilson, dans son article Reversing The Resistance of Staff to Volunteers, (Désamorcer la résistance du personnel envers les bénévoles), énonçait cinq sphères d’impuissances qui jouaient dans les relations entre bénévoles et employés rémunérés.

• absence d’implication du personnel dans la planification des services bénévoles;
• crainte de perdre le contrôle de la qualité des services lorsque ces "personnes libres d’action" s’impliquent;
• iniquité du personnel de perdre leur emploi et d’être remplacés par des bénévoles;
• manque de formation du personnel pour comprendre et savoir travailler avec les bénévoles en tant que membres de l’équipe;
• absence apparente de gratification du personnel pour travailler avec des bénévoles efficacement.

Le Conseil du travail du Toronto métropolitain a émis un document indiquant sa position en avril 1986 s’intitulant Volunteers - The Invisible Army. (Les bénévoles - l’arme invisible) dans lequel il soulève des questions importantes et donne plusieurs exemples où on a utilisé des bénévoles pour offrir des services essentiels, laissant les professionnels soit sans emploi, soit sous-employés. Cette situation, du point de vue du Conseil du travail, a soulevé de nombreuses questions concernant le rôle des employés rémunérés et de quelle manière il diffère de celui des bénévoles. A son avis, si les bénévoles doivent jouer un rôle important à l’intérieur du système de santé et des services sociaux, les bénévoles, la direction et le syndicat devront élaborer une sémantique conventionnelle appropriée dans les conventions collectives qui donnerait aux employés l’occasion de discuter de façon formelle de l'implication des bénévoles. Cette sémantique conventionnelle servirait de mécanisme de contrôle pour prévenir d'éventuels emplois abusifs de bénévoles dans le milieu du travail.

Dans la foulée du Conseil du travail qui souhaitait élaborer une sémantique conventionnelle, une entente a été conclue entre 65 hôpitaux et 68 sections locales du
Le septième protocole d’accord fournit des mesures préventives en établissant des politiques qui régiront l’action bénévole advenant un arrêt de travail. A titre de coordonnateur des services bénévoles dans un hôpital psychiatrique en Ontario, j’ai été impliqué dans la grève du syndicat des employés de l’Ontario au début de 1996. Il y avait déjà en place une politique d’arrêt de travail à notre hôpital à l’effet que toutes les activités bénévoles seraient interrompues jusqu’à la fin d’une grève. Cette politique a permis que tous les bénévoles retournent à leurs tâches une fois la grève terminée et qu’ils reçoivent le même appui et la même collaboration de la part du personnel qu’avant l’arrêt de travail.

La valeur d’une consultation plénière lors des prises de décisions et la rédaction de ces ententes (tout comme les politiques et la sémantique conventionnelle) sont une bonne pratique qui débouche sur une meilleure compréhension et une meilleure appréciation de chacun. Le partenariat est une règle de base qu’il faut appliquer pour développer de solides relations entre bénévoles et employés.

Les règles et les protocoles d’accord qui sont suggérés dans cet article auxiliaires s’ajoutent des lignes de communications ouvertes sont des éléments de toute première importance pour bâtir des partenariats de travail à la fois forts et efficaces entre bénévoles et employés.

Colin Thacker est le coordonnateur des services bénévoles à l’hôpital psychiatrique de North Bay et est aussi le président élu de l’Ontario Association of Volunteer Services in Healthcare. M. Thacker était membre du groupe de travail qui a publié le document de prise de position concernant le travail en harmonie entre bénévoles et personnel rémunéré.

Bibliographie

1 Reversing The Resistance of Staff To Volunteers, Marlene Wilson, Voluntary Action Leadership, Spring 1981, p. 21

2 Volunteers - The Invisible Army, Labour Council of Metropolitan Toronto, April 1986, pp 1-11, 15

3 Collective Agreement Renewal Effective from September 1985, Canadian Union of Public Employees and Participating Hospitals, Board of Arbitration, pp. 11-13

4 Who Does What - And Why? Un essai (écrit en anglais) sur le rôle des bénévoles et des employés rémunérés dans le secteur des organismes sans but lucratif et des institutions publiques. October 1985, Volunteer Ontario, 2 Dunboor Road, Suite 203, Eobicoke On MPA 2E4
A healthy, active partnership of staff and volunteers is essential for an effective volunteer program within a unionized hospital setting.

At the Rockyview General Hospital, administration, unions, managers of volunteers and human resources professionals have been working closely together building and fostering staff relations that have helped create an environment conducive to volunteer involvement:

- We are guided by a policy which clearly states that volunteers enhance and enrich the services to our patients and that they do not replace paid staff members.
- Collaboratively, hospital staff and managers of volunteer resources develop new programs and design assignment guidelines for every volunteer opportunity. These are then reviewed by Labour Relations (HR) and union, approved by administration.
- The language used in our assignment guidelines is distinctly different from that of staff job descriptions. Tasks and expectations are clearly stated.
- We inform volunteers at orientation on policies regarding volunteers and paid staff relationships.
- The value of volunteer participation and the responsibilities and expectations that are part of the partnership concept are presented at all staff orientations and through ongoing education opportunities.

We monitor and evaluate the actual activities and tasks performed by volunteers to ensure they are within the approved assignment guides.

Together with the unions, we have developed policies and procedures regarding the role of volunteers during industrial conflict. The volunteers have a choice to continue with their regular duties and/or to accept additional or extended duties within their regular assignments. Additional and extended duties will be approved by administration and Volunteer Resources. No new programs and assignments will be established during a strike and the Volunteer Resources department will not be involved in strike placements.

We celebrate the successes of our partnership through informal but regular staff recognition activities.

The restructuring of the delivery of health care in Alberta has brought with it closures of hospitals, massive staff cuts and regionalization. The Rockyview General Hospital is now part of the Calgary Regional Health Authority, Acute Care Sector (five hospitals).

The Volunteer Resources departments of the different hospitals share the same values regarding staff relations and ethical use of volunteers.

The major changes we have experienced since 1993 have been, quite understandably so, stressing the staff - volunteer relationships. Activities carried out by volunteers, in the past appreciated as support, are now suddenly experienced as threats and managers struggling to deliver services with reduced resources are asking for inappropriate volunteer support.

To date, we were able to rely on the established trust to help us “weather the different storms.” But trust is not enough, additional actions are needed to show our continued commitment to the ethical use of volunteers:

- We use common communication tools (i.e., a newsletter) to talk about the role of volunteers and to invite supervisory staff to involve us in finding creative and appropriate solutions to the challenges they are facing with. Volunteers for one time special projects can sometimes provide immediate relief and long term strategies for responding to the new realities may include designing or redesigning programs from scratch, which makes volunteers a truly integral part of the resources available, both at a direct and indirect level. Explanations regarding the ethical use of volunteers have also been used to support requests for adequate staffing.

- We continue to educate staff and volunteers and closely monitor programs regarding additions and changes to assignment guides.

We have established a one year grace period during which we do not place any more volunteers or establish new programs in areas that have experienced major cuts.

Staffs have felt comfortable expressing their concerns and fears to us. We recognize and respect their feelings and take the time to provide them with facts and information. Their coming forward has also helped us identify concerns that could lead to a union grievance or public relations issue.

I have experience in working with non-union and union environments. I believe the level of effectiveness of the staff - volunteer partnership greatly affects the success of any volunteer program regardless of its setting. Working with unions has been a positive learning experience for me. I have a very clear understanding of the role of volunteers in a public institution and I have come to truly recognize and respect union and management staffing issues. It pays to invest in this partnership. Our patients tell us so.

Li Zahnd, is currently the Manager, Volunteer Resources, Rockyview General Hospital, Calgary, Alberta
TASK FORCE ON VOLUNTEER/UNION RELATIONS

ONARIO Association for Volunteer Administration
ONARIO Association of Volunteer Bureaux/Centres
Hospital Auxiliaries Association of Ontario
ONTARIO Association of Directors in Health Care Volunteer Services

POSITION STATEMENT

WHEREAS
Citizens have the right to volunteer and thereby to contribute to society and to receive the rewards from voluntary action;

WHEREAS
Volunteerism has always been an integral part of this society and continues to be critical to the quality of life of every Canadian;

WHEREAS
Volunteerism has pioneered the way over many decades for paid positions;

WHEREAS
Volunteers on occasion have been positioned so as to replace paid staff and/or limit expansion in paid employment;

WHEREAS
There are many and varied appropriate placements for volunteers;

THEREFORE BE IT RESOLVED THAT:
Agencies/institutions must insure that policies are in place regarding appropriate roles for volunteers:

- There should be consultation and open communication between administration, managers of volunteer services, union representatives and volunteers regarding volunteer resources;
- Volunteers should not replace or displace paid staff;
- The role of volunteers during a strike should be mutually agreed on by administration, unions and managers of volunteer services. However, volunteers must retain the right to make a personal decision regarding their service during a strike.

Leaders in the volunteer movement should initiate communication with labour and management;

Leaders in the labour and volunteer movements should explore avenues for joint lobbying for adequate support to the human service system.

The Ontario Association for Volunteer Administration (OAVA), Ontario Association for Volunteer Bureaux/Centres (OAVB/C), Hospital Auxiliaries Association of Ontario (HAO) and Ontario Association of Directors in Health Care Volunteer Services (OADVHS) should take every opportunity to educate managers of volunteer services, management, labour and funders regarding the appropriate use of volunteer resources.

April 27, 1988

STANDARDS

Volunteers should be informed during orientation of the policy regarding volunteers and paid staff relationships.

It is recommended that the volunteer department be represented at staff orientation to interpret the role of volunteers.

Clear volunteer service (job) descriptions should be developed and shared with staff.

Changes in volunteer services should be preceded by full consultation with representatives of management, labour and volunteer services.

Volunteers should not fill paid staff positions or in any way threaten the livelihood of paid staff.

Volunteers should not be paid. However, out of pocket expenses for items such as meals, transportation and child care should be reimbursed wherever possible.

A policy regarding the role of volunteers during industrial conflict must be in place and this policy should be acceptable and fully explained to paid staff and their bargaining agent. If the policy allows for volunteers to be active during a strike, volunteers should do no more than they would in a normal situation; volunteers must have the right to choose not to work; and they should have full labour approval if they are required to cross a picket line in order to complete their duties.

While formal procedures for resolution of volunteer/staff problems must be in place, it is recommended that informal and/or cooperative negotiations be tried before formal grievances are filed.
ITEMS OF INTEREST

Reversing The Resistance of Staff To Volunteers, Marlene Wilson, Voluntary Action Leadership, Spring 1981 p. 21

Volunteers - The Invisible Army, Labour Council of Metropolitan Toronto, April 1986, pp 1 - 11, 15 Gervais Dr. #407, Don Mills Ontario M3C 1Y8

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Who Does What - And Why? A discussion paper on the role of volunteers and paid workers in non profit organizations and public institutions, October 1995, Volunteer Ontario, 2 Dunbloor Road, Suite 203, Etobicoke On MPA 2E4

Volunteering in a Unionized Environment, Colin Thacker, March 1995

Where to get Resources: Anyone interested in acquiring these resources can call (613) 256-5516. for a list of distributors. Any distributor wishing to be included on the list is invited to send their resource and price list to the JVRM.

LOOKING AHEAD

National Volunteer Week .................................. April 13 - 19, 1997
Volunteer Canada and the Community Partnerships Program of Canadian Heritage continue to work together to provide you with resources to help promote the week and recognize the volunteers in your organizations.
For more information call 1-800-670-0401 or (613) 236-7222

Annual Provincial Conference on Volunteer Administration ............... May 20-23, 1997
Kitchener-Waterloo at Wilfrid Laurier University
OAYA/ODVH Co-sponsors:
Christine Seip Tel: (519) 886-8886 • Fax: (519) 746-6543
Jan Merli Tel: (519) 749-6551 • Fax: (519) 749-6426

Volonteurope ........................................ October 2-5, 1997
Paris, France
For more information contact: Sandra Turner at 0171 276 6601

National Volunteer Week Dates .................................. 1997-2000
April 18 - 24, 1999 April 9 - 15, 2000

International Conference on Volunteer Administration (ICVA) .......... October 29 - November 1, 1997
Norfolk, Virginia
For more information, call: (703) 352-6222

Canadian Association of Volunteer Resources and Volunteer Canada ............... October 16 - 19, 1997
Many Visions, One Future - The Canadian Conference on Volunteerism
Lombard Hotel, Winnipeg, Manitoba
Contact: Lenore Good (204) 787-3533 or Helen Quinn (204) 477-5180
TIME TO GIVE ... VOLUNTEERS AND THE LABOUR MOVEMENT

In early June of 1995, Rogers Community 22 Cable television broadcast the sixth in a series of seven half-hour programs on issues facing the voluntary sector. "Volunteers and the Labour Movement" features a lively panel discussion followed by on-site visits to two unionized Ottawa organizations which rely heavily on volunteers for delivery of certain services.

Series host Shannon Eamon ably engages her guests: Naomi Leigh Gadbois, Executive Director/Member of the Ottawa and District Labour Council; Paula Spevak Sladowski, Executive Director of the Volunteer Centre of Ottawa-Carleton; and Joan Cox, Director of Volunteer Services with the Ottawa Civic Hospital.

Several excellent points reverberate throughout the panel discussion, which is at no point adversarial and is frequently educational. Naomi Leigh Gadbois speaks clearly in the defence of non-profits and their situation in the current economic and political climate. She is sympathetic to the many people at a disadvantage who must be dependent on public charity rather than public policy, and she understands that cutbacks to organizations must often dictate a decrease in paid staff and an increase in volunteer help. She does however suggest that caps might be usefully placed on the number of volunteers in an organization, or that a ratio of staff to volunteers be in place to protect current paid workers.

Paula Spevak Sladowski, from the standpoint of a Volunteer Centre, explains that her prime goal is to provide a good service for volunteers, and that sending a prospective volunteer into a negative or hostile environment does not provide a good experience. An additional dilemma is that people without work are desperate to get experience and are willing to volunteer under poor conditions. Joan Cox outlines the excellent rapport that exists between the union and volunteer services at the hospital, in many ways thanks to the policies and procedures that guide the union/volunteer relationship. She advocates for a pro-active approach, vetting dated volunteer position descriptions with the union for every role.

The production continues its presentation on union/volunteer relations with on-site interviews of volunteers and personnel at the Ottawa Civic Hospital and the Loeb Centre for Vocational Training. The point is well made that the recipient of staff and volunteer assistance can feel whether services are rendered in a genuine and caring manner regardless of the origin of the expertise.

"TIME TO GIVE...Volunteers and the Labour Movement", was first aired June 15, 1995 by Rogers Community 22, Ottawa. It is available for loan at the Resource Centre of the Volunteer Centre of Ottawa-Carleton.

Reviewed by: Diana Boudrau is the Assistant Director of the Volunteer Centre of Ottawa-Carleton.

Testimonials:
"The Journal is a good resource with useful and informative coverage - Thank You - keep up the good work!"
"I read every article and find them most interesting and/or informative."

Best Wishes

Since the very first issue of the Journal, Lynne Savage's philosophy of "laugh & learn" has provided Journal readers with much "whit and whimsey". As she moves on, we wish her the best.
**Objective**
The Journal of Volunteer Resources Management is intended:

1. To serve as a credible source of information on the management of volunteers in Canada;
2. To provide a forum for the exchange of ideas and to encourage networking among managers of volunteers;
3. To provide a professional development tool for managers of volunteers;
4. To recognize and encourage Canadian talent in the field of management of volunteers;
5. To include in each issue at least two articles that will consider different views of a specific and predetermined theme.

**Target Audience**
The Journal's intended audience includes managers of volunteers, educators, media and funders of not-for-profit organizations across the country.

**Submissions**
All manuscripts will be accepted either on diskette or on typed, double spaced pages. Submissions should be written according to "The Canadian Style - A Guide to Writing and Editing" - Secretary of State, Dundurn Press. External reviewers may be engaged to review content if deemed advisable by the committee.

The revised draft is edited for clarity and consistency by the Editorial Team.

The edited version is returned to the author for acceptance along with an approval form for signature.

The signed form is to be returned to the Editorial Team within a week along with any suggestions for final revisions.

**Format and Style**
Authors are asked to respect the following word counts:

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The lead article will look at the topic in some depth and will normally require the author to conduct research into current trends and perspectives on the subject.

The secondary article will adopt a more practical approach, including personal experiences and opinions.

**Advertising**
Limited advertising will be allowed in the Journal, for materials of direct relevance to managers of volunteer service, and as long as it conforms to the guidelines set out by the Editorial Team. All ads are subject to the approval of the Editorial Team.

**Suggested Guidelines:**
1. Only 1/4 page and 1/2 page ads will be accepted.
2. Ads must be camera-ready.
3. A maximum of one page of ads will be permitted per issue.
4. Ads are to be placed near "Items of Interest" or toward the end of the issue.
5. Job ads are not recommended.
6. Cost is to be determined by the Editorial Team.

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**DEADLINES FOR SUBMISSION AND THEMES**

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... to Aarkade Design & Offset Printing Inc.
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