

IYV Global Evaluation

Report Prepared by the
Institute for Volunteering Research

In association with the
Development Resource Centre, South Africa

September 2002

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Acknowledgements

We would like to take this opportunity to thank all of the organisations and individuals who have been involved in this evaluation. We are especially indebted to those who were involved in the case study phase, who not only played an active role in informing the evaluation process, but devoted considerable time and energy to organising the fieldwork. We are also grateful to the members of the evaluation steering group for their contributions and support, and to Edmund Bengtsson, the evaluation contract manager with UNV, who provided technical expertise and support throughout the process.

Executive Summary

The International Year of Volunteers was a significant success. In terms of each of the four overarching goals of the Year – promotion, recognition, facilitation and networking – numerous steps were taken at both the international and national level which should result in a considerable strengthening of the global volunteering movement.

1. Introduction

- 1.1 This report on the global evaluation of the International Year of Volunteers (IYV) has been prepared by the Institute for Volunteering Research UK, in association with the Development Resource Centre of South Africa. The evaluation was commissioned by United Nations Volunteers (UNV) in fulfilment of its brief as the UN Focal Point for the Year.
- 1.2 The aims of the evaluation were to: assess the achievements and impacts of the Year according to its four aims of promotion, recognition, facilitation and networking; identify the challenges faced during the Year; make recommendations; and provide an input to meet reporting requirements of the UN Secretary General.
- 1.3 The evaluation was based on a two-tier approach, with the aim of achieving a balance between global coverage and detailed analysis. All 126 countries taking part in the Year were contacted to provide data on their activities both before and during 2001, and this was supplemented with in-depth case studies in seven countries.
- 1.4 The evaluation consisted of five elements: developing an evaluation framework; a baseline survey to establish the position of volunteering in each country prior to the Year; a follow-up survey of National Committees to report on the achievements of the Year; seven detailed country case studies; and an organisational survey to assess the impact of the Year on large international volunteer-involving organisations and NGOs.
- 1.5 The report is in eight sections: Introduction and Methodology; Towards IYV; Key achievements and success of Promotion; Recognition; Facilitation; and Networking; Challenges of the Year; Conclusions and Recommendations.

2. Towards an International Year of Volunteers

- 2.1 The idea for an International Year of Volunteers to recognise and promote the work of volunteers throughout the world arose out of deliberations between several major voluntary organisations in the 1980s.
- 2.2 Following a proposal from the government of Japan in 1997 the Economic and Social Council (ECOSOC) recommended to the UN General Assembly the adoption of ECOSOC resolution 1997/44 of July 1997 proclaiming 2001 the International Year of Volunteers.
- 2.3 In November 1997 the General Assembly in its 52nd session, co-sponsored by 123 countries, decided to adopt the ECOSOC resolution and proclaimed 2001 as the International Year of Volunteers (GA Resolution 52/17).

- 2.4 The aims of IYV were to enhance the promotion, recognition, facilitation and networking of volunteering.
- 2.5 UNV was designated as the focal point for the Year, playing a central role in supporting IYV internationally.
- 2.6 One of the most important roles of UNV was to support the setting up of National Committees to co-ordinate IYV at country level. In total more than 500 IYV committees were formed in 126 countries.
- 2.7 In some countries the lead role in establishing the committee was taken by government; in others it was assumed by the voluntary sector. Generally, however, the committees were broad-based, involving representatives from government, the private sector, voluntary agencies and, in some countries, academic bodies.
- 2.8 The evaluation found that 89% of countries had been successful in securing resources for the Year. There were, however, huge disparities in the amount of funding mobilised. The major funder for the Year was government, with trusts and foundations, and private companies also providing resources.

3. Promotion

- 3.1 Of the four goals of IYV, promotion was deemed the most successful with 89% of responding countries to the evaluation reporting that they had been successful in promoting volunteering during the Year. Success in relation to promotion was judged against a number of indicators, including events, promotional campaigns, media coverage, and use of the internet.
- 3.2 A host of launch and closing events were held across the globe, at international, national, and regional levels to effectively start and end the Year.
- 3.3 Eighty three percent of responding countries held Volunteer Days during IYV; a majority of these were held to coincide with the International Volunteer Day on 5 December. In addition, 54% of countries held Volunteer Weeks.
- 3.4 Conferences and workshops on a diverse range of volunteering themes were held in 94% of responding countries. The events drew together participants from across all sectors and raised intellectual capital and organisational capacity.
- 3.5 A host of promotional materials were produced across the globe. Nationally, 91% of responding countries produced posters and 86% produced leaflets/flyers.
- 3.6 Promotional items such as commemorative stamps, medals, coins, T-shirts and mugs were developed by 80% of responding countries.
- 3.7 The evaluation pointed to considerable success at attracting national media coverage during the Year. 77% of respondents felt they had been successful at attracting national newspaper coverage, 66% at attracting national radio coverage, and 63% national television coverage.

- 3.8 There was slightly less success at attracting local media coverage, with 60% of respondents reporting success in attracting local newspaper coverage, 43% local radio coverage and 46% local television coverage.
- 3.9 The main benefit of the media's involvement in the Year was felt to be raising public awareness of volunteering, followed by creating a positive image of volunteering, and bringing volunteering to the attention of public policy makers.
- 3.10 The Year generated significant usage of the internet with 60% of responding countries claiming they had been successful in using new technology to promote volunteering.
- 3.11 Within their overall promotional activities, 69% of responding countries had targeted specific groups. Young people were the most commonly targeted group, followed by older people and disabled people.
- 3.12 In addition to promoting volunteering and IYV in general, 94% of international volunteer-involving organisations surveyed had used the Year to promote their own aims and 44% had used IYV as part of their recruitment strategies.

4. Recognition

- 4.1 The second key goal of IYV was recognition. Again the evaluation pointed to considerable success with 86% of responding countries claiming they were successful in raising recognition for volunteering during the Year. Indicators of success included volunteer awards and recognition events; political statements of support for volunteering; and research on volunteering.
- 4.2 Award ceremonies were a key mechanism for raising public awareness during IYV. Such awards were hosted at national, regional and local levels.
- 4.3 67% of respondents to the international organisation survey used IYV as an opportunity to introduce new forms of recognition, mainly in the form of awards.
- 4.4 The involvement of VIPs and celebrities in the Year, both on a national and international level, proved successful in drawing attention to the importance of volunteering.
- 4.5 Another key mechanism for increasing public (and official) recognition of volunteering was carrying out research. The evaluation found that 63% of countries had undertaken research on volunteering during the Year.
- 4.6 In terms of translating increased recognition to more people volunteering and more opportunities being created the findings were mixed. While 63% of responding countries had seen an increase in volunteer numbers, only 36% of these had recorded evidence to back this up. Similarly, while 54% had seen a growth in volunteer opportunities, just 42% had recorded evidence of the increase.

5. Facilitation

- 5.1 The third goal of IYV was to aid the facilitation of volunteering through, for example, changes in government policy and legislation; the development of the

volunteering infrastructure at national and local levels; and the use of new technology to recruit and manage volunteers. As with the first two goals the evaluation provides evidence of success against each of these indicators.

- 5.2 At the international level a number of landmark resolutions and policy pronouncements were made during the Year, through such agencies as the UN, the Inter-Parliamentary Union and the Council of Europe.
- 5.3 The evaluation suggests that IYV had an important, and in some cases, catalytic effect on domestic government attitudes to, and support for, volunteering.
- 5.4 Eighty percent of responding countries had seen volunteering as the subject of speeches from politicians and other leaders during the Year; 34% reported specific debates on volunteering taking place in parliament.
- 5.5 Thirty two percent of respondents reported that specific legislation on volunteering was developed during the Year; with 23% saying that existing legislation was reviewed to take into account the impact on volunteering.
- 5.6 Reference to volunteering was made in major policy statements or plans in 63% of countries taking part in the evaluation; in 34% of countries steps were taken to include volunteering in the national accounts; and in 77% of countries specific programmes to promote volunteering were developed.
- 5.7 In many countries governments at the local and regional level also embraced IYV and introduced provisions to strengthen volunteering.
- 5.8 Along with increased government support, considerable steps were taken during the Year to strengthen the volunteering infrastructure, with 31% of responding countries reporting on the mobilisation of funds for the development of the national infrastructure and 23% for the development of the local infrastructure.
- 5.9 IYV saw an increase in the use of IT in the management of volunteers, with 63% of responding countries having developed their IT capacity during the Year.

6. Networking

- 6.1 The fourth goal of IYV was to encourage networking between different stakeholders involved in volunteering, at national, local and international levels. The evaluation provides evidence of networks and partnerships being established at all geographical levels and between all main stakeholders during the Year, many of them multi-sectoral in character.
- 6.2 The evaluation found that successful partnerships had been developed between voluntary agencies in 91% of responding countries. In addition, 78% of respondents to the international organisational survey stated that IYV had provided an opportunity to join new networks.
- 6.3 The Year also facilitated the development of partnerships between public agencies and voluntary agencies, with 74% of responding countries saying that such partnerships were successful.

6.4 IYV had a positive impact on the way in which international volunteer-involving agencies worked with UNV, with 50% of respondents stating that IYV changed the way in which they worked with UNV.

6.5 Partnerships between voluntary agencies and the private sector were less developed than other links, with 54% of responding countries reporting success with such partnerships.

6.6 A variety of international links were established during IYV, particularly through attendance at international conferences. 34% of National Committees established links with committees in other countries.

6.7 Links were also forged between voluntary agencies and the media and also with the academic sector to help stimulate further research on volunteering.

7. Challenges of the Year

7.1 Despite the numerous successes of the Year the evaluation points to a number of challenges faced by those who took part in it.

7.2 One of the major challenges during the Year was securing sufficient resources to implement the ambitious plans that had been developed for IYV. Some governments put a low premium on the Year and without government backing some countries found it hard to implement their plans in full.

7.3 The difficulties faced by some governments in striking the right balance between supporting volunteering and seeking to control it were also highlighted by the evaluation.

7.4 A further challenge that emerged through the Year was the lack of a central point of contact on volunteering within government in a number of countries, making it hard for the voluntary sector to make connections and build partnerships with the State.

7.5 Although in some countries IYV was celebrated nation-wide this was not universally the case. In some countries there was a bias towards the centre, with decision making and activities being concentrated in the capital cities.

7.6 The challenge of influencing public opinion was made harder by the failure to fully engage the media in the Year in some countries.

7.7 The under-development of the volunteering infrastructure further hampered the operation of IYV in some countries.

7.8 Some countries also faced difficulties in successfully using the Year to open up the private sector and the public services to volunteering.

8. Conclusions and Recommendations

8.1 The International Year of Volunteers was a significant success. In terms of each of the four overarching goals important steps were taken at both the international and

national level which should result in a considerable strengthening of the global volunteering movement.

8.2 Some of the achievements of the Year were immediate – the raising of the profile of volunteering and the increased resources made available for its development. Many of the others will be of a longer-term nature, such as changes to the legislative framework and the building of viable national and local volunteering infrastructures.

8.3 The Year was not without its challenges and disappointments. Overall the level of engagement by the private sector and the media was low; and in some countries governments were too dominant, leaving little space for the engagement of civil society. Resource constraints meant that in some countries activities associated with the Year were focused largely on urban areas or capital cities.

8.4 Cutting across the four aims of the Year, perhaps the greatest success was that participants did not view the close of the Year as marking the end of their interest in volunteering. Legacy planning took on a variety of forms, ranging from the continuation of awards schemes and recognition programmes, through the maintenance of networks and partnerships, to the setting up of national and local volunteer centres.

8.5 Reflecting on the successes and challenges it is possible to make recommendations to the key stakeholders involved in the Year aimed at ensuring a lasting legacy for IYV:

- The UN should continue to look for opportunities of celebrating and valuing the contribution made by volunteers to the organisation, for example by conducting an annual audit of volunteer-involvement or by including reference to the value of volunteering in its annual report and accounts. In addition the UN should look at ways of expanding the involvement of volunteers within the UN system.
- Key to an expanded role for volunteering within the UN is an enhanced role for UNV. Alongside the continuation and strengthening of UNV's primary role of placing international volunteers, consideration should be given to building on its successful role during the Year as a global focal point for volunteering, especially in relation to government activity.
- National governments should be encouraged to learn from the successes of the Year, both in their own countries and internationally, and to put in place the necessary measures to strengthen the volunteering framework. Governments might like to consider instituting a 'volunteering twinning programme', in which countries from the north and south, or the developing and developed worlds, come together to share practice and learn from one another.
- In order to facilitate learning from the successes and challenges of the Year efforts should be made to disseminate the findings from this and all national IYV evaluations to national governments, voluntary agencies and other stakeholders interested in volunteering.

- To build on the success of the International Research Toolkit UNV should consider convening a gathering of researchers in those countries which have used it to share experiences and develop a strategy for rolling it out on a global scale.
- To learn from those countries where effective partnerships were developed with the media to promote volunteering it is proposed that an international conference be organised, bringing together representatives of the media and volunteering communities to show-case good practice and develop models for wider application.
- Also with a view to exchanging good practice and developing models for further expansion it is proposed that an international conference on Employee Volunteering be held to bring together representatives of the business and volunteering communities.
- To assist countries with the setting up of national and local volunteer centres it is proposed that consideration be given to developing an international resource service to advise on such issues as funding; organisational structures; and relations with government.

Glossary of Acronyms Used in the Report

| | |
|--------|--|
| AVS | Association of Volunteer Services |
| CNIRD | Caribbean Network for Integrated Rural Development |
| CVI | Canadian Volunteerism Initiative |
| DFID | Department for International Development |
| DRC | Development Resource Centre of South Africa |
| ECOSOC | Economic and Social Council |
| HRDC | Human Resource Development Canada |
| IBRAVO | non-governmental organisations Instituto Brasil Voluntario |
| IBOPE | Instituto Brasileiro de Opiniao Publica e Estatistica |
| IVR | Institute for Volunteering Research |
| IYV | International Year of Volunteers |
| JICA | Japan International Co-operation Agency |
| KSH | Central Statistical Office of Hungary |
| MDPSPC | Masaka District Private Sector Promotion Centre |
| MFPED | Ugandan Ministry of Finance, Planning and Economic Development |
| MoSA | Ministry of Social Affairs, Lebanon |
| NGO | Non governmental organisation |
| NSGVP | National Survey of Giving, Volunteering and Participation |
| PADECT | Participatory Development Training Centre |
| UN | United Nations |
| UNDP | United Nations Development Programme |
| UNESCO | United Nations Educational, Scientific and Cultural Organisation |
| UNIC | United Nations Information Centre for the Caribbean |

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| UNRSRD | UN Reintegration and Socio-economic Rehabilitation Programme for the Displaced |
| UNV | United Nations Volunteers |
| UVP | Uganda Volunteers for Peace |
| VSA | Volunteer-sending agency |
| TSTT | Telecommunications Services of Trinidad and Tobago |
| VC | Volunteer Canada |
| VSO | Voluntary Service Overseas |

1 Introduction

1.1 This report on the global evaluation of the International Year of Volunteers (IYV) has been prepared by the Institute for Volunteering Research UK (The Institute), in association with the Development Resource Centre of South Africa (DRC). The evaluation was commissioned (following an open tendering process) by United Nations Volunteers (UNV) in fulfilment of its brief as the UN Focal Point for the Year.

1.2 The Institute, the lead organisation on the evaluation, is one of the leading research and consultancy agencies on volunteering in the world. Based in the UK it has carried out research studies on all aspects of volunteering and programme evaluations for the UK government, the European Union and the United Nations. DRC, its partner in this evaluation, is a South African-based research and development agency focusing on community development and capacity building for small voluntary agencies. Together they have been able to bring their own very distinctive perspectives to bear on volunteering and have ensured that the evaluation has taken on board the very different traditions of volunteering in different regions of the world.

1.3 The aims of the evaluation were to:

- Assess the achievements and impact of the Year according to its four key aims of promotion, recognition, facilitation, and networking;
- Identify the major challenges and obstacles facing those taking part in the Year;
- Make recommendations aimed at the key stakeholders involved in the Year: the UN, national governments, and voluntary agencies;
- Provide an input to meet reporting requirements of the Secretary General to the UNGA 57th session in 2002.

1.4 The evaluation (embodying the spirit of the Year) has set out to capture volunteering in all its manifestations. It has adopted a broad definition of volunteering, drawing on the typology developed by Dr Justin Davis Smith in his preparatory paper for UNV on volunteering and social development¹. This paper identified four different types or categories of volunteering: mutual aid and self-help; philanthropy and service delivery; advocacy and campaigning; and participation. The paper noted that all four of these types of volunteering were likely to exist to some extent in all regions of the world; but that the prevalence of each was likely to differ markedly from place to place, with industrialised countries tending to be richer in more formal philanthropic or service delivery traditions and developing countries tending to be richer in mutual aid and self-help.

1.5 The evaluation has also been sensitive to the fact that the word volunteering itself might be culturally specific. It has tried to structure the research so as to tease out from respondents alternative vocabularies and traditions which might not be described as volunteering but which accord to its widely accepted core definition as an activity which is freely given; not for financial gain; and of benefit to the community. The evaluation has unearthed a rich and colourful language to describe different traditions of volunteering in different parts of the world, for example, 'gayap' and 'sou-sou' in Trinidad and Tobago; 'Taawon' (meaning it's my duty) and 'Hawneh' (meaning helping each other) in Lebanon, and 'Kalaka' in Hungary. A glossary of different terms is included in appendix four.

¹ UNV (2001) *Expert Working Group Meeting on Volunteering and Social Development*, Report prepared for the Expert Working Group Meeting, New York, 29-30 November 1999, United National Volunteers

1.6 As with the term volunteering there is a rich language to describe the diverse organisations which go to make up civil society. It is recognised that the different terms ascribed to these organisations – non-governmental organisations; community-based organisations; non-profits; voluntary organisations – may be reflecting very real differences in organisational structure and values. However, for the purpose of readability the report has used the terms voluntary organisation and NGOs to cover this myriad of forms.

1.7 The evaluation has been steered by an international advisory group comprised of the Institute, UNV, and representatives of the international volunteering and academic communities.

Methodology

1.8 With 126 countries taking part in the Year it was deemed impracticable to carry out an in-depth evaluation in all countries. Instead a two-tier approach was adopted with the aim of achieving a balance between global coverage and detailed analysis. All participating countries were contacted to provide data on their activities before and during the Year, and this was supplemented with in-depth case studies in seven countries.

1.9 The evaluation, which has spanned 14 months from March 2001 to May 2002, has taken the form of five separate but inter-linked elements:

- Developing an evaluation framework;
- A baseline survey of all participating National Committees to establish the position of volunteering in each country prior to the Year;
- A follow-up survey of committees to report on the activities and achievements of the Year;
- seven country case-studies to provide detailed pictures of the IYV experience in different global settings;
- An organisational survey to assess the impact of the Year on the activities of large international volunteer-involving agencies and NGOs.

Developing an evaluation framework

1.10 The first stage was to set up a framework to guide the monitoring and evaluation process. The Institute (in collaboration with DRC) drafted a framework document for discussion and approval by UNV and the international advisory group. The framework mapped out the key performance indicators or measures of success against each of the four key aims of the Year and suggested the most appropriate sources of information and methods of data-collection to report against each indicator. A copy of the evaluation framework is included in appendix five.

Establishing a base-line position

1.11 In order to assess the impact of the year it was deemed necessary to establish a baseline position on the state of volunteering prior to the Year. The timing of the evaluation did not (unfortunately) allow for this work to be carried out in 2000, so the baseline had to be constructed retrospectively. A questionnaire was developed and circulated in the summer of 2001 (via email) to all National Committees asking them to provide an outline sketch of volunteering in their country prior to the Year. In particular, the survey sought to gain

insight into the scope of volunteering, the extent of awareness raising, the impact of public policy, and the organisational and technological mechanisms supporting volunteering.

1.12 Each National Committee was asked by UNV to nominate a monitoring and evaluation link-person to act as a point of contact and to be responsible for collecting information and feeding it back to the evaluation team. In the event this was only partially successful. It was not always possible to identify one person prepared to take on this role and in some countries forms were sent to several different people which led to confusion and duplication. Despite attempts to keep the questionnaire as short as possible to minimise the work load on respondents it was recognised that the form still required a considerable amount of effort to collect and report on the data. As such responses were slow coming back and four follow-up requests were made. In the event replies were received from 58 National Committees, which represents a response rate of 46%. Those that did respond represented a fairly broad spread geographically, with 18 from Africa, 14 from Asia and the Pacific, 12 from Latin America and the Caribbean, ten from Europe, three from the Western Asia, and one from Northern America. Fifteen of the responses were from the UN's list of Least Developed Countries, of which there are currently 49.

Follow-up survey

1.13 A follow-up survey was sent to all National Committees in early January 2002 requesting information on the key activities and achievements of the Year in each participating country. As with the baseline survey the questionnaire was dispatched electronically to named individuals. Forms were sent to all countries, not just those which responded to the baseline survey. Again every effort was made to keep the survey as short as possible and translated versions were made available in Spanish and French as well as English. However, as before the initial response rate was low. Several follow up contacts were made by the Institute and Team IYV in Bonn and in the end 35 completed forms were returned and analysed, a response rate of 28%.

1.14 Several reasons can be advanced to account for this low rate, in addition to the logistical difficulties which hampered the dispatch of the baseline survey. Firstly it is possible that some people may have resented being asked to fill in a second form only a few months after receiving the baseline survey, or indeed have been confused about the precise difference between the two forms. Secondly, it may be that those countries which completed their own national surveys were not persuaded of the need to contribute to the global evaluation. Thirdly, it is likely that some committees may have been disbanded by the time the second form went out, making it even more difficult to identify someone with the knowledge and authority to act as respondent. However, as with the baseline survey, despite the disappointment of a low response rate, those that did respond represented a fairly broad spread geographically, with 11 from Asia and the Pacific, nine from Africa, nine from Europe, three from Western Asia, two from Latin America and the Caribbean and one from Northern America. Eleven of the responses were from the UN's list of Least Developed Countries.

Detailed case studies

1.15 To supplement the data from the two National Committee surveys seven detailed country case studies were carried out to provide a greater depth of understanding of the experience of IYV nationally. The countries were selected following discussion with UNV and the advisory group according to various criteria including:

- Level of economic development;
- Level of formal volunteering activity;
- Geography;
- Degree of ethnic and religious diversity;
- Presence of a National Committee;
- Practicality of conducting the research.

1.16 On the basis of the above criteria the following seven countries were chosen:

- Brazil
- Canada
- Hungary
- Lao PDR
- Lebanon
- Trinidad and Tobago
- Uganda.

1.17 In each country a nominated link-person was identified to help facilitate the work of the evaluation team. A small payment was made available from UNV to cover the costs of this facilitation work in the host country. The case studies were carried out by means of study visits in Spring 2002 by staff from the Institute and DRC. In each country face-to-face interviews were carried out with a range of key stakeholders involved in the Year from government, the voluntary sector, business and the media. In total over 130 interviews were carried out across the seven countries. A series of topic guides to direct the interviews were drawn up by the evaluation team and were amended for each case study to take account of specific local circumstances. Each study visit averaged about a week, although Canada and Brazil took longer to carry out because of the logistical difficulties inherent in covering such large countries. In most countries it proved possible to visit at least two different areas, thus ensuring the case studies included a regional dimension. Separate country reports have been drawn up covering each of the seven countries and these are included in appendix one.

1.18 This was undoubtedly the most successful part of the evaluation. The richness of the data collected provides a significant record of the achievements during the Year and fully justifies the time and effort invested in carrying out the study visits. The success of the case studies was in no small measure due to the helpfulness of the host agencies in setting up the meetings, and to the respondents themselves in graciously giving up their time to take part in the research.

Organisational survey

1.19 Whilst the majority of the research (by design) was focused on the country experience it was also felt to be valuable to capture the impact of the Year on large international volunteer-involving organisations and NGOs. A separate organisational questionnaire was thus developed and distributed to 70 key international organisations from a list drawn up by UNV. Responses were received from 18 organisations, a response rate of 27%. A list of responding organisations is included in appendix three.

Other sources of information

1.20 A range of other sources of information were drawn on to supplement this research, including the IYV database; reports on the regional workshops held in preparation of the Year; the final report of the Geneva Symposium held in November 2001 to report back on the achievements of the Year; and individual country evaluations.

Limitations of the research

1.21 A number of limitations to the research must be noted. Firstly, the low response rate to the surveys, particularly the follow-up country survey, means that we have to be careful about making global pronouncements on the impact of the Year, although to counter this we can point to a fairly good geographic spread of returns.

1.22 The case studies provide a greater check on the reliability and representativeness of the data because of the larger number of respondents involved. But even here we need to be aware of the potential for an element of in-built bias. In general we only spoke to people involved in IYV, so we do not get a feel for how others not involved directly (including the public) viewed the Year. Moreover, most of the people spoken to were selected by the host agency, possibly on the basis that they had something interesting (or even positive) to say on the Year.

Report Outline

1.23 The report is in eight sections:

- Section 1 has outlined the methodology used for the evaluation;
- Section 2 gives a brief account of events leading up to the Year;
- Sections 3-6 present summaries of the key achievements and successes of the Year, organised around the four key themes of: Promotion; Recognition; Facilitation and Networking;
- Section 7 looks at some of the challenges of the Year;
- Section 8 assesses the legacy of IYV and makes recommendations to the key stakeholders involved in the Year.

2 Towards an International Year of Volunteers

Volunteering Prior to IYV

- 2.1 Volunteering was already high on the agenda of many governments prior to 2001. This was partly the consequence of the global shift towards smaller government and a greater role for voluntary organisations in the delivery of mainstream services which had been going on in many parts of the world for several decades. But it was also the result of a growing realisation of the value of volunteering in its own right, both as an economic resource and as a contribution to social capital and the building of healthy, active communities. In Canada, the UK, Brazil and in many other parts of the world governments had been pursuing strategies to promote and develop volunteering long before the idea of an international year of volunteers was first advanced.
- 2.2 The growth of interest in volunteering prior to 2001 was not confined to government. In many countries voluntary organisations, which had long viewed volunteers as a rather marginal resource, had in the preceding decade or so begun to recognise the true value and contribution that volunteers made to their operations and had begun to institute more professional systems for their management and deployment.
- 2.3 The numbers of people engaged in volunteering had also begun to rise in many parts of the world prior to 2001, partly perhaps as a result of increased government attention, but partly (paradoxically) as a reaction against government. The World Values Study² has pointed to a steady decline in trust towards government and official institutions world-wide over several decades, and the rapid expansion of voluntary agencies and volunteering in many parts of the world can perhaps only be explained in this context. As trust in government declines so citizens become more prepared to take independent action.
- 2.4 Of course such trends were not universal in their reach. In many parts of the world prior to 2001 volunteering remained unrecognised and unsupported. Many governments took no interest in volunteering at all (except perhaps as a useful source of free labour) and in some parts of the world restrictions remained on the freedom of citizens to engage in independent voluntary action.
- 2.5 The infrastructure of volunteering in many parts of the world prior to 2001 was very undeveloped, with a lack of national or local resource centres to advise organisations on the recruitment and management of volunteers and to advocate for a more favourable legislative environment. Business in many parts of the world had little interest in the concept of employee volunteering and the media coverage accorded to volunteering was almost non-existent. Moreover volunteering was felt to be on the wane in some countries, under pressure from a combination of economic and political forces which were undermining the capacity of individuals to engage in their communities.
- 2.6 These trends are important to bear in mind when considering the impact that IYV may have made on volunteering. The impact will clearly be different depending on the existing level of volunteering development. In those countries starting from a low base even minimal involvement in the Year may be seen to have had an impact. Conversely in countries where volunteering was already well developed prior to 2001 it might be

² Barker, D., Halman, L. and Vloet, A. (1992) *The European Values Study 1981-1990: Summary Report*, Gordon Cook Foundation.

difficult to make the case that the Year was responsible for any significant changes taking place.

2.7 Moreover, it is important not to fall into the trap of assuming that the more formal developed models of volunteering (particularly prevalent in industrialised countries) are somehow of a higher order than the more informal manifestations of volunteering more prevalent in developing countries. We should guard against judging the success of the Year on the basis of the extent to which movement towards a more formal, professional model of volunteering can be noted. In many parts of the world such a development may not be what is required – rather what is needed is the support and nurturing of indigenous forms of volunteering. And one could argue that even in industrialised countries the inexorable drive towards the professionalisation of volunteering may not in all circumstances be beneficial.

United Nations International Years

2.8 The UN proclaims international years ‘to raise global consciousness and focus worldwide attention on important issues’. Past international years have included themes such as human rights, gender equality, children, women and oceans. There were three separate international years in 2001:

- The International Year of Volunteers
- United Nations Year of Dialogue among Civilizations
- International Year of Mobilization against Racism, Racial Discrimination, Xenophobia and Related Intolerance.

Towards an International Year of Volunteers

2.9 The idea for an International Year of Volunteers to recognise and promote the work of volunteers throughout the world arose out of deliberations between several major international voluntary organisations in the early 1990s.

2.10 Following a proposal of the Government of Japan in February 1997, the Economic and Social Council (ECOSOC), recommended to the UN General Assembly the adoption of ECOSOC resolution 1997/44 of 22 July 1997 proclaiming 2001 the International Year of Volunteers.

2.11 The General Assembly in its 52nd session on 20 November 1997, co-sponsored by 123 countries, decided to adopt the ECOSOC resolution and proclaimed 2001 as the International Year of Volunteers (GA Resolution 52/17).

2.12 In its resolution 52/17, the General Assembly noted the significant contributions made by volunteers in their own countries or abroad towards improved economic and social well-being. It also acknowledged the assistance provided by UN Volunteers in the field of social and economic development, humanitarian aid and the promotion of peace, democracy and respect for human rights. The General Assembly expressed its conviction that the need for volunteer efforts is growing in light of the adverse impact of global problems such as environmental degradation, poverty, drug abuse and HIV/AIDS on the more vulnerable sectors of society.

2.13 The aims of IYV 2001, as laid out by the General Assembly, were to enhance the **promotion, recognition, facilitation and networking** of volunteering. In achieving these aims it was anticipated that the Year would lead to an increased awareness of volunteering and of the potential for further expansion; an increase in the number of people coming forward to volunteer; and an increase in the amount of resources to support and promote its development.

The Role of UNV in the Year

2.14 The UN General Assembly, in its official resolution of IYV 2001, designated the United Nations Volunteers programme as the focal point for 'preparations, implementation and follow-up of the Year', 'in close collaboration with other organisations of the United Nations system, in partnership with governments and international and national volunteer and non-governmental organisations'.

2.15 UNV is the volunteer arm of the UN system. It extends hands-on assistance for peace and development in nearly 150 countries. Created by the UN General Assembly in 1970, and administered by the United Nations Development Programme (UNDP), UNV works through UNDP country offices to mobilise volunteers and promote the ideals of volunteering around the world.

2.16 UNV played the central role in supporting IYV internationally. Key activities included:

- Deployment of national UNV volunteers in over 30 countries to foster volunteerism and IYV.
- Establishment of a special team in Bonn, Team IYV, to serve as a focal point for activities.
- Establishment and maintenance of a dedicated IYV web site to keep people in-touch with developments about the Year, distribute promotional resources, and to serve as a networking hub for the global IYV community.
- Co-ordination of IYV preparatory meetings around the globe.
- Distribution of IYV information, materials and resources, including the regular IYV newsletter, *Global Update*.
- Design and distribution of the IYV logo.
- Negotiation of a global advertising campaign with a major Italian clothing manufacturer (Benetton).
- Implementation of the invitation by the UN Secretary General to four individuals to take up the functions of Eminent Persons during the Year.
- Getting volunteering on the agenda of numerous key inter-governmental conferences and seminars.
- Development of a Measuring Toolkit, in association with Independent Sector in the US, to advise governments, researchers and voluntary organisations on how best to carry out national surveys of volunteering.
- Development of guidance notes for different sectors to get involved in IYV.
- Leading advocacy efforts to secure inter-governmental discussion of volunteering as well as international legislation on the subject.
- Distribution of media tools to a global audience.

National Committees

- 2.17 One of UNVs most important roles was to support the setting up of National Committees to co-ordinate IYV at national level. National Committees were not specific to IYV but had been the favoured tool of the UN in taking forward previous years as well.
- 2.18 UNVs guidance on the composition of the committees was that they should be broad-based – ‘a blend of representatives of relevant Ministries, universities with related research or training roles, business and industry, foundations, leading NGOs and community groups, together with some individuals in their personal capacity’.
- 2.19 In total more than 500 local, regional and state committees were formed in 126 countries, many with the support of UNV or UNDP representatives in the regions. Some arose after regional workshops organised by UNV. For example, the impetus for the setting up of a National Committee in Trinidad and Tobago came after the attendance of the lead organisation (CNIRD) at a regional workshop in Suriname in August 1999.
- 2.20 In some countries the lead role in establishing the committee was taken by government; in others it was assumed by the voluntary sector. From whatever source the initiative and leadership originated, the process in most cases led to the establishment of a broad-based committee, composed of representatives from all key stakeholders - government, voluntary agencies, and even academic and research associations in a few countries (for example in Kenya and Gambia).
- 2.21 Concerns were raised during the evaluation in a small minority of countries that the composition of the National Committee was not sufficiently broad-based. In a couple of countries government response and commitment was felt to be low. In a few others there was criticism that the government was too controlling and not sufficiently embracing of the voluntary and NGO sector. In one or two countries the committee was centrally controlled by government with no representatives from civil society.
- 2.22 Most of the committees took a leading role in IYV and continued in operation throughout the Year, with some staying in place after the Year was over to oversee the legacy discussions. However, not all were so successful and a small number were forced to fold during the Year.
- 2.23 Most committees were able to mobilise financial resources to support their participation. The follow-up survey found that 89% of countries had managed to draw in resources for the Year. Only four countries (11%) said no money had been forthcoming. There was a huge disparity between countries in the amounts of money raised for the Year; five countries (14%) mobilised between US\$200 and US\$5,000, while seven countries (20%) reported mobilising over US\$100,000, with two of these reporting having received well in excess of US\$5,000,000. Extrapolating from the average known funding from the 35 countries responding to the follow-up survey, it is estimated that across the 126 countries participating in IYV a notional value of nearly US\$106 million was mobilised. In Canada the National Committee reported funding of CN\$12,297,240 (US\$7,860,630) generated across the sectors, but even this huge sum is likely to be a significant under-estimate of the true figure. Comparisons between countries are of course invidious because they fail to take into account the respective wealth of different countries. But they do serve to illustrate the important point that different nations involved in the Year were operating within very different budgetary constraints.

2.24 Financial support for the Year came from a wide variety of sources, as the table below illustrates. The major funder for the Year was central government, with the follow-up survey showing that 64% of the total known funding came from Central governments across the world. In addition, regional governments contributed 10% of known IYV funding and local governments contributed 6%. Trusts and/or foundations provided 6% of the known funding for IYV, while private companies provided 5%. However, the relative importance of each of these sources varied between countries.

Table one: Mobilising resources for IYV

| | Central Government US\$ | Regional Government US\$ | Local Government US\$ | Private Companies US\$ | Trusts/ Foundations US\$ | International Agencies US\$ | Other US\$ | Total funding US\$ |
|---|----------------------------|-----------------------------|--------------------------|---------------------------|--------------------------------|-----------------------------------|---------------|--------------------------|
| Funding identified in follow-up survey* | 19,206,884 | 3,040,672 | 1,834,834 | 1,501,312 | 3,438,454 | 741,333 | 148,385 | 29,911,874 |

**Figures have been converted from national currencies and rounded to the nearest dollar*

2.25 In addition to financial support, 74% of participating countries were able to call on gifts in kind from various sources. For example, a number of countries reported receiving office space and equipment for their National Committees; in England food vouchers were received from a major retailer for volunteer lunches; in Jordan a media company provided resources and assistance in the development of the IYV promotional campaign; in Uganda, China and Namibia media companies provided free publicity; and in Lithuania a national road-side banner company offered free space for IYV advertising.

2.26 Once the delivery structure and finances were established, the activities within the Year were focused around the four main IYV objectives. The goals of IYV, as laid out by the UN General Assembly in its resolution 52/17 which proclaimed the international year, were four-fold: to enhance the promotion; recognition; facilitation and networking of volunteering. Whilst each of these goals had distinctive aims, there was inevitably an element of overlap between them, which makes it difficult to be wholly consistent in reporting the findings from the evaluation. In order to avoid undue repetition and to aid readability we have taken a (sometimes arbitrary) decision on which goal to include the key findings under. Some cross-references have been made but in general we have reported on the key activities and achievements only once.

3 Promotion

3.1 One of the four key goals of IYV was to promote volunteering: to the public; to organisations; and to policy makers. Of the four IYV goals this was judged to be the most successful, with 89% of respondents to the follow-up survey saying that they had been successful in promoting volunteering during the Year. Success can be judged against a number of indicators, for example events held specifically for IYV or with an IYV theme; promotional campaigns; media coverage and the images of volunteering projected within the media; and the use of the internet.

Events

3.2 Prior to the Year, the most popular forms of promotional events were volunteer days, hosted by 83% of respondents, followed by conference-type activities, which 79% of countries had undertaken. During the Year, however, a whole host of promotional events, volunteer days and weeks, and seminars were undertaken at all geographical levels, with a number of countries undertaking nation-wide volunteering events for the first time. Some of the events that were hosted during the Year were established as new for IYV, others saw the inclusion of the volunteering and/or IYV theme to existing, more general, events.

3.3 To start and end the Year an array of launch and closing events were held across the globe, at international, national and regional levels. In November 2000 UN Secretary-General, Kofi Annan, officially launched IYV in a ceremony in the UN headquarters in New York; this was followed by the global launch event in December, also in New York but with parallel events in many other countries. Indeed, the IYV website listed details of 122 launch events in over 60 different countries, some of which were linked by satellite to New York. In countries such as Trinidad and Tobago the launch was the first time a national event had been held for volunteers or had volunteering as a focus. Additional to the national launches, many individual regions, cities, and villages undertook their own events. The launch events were felt to have the dual purpose of increasing the profile of, and mobilising enthusiasm for, the Year (particularly where high level politicians or celebrities were involved); while also serving to highlight the importance of volunteering on a national and international scale. Similarly the close of Year events served to highlight the achievements of the Year, promote legacy strategies, and emphasise the need to continue the momentum generated during IYV.

3.4 Volunteer Days were held in 83% of the countries responding to the follow-up survey. Many countries held their Volunteer Day to coincide with the International Volunteer Day on 5 December; for some it was the first year in which they had celebrated the Day. In addition, 54% of the countries reported holding Volunteer Weeks during the Year. The Volunteer Days and Weeks were effective tools for both promotion and recognition and were often successful at attracting media coverage and in some cases corporate involvement. As one respondent from Uganda said: 'Volunteer Weeks ... helped in raising awareness on the need for volunteerism but also demonstrated volunteerism in action'. In Armenia the Year gave rise to the first ever 'Day of Good Deeds and Good Results', which mobilised tens of thousands of volunteers and which is expected to become an annual event.

3.5 Some UN agencies also participated in the Year. For example, the World Meteorological Organisation devoted its day, 23 March, to volunteer weather watchers.

Volunteer Weeks and Days

In Hungary the major public-awareness raising activity during the Year was Volunteers Week, which was held from 8-13 October 2001. The aim of the week was to 'show the human, social and economic potential of volunteerism' and it was judged a big success by the organisers. Approximately 200 organisations took part throughout the country, with some 4,000 people volunteering throughout the week. At the close of the week a Volunteer Festival was held which 1,500 people from throughout Hungary attended. It is hoped that such events will become a regular feature of the volunteering calendar for years to come.

For Lao PDR, while previous International Volunteer Days had been celebrated, 2001 was the first year in which it was not organised solely by international volunteers. Instead the activities for the Day were organised entirely by the Village Committees and community volunteers, providing an opportunity for community-based volunteers to come together, recognise, and celebrate the contribution of volunteers (both local and international). This was seen as an important step in shifting the definition of volunteering from one that was based on formal activities by international agencies to one that included locally-based mutual-aid activities.

3.6 The vast majority (94%) of respondents to the follow-up survey reported holding conferences, seminars and workshops during IYV. Such events were held at all geographical scales and covered a diverse range of themes. At the international level, a number of key conferences were undertaken, some specifically for IYV, others of which were annual conferences which adopted an IYV or volunteering theme. Examples included: an international symposium on volunteering in Geneva which was attended by over 550 people from 126 countries; the 15th IAVE world conference on volunteering held in Amsterdam; a European Sports conference in Estonia which discussed trends and challenges in sports volunteering; and discussions on the contribution of volunteering to social and economic development at an event in New York. A plethora of conferences, seminars and workshops were undertaken at national, regional and local levels, with themes ranging from volunteer management, to training, the definition of volunteering, governance, and the impact of volunteering. Such forums had a number of specific identifiable outcomes. Often the events drew together a diverse range of participants from across sectors, facilitating networking, partnerships and a growing understanding of cross-sector activities. Additionally, the conferences were felt to raise intellectual capital and capacity within the voluntary sector and beyond.

Conferences and Workshops on Volunteering

In Jordan a two-day workshop on volunteering brought together members of various government ministries, agencies, voluntary organisations, and donor groups. The aim of the workshop was to discuss issues related to volunteering and institutional support for hosting volunteers. From these discussions, guidelines were drafted on the use of volunteers for voluntary agencies, government institutions, and volunteer-sending organisations.

A two-day national Volunteers Forum in Jamaica brought together a wide cross-section of stakeholders who examined and discussed a concept paper on volunteering, which had been drafted by researchers. By the close of the Forum, recommendations for a national volunteer policy and volunteer centre had been drawn up providing a starting point for future developments of the volunteering infrastructure within Jamaica.

In Mozambique a workshop to analyse the motivations, strengths and weakness of volunteering was attended by 48 volunteers and the Ministry of Youth and Sport. At the end of the event delegates signed up to a series of action points aimed at strengthening volunteering in Mozambique, such as the need to undertake efforts to organise and co-ordinate activities between organisations, and the need to find new ways of working with communities to encourage locally-based volunteering.

3.7 A host of additional promotional events were undertaken by individual countries and regions; such events were often based around practical volunteering activities. In Tanzania, the Uhuru torch race (a political symbol of unity) saw the IYV message carried through 25 regions and 123 districts of Tanzania with speeches made and money raised at strategic points along the course. In Mozambique IYV events included volunteer work with local communities, reconstruction work after the floods, and poverty relief work, all of which promoted the work of volunteers and acted as an incentive to get others involved. In Lao PDR, the association of IYV with the Women's Boat race and the marathon and elephant festival in Hongsa, alongside the IYV marathon in Vientiane that involved 250 participants and a volunteer-based reforestation day, together proved an effective promotion strategy. In Israel 10,000 trees were planted to create a 'Volunteering Forest' and in Bangladesh a month long bicycle rally was held to commemorate the Year.

Promotional Materials

3.8 Beyond the events hosted throughout the Year, countries reported producing a plethora of promotional items relating to IYV. These ranged from leaflet and poster campaigns to commemorative stamps or IYV calendars, pins and mugs.

3.9 Nationally, prior to IYV, the baseline survey showed that 69% of countries distributed promotional leaflets and 62% undertook poster campaigns. During the Year such promotional activities appear to have increased considerably, with the follow-up survey reporting that 86% of countries produced and distributed promotional leaflets/flyers on IYV or volunteering more generally, while 91% of countries produced posters. Brazil entitled their campaign *faca parte* (participate) while Canada entitled their two campaigns 'I volunteer' and 'I will volunteer 2002'.

IYV Campaigns

In Canada the 'I volunteer...' campaign and subsequently the 'I will volunteer 2002' campaign were the most frequently talked about successes of IYV. The campaigns involved a series of high quality posters and postcards, the images of which highlighted the diversity of voluntary activities and individuals undertaking them and encouraged volunteers to complete the sentence 'I volunteer because...'. Materials were widely distributed from Volunteer Canada but organisations were also able to adapt the campaigns to their particular needs by using images that were available on compact disc.

3.10 Beyond the posters and leaflets a range of promotional items were developed by 80% of respondents to the follow-up survey. The most popular promotional items produced were commemorative stamps, issued by 31% of responding countries, including Bhutan who hosted a nation-wide competition to design the stamp. Commemorative medals were issued by 14% of respondents, and commemorative coins by 11%. 34% of respondents identified other commemorative items. For example, in Brazil every month 500,000 telephone cards were produced showing IYV themes with slogans encouraging people to volunteer; while in England a blue and orange ribbon was adopted and distributed to over 43,000 volunteers. Many individual organisations developed their own personalised IYV items, such as lapel pins and bookmarks.

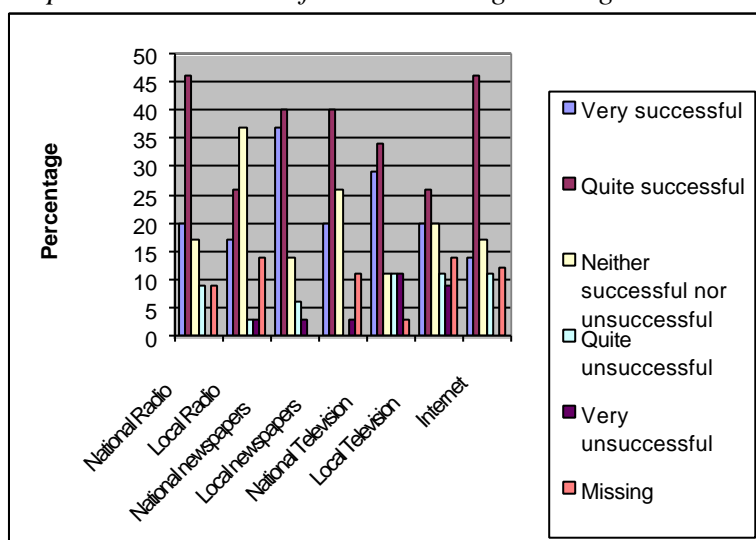
3.11 Not a commemorative item as such, but some countries produced IYV poems and songs with a volunteering theme. Indeed, UNV collaborated with a number of artists to produce a double album, which involved musicians from 18 countries with 27 songs in nine languages. For example, the album featured a Jamaican song by a renowned reggae star, alongside French rock, Latino salsa and Arabic traditional music. Such songs and poems were felt to have had a distinct impact. For example, one respondent from Jamaica discussed the importance of the IYV song for a society in which music plays a key role, thereby promoting volunteering in a way in which the nation was able to relate to. Photo competitions such as that held in Lao PDR, or essay writing competitions such as undertaken in Namibia, and artwork competitions and paintings such as those commissioned in Mozambique, proved to be additional and effective ways of using the arts to translate and disseminate the message of volunteering.

3.12 However, despite the apparent qualitative impact of such promotional campaigns and materials, there is little (if any) statistical evidence to track the campaigns or to measure their impact on public recognition. We know, for example, that in Canada CN\$2 million (US\$1,276,553) worth of small promotional items were sold, but we know little about who these were distributed to or what impact they had. Additionally, while activities were undertaken on four geographical scales (international, national, regional and local/organisational) and this can be seen as important in terms of developing local identity and ownership of the Year, it may represent a duplication of effort and resources.

Media

3.13 Evidence from the baseline survey showed that results were split as to whether national media campaigns were undertaken prior to the Year: 50% of responding countries had undertaken campaigns, while 48% had not. As to the type of media used the survey showed that countries were most successful in getting coverage on volunteering on national and local radio, national and local newspapers and national television.

Graph one: Successes of media coverage during IYV



3.14 As the graph above shows, the follow-up survey indicated considerable success at attracting national media coverage for IYV or volunteering more generally during the Year. For example, 77% of respondents felt that they had been successful at attracting coverage from national newspapers, 66% from national radio and 63% from national television. Countries reported particular success in attracting national media for events such as the launch and close of the Year, especially where eminent people were involved. In Uganda one national newspaper ran a weekly supplement on volunteering, while in the UK a special supplement on volunteerism was published by The Observer newspaper, and in New York the City’s IYV Committee cooperated with the New York Times. In Sri Lanka video footage and public announcements were aired and IYV organisers appeared as regular chat show guests and in Spain a prime-time, two-hour, television marathon was aired on 5 December to showcase the diversity of volunteering.

3.15 According to the follow-up survey, countries were slightly less successful in attracting local media coverage, with 60% of respondents reporting success in attracting local newspaper coverage, 43% local radio coverage and 46% coverage by local television.

3.16 The case studies, however, provided contradictory evidence on media coverage, highlighting significant challenges faced by countries in engaging the national media.

Media Coverage

In Hungary, the Civil Radio of Budapest, a community radio station, provided significant coverage of the Year. For example, during the Pepsi Island international music festival the station provided coverage of the 'Civil Street' build up by non-profits to showcase their work. Full coverage was provided for all 10 days of the festival and the station organised a live, on-air, round-table discussion on volunteering. In addition regular features on volunteering were included in the broadcast schedule throughout the Year.

In Lebanon two of the largest circulation newspapers, the Daily Start and L'Orient Le Jour, had taken a strong and sustained interest in reporting on IYV. However in some cases they had gone further, to act as a dissemination point where would-be volunteers could ring for information – after the appearance of one spread, 60-70 members of the general public did so, an unprecedented response. The level of coverage for IYV represented a significant shift in media interest as previously the newspapers reported taking little interest in volunteering apart from where some celebrity was involved.

Brazil reported great success in attracting media coverage for IYV at the national level. For example, Globo TV and 400 radio stations and their subsidiaries ran volunteering stories and free adverts, while volunteering storylines were even added to prominent daily soap operas. In total it is estimated that 3,000 articles were printed throughout the Year in Brazilian newspapers and magazines.

- 3.17 At the local level, organisational-based, in-house media was also used to promote IYV. In some instances new forms of in-house media were created for IYV, in other cases existing publications had IYV or volunteering additions. For example, in Bangladesh a monthly electronic newsletter entitled 'Volunteer' was launched and published by the Forum for Culture and Human Development. In Canada the case study research revealed a wide array of features on IYV in publications within all sectors; this was particularly notable in corporations whose publications had previously paid scant attention to the issue.
- 3.18 In terms of the quantity of media coverage, just 43% of the countries responding to the follow-up survey monitored the number of mentions generated by IYV. For those that monitored coverage, the smallest number of mentions was just three, while the greatest number of mentions was an impressive 129,187 between December 2000 and December 2001, recorded in Northern Ireland. Further comparison between the volume of media coverage is difficult given the different time frames over which information was collected, and a lack of knowledge as to the relative size of the media industries within each country.
- 3.19 Beyond the quantity of media coverage, it is also important to consider the types of images that were portrayed in the media and the impact of the coverage on public opinion. The baseline survey reported that prior to IYV the main benefit of media involvement was raising public awareness of volunteering, followed by projecting a positive image of volunteering, and bringing volunteering to the attention of the public policy makers. The responses were broadly similar for the follow-up survey, with 63% of respondents stating that the main benefit of the media's involvement in IYV had been to raise public awareness of volunteering; 37% that it had helped project a positive image of volunteering; and 29% that it had helped bring volunteering to the attention of public

policy. In addition, 20% felt that there had been other benefits to the media's involvement in IYV, such as helping to define volunteering and the role it plays within society and generating momentum to start new volunteer-involving initiatives. A number of countries, however, noted that the media had little effect or indeed that generating media coverage had not been a priority.

3.20 There is little evidence to gauge whether the image of volunteering presented in the media changed over the Year; although a couple of specific examples can be given. In Canada, it was noted that there was a change in the way that the media presented volunteering. As one respondent said 'there was more diverse images of volunteers – it made it really fashionable and their perception of volunteering really changed, which is helpful as we are no longer fighting the stereotypical image'. In Brazil, however it was highlighted that while they had been very successful at attracting quantity of coverage, as many journalists were new to reporting on volunteering, they still had 'lots to learn' in order to project an accurate image of volunteering.

Websites

3.21 The baseline survey showed that only 10% of countries were successful in getting media coverage for volunteering on the Internet prior to 2001, with 19% of respondents ranking themselves very unsuccessful in this respect. During IYV a variety of websites were developed, either specifically for IYV or with special sections on existing organisational sites to highlight IYV activities. Indeed IYV is being heralded as one of the first international years to be web-based. The web sites did more than connect people. They served to reach mass audiences in a cost effective way, they helped to distribute resources and promotional materials, they served as central information and news depositories and they often served as a way to highlight key partners or IYV supporters.

3.22 UNV hosted the main IYV website. In October 2001 alone the site received 70,000 visitors, with 270,000 pages visited and nearly 1.2m hits. The IYV site actively reached over 12,000 volunteer organisations with email news, regular press releases and IYV newsletters, and its database contained over 20,000 individuals and organisations which participated in the Year. Beyond providing an important source of information, the site was also felt to have helped connect people globally, reinforcing the feeling that IYV and volunteering are international movements. Other agencies within the UN also used the web to promote IYV. For example, UNICEF devoted one of its web pages to the Year.

3.23 A host of IYV websites were developed by individual countries, with 51% of those responding to the follow-up survey saying they had established a website during the Year. Indeed, 60% of respondents to the survey felt that they had been successful in promoting IYV on the Internet, suggesting a considerable improvement on the use of the net compared to before the Year. Very few countries provided data on the number of visitors to their website. For those that did the largest number of visitors within the Year was recorded by Portugal with 169,096 visitors (the time period over which these were generated was not however given), followed by the Canada with 119,864 visitors between December 2000 and December 2001.

IYV Websites

In Italy the IYV website was created in partnership between two organisations, Voluntario nel Mondo – FOCSIV and Civitas. The site went active on 5 December 2000 with the aims of being a useful source of information and exchange based around the four main objectives of IYV; providing information, contacts, news and calendar of events; disseminating documents on research into volunteering; and providing a forum for interaction between volunteers. According to their end of year report submitted to UNV, 210 organisations had registered on the site, 80 different kinds of IYV activities and events involving 1,173,270 people were promoted, and the website had attracted 14,544 visitors and reached 1,187,000 people.

3.24 In addition to specific national IYV sites a number of organisations also hosted IYV sections within existing sites. 6% of respondents to the follow-up survey noted that while national sites had not been developed, they had developed sections within existing organisational websites on which IYV information was posted. Further, the case study in Canada revealed that many organisations in all sectors had dedicated parts of their websites to IYV. A number of corporations also reported using their intranets to promote IYV, inform employees of volunteer activities they could get involved in, and to act as a form of recognition.

Targeting Specific Groups

3.25 Within the overall promotional activities, a majority of countries undertook specific, targeted campaigns, aimed specifically at those groups in society deemed less likely to volunteer. 69% of respondents to the follow-up survey had targeted specific groups; by far the most common group to target was young people, followed by older people and then disabled people (see table two). Most countries that had targeted their promotional campaign had focused on two or more groups. For example in Canada the Year was divided into four quarters, with each quarter focusing on different groups (young people, corporate volunteers, older people and community volunteers), with a range of promotional and capacity building materials developed with each of those groups in mind.

Table two: Targeting specific groups within IYV

| Targeted group | Frequency | Percentage (N=24) |
|---------------------------------------|-----------|-------------------|
| Young people | 20 | 83 |
| Older people | 8 | 38 |
| Disabled people | 6 | 25 |
| Victims of HIV/AIDS | 2 | 8 |
| Black and minority ethnic communities | 2 | 8 |
| Mental health sufferers | 1 | 4 |
| Grassroots organisations | 1 | 4 |
| Women | 1 | 4 |
| Other | 3 | 13 |
| No specific targeted group stated | 3 | |

Promotion of Organisations

3.26 In addition to the range of activities undertaken to promote IYV, individual organisations also used the Year to promote their own aims and activities. The survey of international organisations showed that 94% of respondents used IYV to promote their own aims. In addition, 44% of the organisations used IYV as part of their recruitment strategies. It would appear that using IYV as a platform for recruitment was successful as 75% of the organisations that had done so felt that IYV helped them attract new volunteers. One respondent said: ‘it gave an additional focus to activities’; and another respondent said: ‘[we] used IYV as a promotional stepping stone to support and build links with other volunteer organisations’.

The Reach of Promotional Activities

3.27 The range and quantity of promotional activities and materials that were produced effectively spearheaded the Year. However, there is little statistical evidence to indicate the impact of such campaigns or the extent to which they reached the general public across the world. One exception is Canada, where there had been a very impressive promotional campaign and according to an IPSOS/REID poll undertaken in September 2001 43% of the population had heard that it was IYV. However, even here there were considerable differences according to gender, age, education and religion, indicating that (at that stage at least) not all sections of the community had been reached. In other countries there was evidence that the promotional campaigns (and indeed all IYV activities) were restricted to the national centres – geographical and sectoral. For example, in both Lao PDR and Hungary activities were focused to a large extent in the capital cities, while in Chile the extent to which promotional materials had reached those outside the voluntary sector was questioned. As one respondent said: ‘Recognition has been impossible to gauge effectively, but there is very little public awareness beyond those directly involved’. A rather different concern was felt in Brazil where the success of the promotional activities was such that there was not enough capacity within voluntary sector to engage new volunteers effectively. As one respondent said: ‘now we know we can mobilise volunteers, but we need to build the quality’.

3.28 However, despite these limitations, there was consensus that the promotional activities had laid the foundations for growing public recognition of, sensitisation to, and interest in volunteering. As one respondent from Samoa said: ‘We would like to think that IYV has had a positive impression on the general public, with the latter more aware of what volunteerism is about, hopefully with the intention to also take up some form of volunteering’. Or in the words of a respondent from Mozambique: ‘The main legacy of IYV is the planted seed, the growth and diversity of volunteers involved, the awareness raised and the opportunity to know better the real country as well as the involvement with rural communities’.

4 Recognition

4.1 The second key goal of IYV was recognition. Indicators of success at increasing recognition include: volunteer awards and recognition events; statements of support for volunteering; research into volunteering and its impacts; and an increase in the number of people volunteering.

Public Recognition Prior to the Year

4.2 The baseline survey showed that levels of visibility of volunteering prior to 2001 were low in many parts of the world, with only 34% of responding countries registering high levels of public recognition prior to the start of the Year. The follow-up survey suggests that significant strides were made during IYV in raising the profile of volunteering with 86% of responding countries feeling that they were successful at increasing recognition during the Year.

Awards

4.3 One key mechanism favoured during the Year for raising public awareness was the awards ceremony. A host of new Volunteer Awards and ceremonies were introduced during IYV; while many existing Award schemes were given a new spin for the Year. Some were undertaken as one off events, but many countries noted that the Awards initiated during IYV would continue after the Year. As one respondent said: 'The spirit of volunteerism awards will continue for years'. Such awards were hosted at national, regional and local levels by individual organisations, consortiums and umbrella bodies that spanned all sectors – public, private and voluntary.

Volunteer Award and Recognition Events

On International Volunteers Day in Panama the United Nations Information Centre worked in partnership with the Director General of the National Civil Protection system to host an award ceremony. A Medal of Honour for Courage was presented to the Volunteer Corps of the Children's hospital, and also receiving medals were the volunteers in the United Nations system in Panama and one individual who had rescued a young child from drowning. Awards were presented by esteemed persons and the local media covered the event. This was the first time that this type of recognition had been carried out in Panama.

In India, again as part of the celebrations for International Volunteers Day, award ceremonies were hosted to present volunteers from 30 districts with certificates and awards. Outstanding volunteers from all walks of life were recognised. The awards were felt to be particularly significant because the government previously had no programme to recognise volunteers.

In Jamaica the national committee organised a National Model Volunteer Awards Ceremony. At the parish level volunteer nominees were vetted by their communities and the top five of those then went on to the national level. At the national level 8 individuals received awards in different categories – development of young people, advancement of women, HIV/AIDS support, social development at the community level, protection and preservation of Jamaican cultural heritage, protection and preservation of the environment, care of the elderly and care of the disabled.

- 4.4 Awards were also issued during the Year by individual organisations. 67% of respondents to the international organisation survey used IYV as an opportunity to introduce new forms of recognition, the majority in the form of awards. For example, one organisation issued a diploma with the IYV logo to volunteers around the world; while another hosted additional award ceremonies to honour young volunteers who served their communities. Other forms of recognition adopted by individual organisations during the Year included, distributing lapel pins, bookmarks or mugs to volunteers, and including volunteer stories in in-house magazines, journals and annual reviews. Additionally, there was a move by a number of organisations to develop a volunteer visa that would recognise the legal status of volunteering; as part of the activities during the Year 100,000 fake volunteer visas were published and distributed to embassies and governments around the world.
- 4.5 One favoured method of drawing attention to the importance of volunteering was the involvement of VIPs and celebrities in the Year, both on a national and international level. UNV appointed four eminent persons to serve as ambassadors for the Year: His Royal Highness, Prince Felipe de Asturias of Spain; Jerry Rawlings, the former president of Ghana; Anita Roddick, the Founder and Co-Chair of The Body Shop; and Dr Nafis Sadik, the former executive director of the UN Population Fund. In China famous actors were involved in IYV, in Nigeria the president was appointed as the Grand Patron of IYV, in Jamaica the Prime Minister gave his endorsement to the Year, in Uzbekistan DJ Max was involved as an IYV ambassador, and in Hungary the President served as ambassador to the week of volunteering. Such appointments served to confer status on the Year and to bring to public attention the value and importance of volunteering.

Research

- 4.6 Another key method of increasing public (and official) recognition of volunteering was carrying out research. The baseline survey found that research on volunteering in many countries prior to the Year was low or non-existent, with only 34% of responding countries engaged in such activity. IYV acted as a stimulus to research, with numerous studies carried out at national, local and even international level. 61% of respondents to the follow-up survey said that research had been commissioned on volunteering linked to IYV.
- 4.7 An important development in stimulating such activity at national level was the development by UNV and Independent Sector, a US-based non-profit organisation, of an international toolkit to carry out national surveys and measure the economic contribution of volunteering. The Toolkit attracted a great deal of attention and was produced in both hard-copy format and as a down-loadable attachment on the IYV website. It was picked up and used by a number of countries during the Year, including Botswana, China, Lao PDR, Ukraine, Kazakhstan and Mongolia.
- 4.8 The research carried out during the Year varied in subject and scope, ranging from a survey of grassroots volunteering in Cambodia and of mentoring in Northern Ireland, to research into the impact of volunteering in Israel, the conceptualisation of volunteering in Tanzania and the historical development of volunteering in Sri Lanka. In Belgium the Roi Baudoin Foundation commissioned a study of the status of volunteering in the country and in Bulgaria the Year witnessed the nation's first sociological survey on volunteering.

Research into Volunteering

In Lao PDR a significant milestone for IYV was the undertaking of a national survey of the status of volunteering, conducted in collaboration with the government. This was the first survey of its kind and had a major impact on the perception and recognition of volunteering in Lao PDR. Within the 60 communities that were included in the study there was found to be a high level of mutual aid taking place, with two out of three people volunteering within their communities. This recognition of the extent of mutual aid helped shift government and community perceptions that volunteering is something done by foreigners and for first time it was realised that there is a tradition of mutual aid which can be seen as volunteering and which contributes significantly to the social development of Lao PDR. As one respondent said: 'The survey has strengthened the spirit of volunteerism, as people now know that they are appreciated. This has generated greater enthusiasm for volunteering'.

In Canada CN\$1.25 million (US\$797,764) of the IYV budget was dedicated to a research programme designed to increase the volunteering knowledge base. Before the research began, extensive consultation was undertaken with representatives in six cities and existing literature was reviewed to identify knowledge gaps. Subsequently, six research themes were identified: impact of demographic and social change on volunteering; motivation, recruitment, retention and recognition; volunteer development; value of volunteering; volunteer management; resource, infrastructure and governance. Request for proposals were sent out to voluntary sector organisations and research institutions. From the 73 proposals that were received 13 were selected.

In Sri Lanka the research that was undertaken served to highlight the historical context of volunteering in the country and its current form and extent. Following on from the research findings a consultative workshop was convened at which 42 volunteers, voluntary organisations and related state agencies were able to see the preliminary research findings and subsequently use them as a basis for discussions on areas for future intervention. From the workshop a mission and work plan was produced, with plans working towards the establishment of a Volunteer Organisation, Information, Coordination and Education Centre.

Translating Recognition into Volunteer Numbers and Opportunities

4.9 To what extent did the increased recognition generated during IYV translate into more people coming forward to volunteer and more opportunities being created? The follow-up survey reported 63% of responding countries claiming to have seen an increase in the number of people volunteering. However, of these only 36% gave recorded evidence to back up this claim, and often this was quite localised in its reach. In Brazil one organisation estimated that while in 1998 there were 15,000 inquiries about volunteering in 2001 this had increased to 30,000, while a blood bank project in Rio de Janeiro saw volunteer numbers go from 3 in 2000 to 30 in 2001. To some extent the lack of evidence on the impact of the Year is not surprising. The true impact of the Year will take some time to become evident: IYV sowed the seeds for an expansion of volunteering but any impact on public attitudes and behaviour will take a while to work its way through. Moreover, many countries did not have as a goal of the Year to increase volunteer numbers. Rather they were concerned with raising the profile of volunteering and increasing the capacity of organisations to engage volunteers more effectively.

4.11 Alongside an increase in volunteer numbers, the follow-up survey offers evidence of an expansion in the demand for volunteers, with 34% of responding countries reporting an increase in the number of volunteering opportunities created during the Year. Again, only a minority of countries (42%) had recorded evidence of the increase, and this tended to be inferential, such as records of the numbers of organisations registering at national volunteer centres.

5 Facilitation

5.1 The third goal of IYV was to aid the facilitation of volunteering through, for example, changes in government policy and legislation; the development of the volunteering infrastructure at national and local levels and the use of new technology to recruit and manage volunteers. As with the first two goals we can see evidence of success against each of these indicators.

Government Support

5.2 Support from government during the Year took place at the international, national and local level. Table three summarises the different forms of government support that were engendered through IYV and which are expanded upon below.

Table three: Public policy development during IYV

| | Speeches on volunteering from politicians and other leaders (%) | Debates on volunteering in parliament (%) | Specific legislation on volunteering (%) | Specific programmes to promote volunteering (%) | Major policy statement/plans (%) | Inclusion of volunteering in national accounts (%) | Reviewing of legislation to take into account the impact on volunteering (%) | Anything else influencing public policy (%) |
|------------|---|---|--|---|----------------------------------|--|--|---|
| Yes | 80 | 34 | 31 | 77 | 63 | 34 | 23 | 6 |
| No | 14 | 43 | 49 | 17 | 20 | 49 | 54 | 83 |
| Don't know | 6 | 20 | 17 | 3 | 9 | 14 | 17 | 9 |
| No answer | 0 | 3 | 3 | 3 | 9 | 3 | 6 | 3 |
| Total | 100 | 100 | 100 | 100 | 101 | 100 | 100 | 101 |

International government support

5.3 A number of landmark resolutions and policy pronouncements on volunteering were made at inter-governmental forums during the Year. Whilst the immediate impact of these developments is difficult to gauge beyond the increase in visibility which it afforded volunteering globally, it is likely that the long-term impact will be significant in helping to foster better relations between governments and volunteer-involving agencies world-wide and creating a more favourable legislative environment for volunteering to develop.

5.4 On 5 December 2001, at its 56th session, the UN General Assembly adopted a resolution entitled "Recommendations on support for volunteering" (A/RES/56/38) co-sponsored by 126 Member States. The resolution recognised the valuable contribution of volunteering in its many and diverse forms and noted its role as an important component of any strategy aimed at poverty eradication and overcoming social exclusion.

5.5 A first step was taken at the beginning of 2000 with the release of a publication prepared by the Institute for Volunteering Research on volunteering and social development outlining the various forms of volunteering, describing its contribution to economic and social development, and presenting preliminary suggestions for government action. This seminal document greatly facilitated advocacy work with interested governments towards having volunteering considered as one new dimension in fighting exclusion in the context of the 24th special session of the General Assembly World Summit for Social Development held in July 2000. The initiative was successful and text on volunteering appeared in the outcome document, the first time in any thematic UN General Assembly special session.

- 5.6 A follow-up publication produced by UNV focused more on the perspective of developing countries, building on the notion that volunteering is deeply embedded in almost every culture and is a basic survival mechanism for large numbers of people, especially the poor. The document, and the discussions around it, formed the substantive basis for the first ever debate on volunteering in the Commission for Social Development of the Economic and Social Council (ECOSOC) of the United Nations at its 39th session held in February 2001.
- 5.7 Other Key achievements at the inter-governmental level during the Year included the adoption of a statement on volunteering for the first time in both the Programme of Action for the Least Developed Countries for the Decade 2001-2010 and in the Declaration on Cities and Other Human Settlements in the New Millennium. The Inter-Parliamentary Union adopted its first resolution on volunteering at its 168th session held in Havana in April 2001. The Parliamentary Assembly of the Council of Europe also adopted a resolution dealing with 'The Recommendation Improving the Status and Role of Volunteers', calling on governments to promote pro-volunteer policies and remove legal obstacles hindering people from volunteering. Again this was the first time the Assembly had issued such a set of guidelines on volunteering. Volunteering was also featured in the European Union's report on Social Exclusion adopted in December 2001 by the European Council.
- 5.8 IYV also had an impact on the work of the UN itself. Following a suggestion from the UN Secretary General an in-depth study into the relationship between volunteering and the United Nations system was carried out by UNV. The report, released to coincide with the close of IYV 2001, illustrates how volunteers, be they international professionals, peasant farmers, or urban migrants, contribute to virtually every area of work of the United Nations.

Government support at national and local level

- 5.9 Domestic Governments support for volunteering during the Year took on a variety of forms. Some of it was specific to the Year, for example funding of National Committees and sponsorship of national conferences and events; some of it was broader in scope and concerned less with the Year itself than with the long-term development of volunteering, through, for example, changes to the legislative framework. Much of the attention of domestic governments was directed at strengthening volunteering within the voluntary and non-profit sector. However, in a number of countries measures were also introduced to develop volunteering within the public sector.
- 5.10 Government support for volunteering prior to the Year varied enormously from country to country. Some governments had well-developed strategies for promoting volunteering; others had given little or no thought to the issue. Of those countries taking part in the Year and which responded to the baseline survey, 57% already had specific programmes in place to promote volunteering prior to 2001; and 41% could cite references to volunteering in major policy statements. However, in only 22% of countries did specific legislation exist on volunteering prior to 2001, and in only 24% of countries was volunteering included in the national accounts.
- 5.11 The evaluation suggests that IYV had an important, in some cases, catalytic effect on government attitudes to, and support for, volunteering. This support can be assessed against a number of indicators, ranging from the inclusion of volunteering in speeches by

politicians and Parliamentary Hearings on the issue; through to major policy statements on volunteering and changes to the legislative framework.

5.12 One way in which governments demonstrated their support for IYV was by including references to volunteering in the speeches of leading political figures and in organising debates on the issue in Parliament. The follow-up survey found that in 80% of responding countries volunteering was the subject of speeches from politicians and other leaders during the Year; with 34% of respondents reporting that specific debates on volunteering had taken place in Parliament.

Parliamentary Hearing on Volunteering

In Hungary two Parliamentary Hearings on volunteering were held for the first time in 2001. They were organised by the Parliamentary All Party Committee for Civil Affairs, a committee of strategic importance for the voluntary sector, as it is one of the few public bodies providing core grants to voluntary organisations.

In the United Kingdom a series of Parliamentary Hearings on volunteering were held at which experts from the voluntary sector and academia were invited to discuss issues such as the role of government and the media in promoting volunteering with politicians from all political parties and both Houses of Parliament.

In Portugal a series of Parliamentary Hearings on volunteering took place, and in Belgium and Russia hearings of the voluntary sector were held to review legislation on volunteering.

5.13 Many governments used the Year to review the legislative framework relating to volunteering. 31% of respondents to the follow-up survey reported that specific legislation on volunteering was either considered or implemented during IYV; with 23% saying that existing legislation was reviewed to take into account the impact on volunteering. In some instances the impetus for legislative change came from government; in others it came from the voluntary sector. In Mozambique a proposal for new legislation on volunteering was delivered to the Minister of Youth and Sport; while in Kyrgyzstan a law on 'volunteer movement' was developed by the voluntary sector 'Fund of Legal Problems'. In Germany changes were made to the law on the volunteer ecological year to make it easier for young people to get involved, and legislative reviews were also carried out in the Czech Republic. Given the inevitable time-lag involved in introducing new legislation it is likely that the true impact of the Year in this respect will only be felt in the future.

Legislation on Volunteering

In Brazil the first ever three-day seminar on how the law relates to volunteering was held in Rio. The seminar raised awareness of the current law which sets out that volunteering cannot be remunerated and is limited to a maximum of 5 hours a day, 3 days a week. It also discussed what progress needed to be made on issues like insurance for volunteers and health and safety in volunteering. The impetus for the event came from a group of lawyers who were involved with different voluntary organisations.

In Hungary one of the goals of the Year was to improve the legal framework in which volunteering operates. One of the Four Task Groups set up to run the Year, the Recognition and Legal Environment Team, was charged with identifying those issues which required clarification in legal status and on which action should be taken. Their priorities for action were:

- Volunteer work and the labour code;
- Volunteer work and taxation;
- Liability insurance for volunteers;
- Reimbursement of expenses for volunteers;
- Link between volunteering and unemployment;
- Volunteer work by young people (abroad);
- Volunteer work by foreign nationals in Hungary.

The key outcome of this group was the drafting of an ‘amendment package’ to modify two separate pieces of legislation to give (amongst other things) tax allowances to volunteers to match those given to donors. Despite the limited chances of success in the immediate term, the work of the group was judged a success in drawing the governments attention to the legislative difficulties faced by volunteers in Hungary and in laying the foundations for possible changes to the law in the future.

5.14 A further outcome of the Year was the introduction by governments of policy statements or strategy documents on volunteering. The follow-up survey found that in 63% of responding countries major policy statements or plans had made reference to volunteering during the Year. In Sri Lanka a cabinet paper was prepared by the Ministry of Social Welfare (NGO Secretariat) for the formation of a Divisional Co-ordinating Committee of volunteer Organisations. In Nepal plans were made to enhance the forthcoming 10th five-year plan by the adoption of additional volunteering supporting policies and programmes; and in Portugal a National Plan on volunteering was developed. Again, as with the introduction of new legislation it is likely that the full impact of these initiatives will take some time to be realised.

5.15 The Year also led to steps being taken to recognise the financial contribution made by volunteers to the domestic economy, with 34% of respondents to the follow-up survey reporting that steps were taken to include volunteering in the country’s national accounts. Countries that are including volunteering in their national accounts include Tanzania, Uganda, Israel, Netherlands, Canada, Japan and the Democratic Republic of Congo.

5.16 Specific programmes to promote volunteering were introduced or strengthened in 77% of those countries which responded to the follow-up survey. In Hungary the Gate Programme, which was introduced by the social affairs ministry prior to the Year to build bridges between young people and the disabled and elderly through volunteering, was greatly expanded and strengthened during 2001. In India a Volunteer Core was established covering 1,000 villages in coastal Orissa to enlist and train volunteers in disaster response.

5.17 The evaluation was not set up to capture activities at a local level. Nevertheless it is clear that in many countries governments at the local and regional level embraced IYV and introduced provisions to strengthen volunteering. In Tanzania, for example, the regional and local authorities included self-help projects in their annual plans; while in Northern Ireland 16 out of the 26 local authorities in the Province were involved in recognising and supporting volunteering during the Year.

Volunteering in the Public Sector

5.18 In addition to improving the legislative environment for volunteering and the introduction of specific programmes aimed at the voluntary sector, some governments took steps to strengthen volunteering within the public sector. In some countries this involved politicians themselves signing up to take part in voluntary activities, such as in Northern Ireland where 30 of the 108 members of the Legislative Assembly committed themselves to volunteer during the Year. In other countries steps were taken to expand the role of volunteering in the key public services, such as health and education. In Hungary the Ministry of Health Care launched a funding programme to develop volunteering in hospitals. A fund of 3 million HUF (US\$11,201) was established and voluntary organisations active in hospital volunteering were invited to bid for support. Thirty organisations applied for funding and seven were successful. In Brazil a meeting of 500 health professionals was held during the Year to discuss how volunteers could contribute to health care. In India partnerships between voluntary agencies and schools were established in several states leading to the involvement of students of all ages in a range of volunteering activities such as disaster preparedness, community cleanliness and road safety.

Organisational Infrastructure

5.19 Along with increased government support one of the key indicators of success in relation to the goal of facilitation was the strengthening of the volunteering infrastructure at national and local level. Success in this area promises to be one of the most important impacts of the year, with the potential for leaving a long-term legacy for the development of volunteering.

5.20 As with government support the extent of a volunteer infrastructure varied widely between countries prior to the Year. The baseline survey found that 67% of countries already had a national organisation responsible for supporting and promoting volunteering prior to 2001. Organisational forms ranged from civil society formations to government led statutory bodies and partnerships across sectors. The survey also found that in 60% of countries networks of *local* organisations were responsible for supporting and promoting volunteering prior to 2001.

5.21 A number of countries appear to have used the Year to strengthen the volunteering infrastructure. The follow-up survey reported that 31% of countries taking part in the

Year had mobilised funds to strengthen the infrastructure at national level; with 23% of countries receiving funding to strengthen it at local level. National Volunteer Centres were planned in such countries as Sri Lanka, Lebanon, Egypt, Jamaica, Hungary and Lao PDR; while plans to set up regional and local centres were put in place during the year in Sri Lanka, Kyrgyzstan and Chile. In Luxembourg two new agencies were established during the Year to facilitate volunteering: the Agence du Benevolat and the Conseil du Benevolat.

National Centres for Volunteering

In Hungary the establishment of a National Centre for volunteering promises to be one of the most enduring legacies of IYV in the country. Plans for the Centre are well advanced, with a funding application having been submitted to the Mott Foundation in the US. The Centre will act as a classic volunteer centre, offering advice, training and support to volunteer-involving organisations and working with government to secure the best legislative environment to enable volunteering to flourish. It is also planned that it will operate as a volunteer bureaux in Budapest, bringing together those who want to volunteer with available opportunities in the area. The longer term aim is to develop a network of regional volunteer centres throughout Hungary. It is held to be vitally important that the centre should be independent of government, although it is hoped that government might offer some financial support. It is hoped that the Centre will be up and running by autumn 2002.

In Lao PDR, the Ministry of Foreign Affairs has indicated informally that they may support the establishment of a National Volunteer Centre that would promote and facilitate local volunteering. Lao PDR UNV has a role to play in providing information about other volunteer centres in the region, how they were set up and their contribution to development and social cohesion. A direct recommendation from case study respondents was that Lao PDR UNV organise a regional study tour where government officials visit other Volunteer Centres in the region to learn more about the functioning and value of a National Volunteer Centre.

Increased use of Technology to Recruit and Place Volunteers

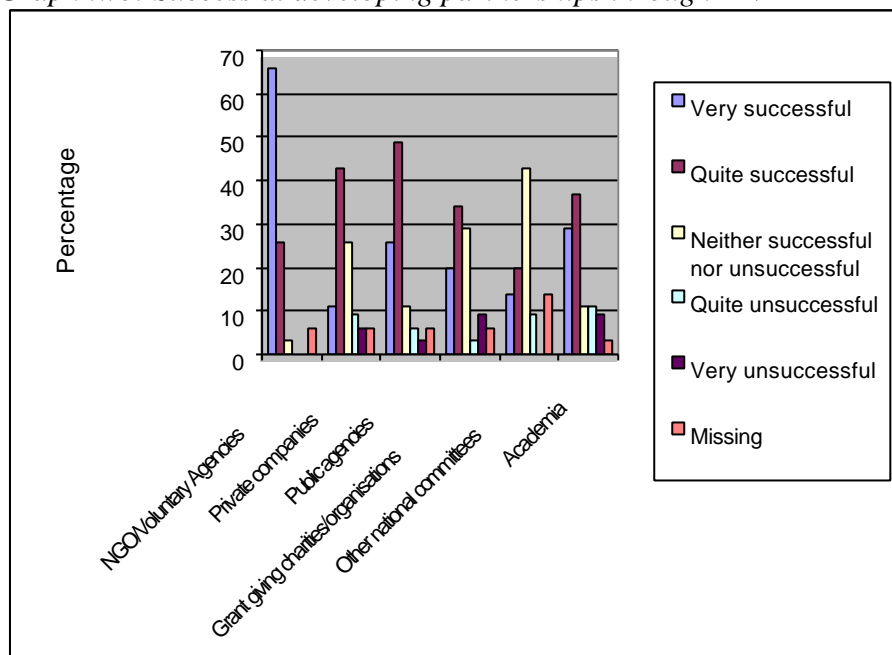
5.22 Alongside the strengthening of the physical volunteering infrastructure the evaluation points to the increased use of IT in the management of volunteers in a number of countries during the Year. The baseline survey found that the use of information technology to facilitate or promote volunteering was used in 31% of participating countries prior to the Year. This typically took the form of websites promoting volunteering and or providing online information on the activities of voluntary organisations.

5.23 The follow-up survey reported that 63% of responding countries had developed their IT capacity for volunteering during IYV. A wide variety of initiatives were developed. In Lebanon, Kyrgyzstan, Portugal and Jordan on-line databases were established to assist with the recruitment of volunteers. In England an on-line database of different images of volunteering was set up for use by organisations and the media wishing to promote volunteering. In Canada Volunteer Calgary developed a volunteer management resource website to assist volunteer managers in identifying their training needs and to provide on-line 'e-seminars' on volunteer management. At an international level the Year saw the launch of UNITEs, the Un's IT volunteer corps, and the inauguration of Net Aid's online volunteering module.

6 Networking

6.1 The fourth goal of IYV was to encourage networking between different stakeholders involved in volunteering, at national, local and international levels. The evaluation provides evidence of such links having been established at all levels and between all main stakeholders; graph two summaries the success of these various partnerships. Many of the partnerships formed were multi-sectoral, especially those arising out of the National Committees, where representatives from the government, voluntary and private sectors came together to plan and implement a range of activities and initiatives during the Year.

Graph two: Success at developing partnerships through IYV



Partnerships Between Voluntary Agencies

6.2 The Year brought voluntary organisations together around the theme of volunteering, often for the first time. The follow-up survey found that 91% of respondents viewed the partnerships developed between voluntary agencies during the year as a success (see graph two). In many cases the process of partnership building began with the setting up of the National Committee; and continued throughout the Year with organisations coming together to work on particular projects and to jointly run events and conferences.

6.3 Voluntary groups were linked during the Year through a variety of mechanisms, including newsletters; websites and electronic mailing lists. Organisations told of the value they placed on these partnerships with other groups – the opportunities they provided for the exchange of information and good practice on the involvement of volunteers. As one voluntary agency in Lebanon commented: ‘opportunities to network improved communications, led to sharing knowledge’. Organisations came together during the Year to run a host of training courses, seminars and workshops. Some organisations also opened their doors during the Year to representatives from other groups. In Hungary, for example, the Red Cross invited members of other voluntary agencies to participate in their training course for volunteer managers.

Developing Partnerships

In Brazil, IBRAVO hosted the first ever meeting of faith leaders in 2001. The event brought together 52 leaders from the different religions represented in Brazil, many of whom had never had contact with any faith group other than their own.

The interfaith gathering provided a forum for faith leaders to talk about volunteering within their communities and to discuss ways of working together. Continuity of the initiative has been assured through the establishment of an Ecumenical forum to enable leaders to exchange ideas and information on a regular basis.

6.4 Many of the partnerships established were time-limited to the Year itself, although a number were of a more permanent nature. For example, in Chile a network of health care charities was established to share information and practice on volunteering. But, whatever the precise form the partnerships took, respondents pointed to the desire on the part of many voluntary organisations to keep the partnerships in place after the end of the Year.

6.5 Almost half (46%) of countries which responded to the follow-up survey reported that the National Committee was to be kept together (at least for a while) after the end of the Year to help ensure the momentum generated by the Year was not lost. In some countries such as Hungary the plan was to transform the National Committee into the trustee body of the new national volunteer centre. In other countries, where government had played the dominant (or indeed exclusive role) in the planning of the Year, steps were being taken to transform the committee into a permanent arm of the State. For example, in Lebanon the Office of the Ministry of Social Affairs was drafting documentation to keep the committee in place. In other countries, such as Sri Lanka, the opportunity was taken after the Year to broaden the membership of the committee to include more representatives from the voluntary sector; whilst in England, although the committee itself wound up early in 2002, two of its sub-committees dealing with older and younger volunteers, were kept in place to see through the ambitious legacy programme.

6.6 The Year had an impact on the work of international volunteer-involving organisations. 78% of respondents to the organisational survey said that IYV provided an opportunity to join new networks. The number of new partnerships formed as a result of the Year ranged from one to 200, with an average of 39. The range of new partnerships developed, which organisations felt would not have happened without IYV were immense. They included closer links with UNV and other UN agencies such as UNESCO; links with volunteer centres at home and internationally; and bi-lateral partnerships with similar organisations in other countries. Almost half (44%) of international organisations surveyed said that the Year changed the way in which they worked with partner agencies, mostly in relation to the increased opportunities for exchanging information and good practice on volunteering.

Developing Networks for Government and Voluntary Agencies

6.7 The Year also brought about the development of partnerships between governments and voluntary agencies, and between voluntary agencies and the public sector with 74% of respondents to the follow-up survey saying that they felt such partnerships were successful. These partnerships took on many forms; ranging from the organisation of joint events and the working together on research projects; to the joint development of volunteering strategies and national plans. In Mozambique a partnership was developed

between the National Committee and the Ministry of Youth and Sport. In Chile a consultative body made up of representatives of the voluntary organisations within the Chilean National Committee and the government begun to put into action a strategy to strengthen volunteering. In Fiji a partnership between rural voluntary organisations and branches of the Fiji Council of Social Services was developed to help in the outreach of the country's volunteer programme.

6.8 The Year had a positive impact on the way in which international volunteer-involving agencies worked with UNV, with 50% of international NGOs which responded to the organisational survey saying that IYV changed the way in which they worked with UNV. There was warm praise for 'the very dynamic Team IYV'; and for the IYV website and a general feeling that the Year had led to a greater understanding 'of the world of UNV'.

Partnerships with Private Sector

6.9 Partnerships were also established during the Year between voluntary agencies and the private sector, although these were less well developed than other links, with only 54% of respondents to the follow-up survey expressing themselves satisfied with these partnerships.

6.10 The nature of these partnerships took on a variety of forms, ranging from financial assistance for particular projects during the Year to the development of employee volunteering schemes within companies. In Lebanon successful partnerships were established with the Al-Mabarrat Association and with Cellis-FTML, both of which companies were represented on the National Committee and took part in a range of activities during the Year. In Israel the private company, the Azriieli group, established a 1-800 (free-phone line) for recruiting volunteers, details of which were published in the National media and processed by the National Council for Volunteerism in Israel. In Sri Lanka the Seylan Bank assisted with the awards and prizes for the IYV Poster Art contest for children. In Bahrain in November 2001 Coca Cola, together with the Ministry of Social Affairs, launched the campaign 'Hand in hand towards a better world'. Fifty volunteer-involving organisations took part in this campaign, encouraged by the provision of financial support. In the Netherlands Yellow Pages provided free advertising for IYV.

Corporate Support for Volunteering

Each year the Royal Bank of Trinidad and Tobago runs a Young Leaders project. During 2001 it was decided that this would include volunteerism as its theme. One significant result was a Young Leaders Group at St. Joseph Convent, Port of Spain chose to be involved in environmental projects linking Trinidad and Tobago with Haiti, St.Lucia, Grenada and St. Vincent. Their experiences led them to think how they could inspire and educate others to become a volunteer. As part of the project they created a booklet with ten steps on "How to become a Caribbean Volunteer".

International Networks

6.11 A variety of international links were established during IYV. These took place both through attendance at the large international events organised during the Year such as those held in Amsterdam and Geneva, but also on a country-to-country level. The follow-up survey found that 34% of National Committees had established links with committees in other countries. Links were also established between individual voluntary

organisations. In Wales, for example, a successful partnership was developed between Wales Council for Voluntary Action and the Japanese Volunteer Coordinators Association which resulted in the setting up of an exchange programme for volunteer managers in the two countries for Autumn 2002. In Kyrgyzstan a partnership was established between a youth volunteering organisation and a youth work camp in Poland, and a partnership was established between the Amsterdam and New York City IYV Committees.

6.12 Partnerships were also developed during the Year between different governments, again both through participation in inter-governmental forums such as the workshop on government support for volunteering held in Hilversum, the Netherlands in Spring 2000; and on a bi-lateral level. The Hungarian and Danish governments, for example, organised an exchange visit on volunteering at the end of the IYV.

Other Partnerships

6.13 Links were also forged between voluntary agencies and the media. In Sri Lanka, for example, a partnership was formed with the media companies YaTV, TNL and Rupavahini to produce a video production to promote volunteering, and in England links were established between the IYV Committee and the BBC. Finally, partnerships were developed during the Year with the academic sector to help stimulate further research on volunteering. These appear to have been successful, with 66% of responding countries to the follow-up survey expressing satisfaction with the nature of the partnerships formed with the research community. In Tanzania a partnership between the National Committee and academia led to the conducting of research on volunteering. In Sri Lanka the University of Colombia sat on the National Committee and has indicated an interest to explore options for further research in the future.

7 Challenges of the Year

Challenges within the Overall Context of Significant Success

7.1 The foregoing analysis has pointed to the very real successes achieved during the Year at all levels – international, national, regional and local – and across all geographical regions of the world. Inevitably, however, in a year of this magnitude and complexity there were some elements which proved to be less successful than others and which presented National Committees with significant challenges and obstacles. In many cases the Committees rose to the challenge and managed to achieve success in the face of these difficulties. In a small number of cases the challenges proved all but insurmountable.

The Role of Government

7.1 Perhaps the biggest challenge that countries faced during the Year was securing sufficient resources to implement their ambitious plans. In some countries governments were lukewarm in their support and provided limited financial resources for the Year. Although it is invidious to make comparisons between countries as to the amount of resources allocated to IYV – a proper comparison would require the figures to be presented as a percentage of national GDP, and even then it would fail to take into account the fact that some governments may have had different (and legitimate) priorities for public spending in 2001 – it is clear that some governments put a very low premium on the Year. Of course, governments were not the sole (nor indeed necessarily the main) source of support for the Year. Significant resources were drawn in from the private sector and from charitable foundations and trusts. Nevertheless in those countries where IYV was most successful governments had a key role to play, not only by providing direct financial support but by providing official endorsement of the Year which enabled committees to lever in support from a range of other funders. Without government backing most countries found it hard to implement their plans in full, although it is a tribute to the energy and commitment of the National Committees in a number of countries that they managed to achieve so much on so little.

7.2 The evaluation shows just how difficult it is for some governments to strike the right balance between supporting volunteering and seeking to control it. In one or two countries the National Committees were comprised either exclusively (or predominantly) of government personnel and the majority of activities during the Year were directed by the State. While to some extent this was understandable: International Years after all are proclaimed by governments operating through the UN system; such an approach ran counter to the declared aim of the General Assembly to engage a broad-based coalition in the running of the Year. Even more than in other International Years it was essential that IYV was not taken over and co-opted by government, but that government and civil society worked in partnership to promote the Year. Although overall such partnerships proved extremely effective, it was disappointing that in a small number of cases governments failed to fully engage the voluntary sector.

7.3 A further challenge thrown up by the Year was the lack of a central point of contact on volunteering within government in many countries, which made it hard for the voluntary sector to make connections and build partnerships with the State. Some countries had dedicated departments and ministers with responsibility for taking forward the government's programme on volunteering; but in others, authority (where it existed at all) was dispersed over several ministries. In some countries the Year led to the streamlining

of responsibility for volunteering within government and the 'joining-up' of previously disparate departmental briefs. In others, however, responsibility remained fragmented and confused and prevented the building of meaningful partnerships with the voluntary sector.

Influencing Public Opinion

7.4 Although in some countries IYV was celebrated nationwide; this was not universally the case. In some countries there was a bias towards the centre, with most of the decision-making and activities concentrated in the capital and little outreach to the regions. In some countries IYV was seen as a largely urban phenomenon with only marginal coverage in the outlying rural areas. Of course the scale and reach of the Year was to a large extent a product of the resources available; and in countries where only limited funds were released it is not surprising that activities were concentrated in areas of greatest population density. But several respondents expressed the view that the Year would have been even more successful, particularly in relation to influencing public opinion, if the reach had been more universal.

7.5 The challenge of influencing public opinion was made harder by the failure of the media to fully engage in the Year. Although in some countries exciting and innovative partnerships were developed between the volunteering movement and the broadcast and print media; in many others the media turned a blind eye to the Year. Of course this was not a problem for IYV alone. Respondents spoke of the up-hill struggle to engage the media's interest in volunteering issues during the normal course of events (except when a major scandal erupts); and so the Year was always going to find it difficult to generate publicity. The challenge was intensified in some countries by the lack of a media-savvy voluntary sector with the necessary skills and experience to engage the interest of journalists. For every country which generated enormous media coverage for the Year, there were many others which failed to capture the media's imagination.

Building an Infrastructure

7.6 The lack of experience of working with the media was just one manifestation of the under-development of the volunteering infrastructure which hampered the operation of IYV in some countries. As already discussed we should avoid the temptation of assuming that there is one model for developing volunteering and that the strengthening of the infrastructure in the form of national and local volunteer centres is always what is required. In some countries what is needed may be greater recognition and support for more informal forms of volunteering and mutual aid. Nonetheless the evaluation suggests that the capacity of some countries to fully exploit the opportunities presented by the Year was impaired by the lack of a viable volunteering infrastructure. In many of the most successful participating countries the lead role in co-ordinating the Year was played by the national volunteer centre, which was well placed to draw in a range of other stakeholders and to act as a focal point for liaison with government. And it comes as no surprise to find that one of the key legacies identified for the Year in a number of countries was the setting up of a national volunteer centre, or a network of local centres, to co-ordinate the future development of volunteering. IYV would almost certainly have had a greater impact if this network had already been in place. However, paradoxically, IYV can claim as one of its greatest achievements the highlighting of the deficiencies in the volunteering infrastructure and the mobilisation of support to plug the gap in the future.

7.7 Another area in which the lack of a well developed volunteering infrastructure made itself apparent during the Year, was the paucity of professional training in volunteer

management. In some countries volunteer management is very much in its infancy and respondents pointed to the challenges faced by organisations wishing to take part in the Year by expanding the number and variety of volunteering opportunities on offer. For some respondents the main challenge posed by the Year was not so much attracting new volunteers but developing appropriate opportunities and systems to meet the increased demand generated by the Year.

Opening up the Private and Public Sectors

- 7.8 Whilst partnerships were developed between all major stakeholders during the Year, many countries found it difficult to fully engage the private sector. Those companies that did get involved tended to be larger, often multi-national companies, which already had a well established track-record of working with the voluntary sector and engaging staff in community activities. Again, this challenge was not peculiar to IYV. But it was disappointing not to see a greater level of involvement by the private sector in the Year.
- 7.10 It was also a disappointment that not more governments used the Year to open up the public services to volunteering. Again there were impressive exceptions, with innovative programmes in several countries to involve volunteers in the health and education services; but in the main governments did not look inwards towards their own operations, preferring to focus attention on the work of the voluntary sector.

8 Conclusions and Recommendations

8.1 The International Year of Volunteers was a significant success. In terms of each of the four overarching goals important steps were taken at both the international and national level which should result in a considerable strengthening of volunteering throughout the world. Some of the achievements of the Year were immediate – the raising of the profile of volunteering and the increased resources made available for its development. Many of the others will be of a longer-term nature, such as changes to the legislative framework and the building of viable national and local volunteering infrastructures.

8.2 The increased visibility of volunteering was achieved through the sheer quantity, quality and range of promotional materials and activities produced during the Year. A heightened recognition of the role of volunteers and their value to society was achieved through the hosting of numerous award ceremonies and research projects. The facilitation of volunteering was enhanced by the development of more volunteering-friendly policies by governments and the strengthening of the national and local volunteering infrastructures; while greater networking was engendered through the creation of a wide range of partnerships between all key stakeholders in the Year.

8.3 The Year, of course, was not without its challenges and disappointments. Overall the level of engagement by the private sector and media was low; and in some countries governments were too dominant, leaving little space for the engagement of civil society. Resource constraints meant that in some countries activities associated with the Year were focused largely on urban areas or capital cities. But these disappointments were dwarfed by the achievements.

8.4 Cutting across the four aims of the Year, perhaps the greatest success of all was that participants did not view the close of the Year as marking the end of their interest in volunteering. In the vast majority of countries discussions took place on how to carry forward the momentum of the Year. Legacy planning took on a variety of forms, ranging from the continuation of awards schemes and recognition programmes, through the maintenance of networks and partnerships created during the Year, to the setting up of national and local volunteer centres. As one respondent put it: ‘The main legacy of IYV is the planted seed’ or, in the words of another, ‘It has not finished, it has only just started’.

8.5 Reflecting on the successes and challenges it is possible to make recommendations to the key stakeholders involved in the Year aimed at ensuring a lasting legacy for IYV:

- The UN should continue to look for opportunities of celebrating and valuing the contribution made by volunteers to the organisation, for example by conducting an annual audit of volunteer-involvement or by including reference to the value of volunteering in its annual report and accounts. In addition the UN should look at ways of expanding the involvement of volunteers within the UN system.
- Key to an expanded role for volunteering within the UN is an enhanced role for UNV. Alongside the continuation and strengthening of UNV’s primary role of placing international volunteers, consideration should be given to building on its successful role during the Year as a global focal point for volunteering, especially in relation to government activity. The Year has pointed to the critical role which can be played by

UNV in influencing government policy, at both the international and domestic level, and in serving as a bridge between governments and civil society. UNV could also be asked to continue to promote the four goals of IYV through continuation and better networking of websites developed to service the Year.

- National governments should be encouraged to learn from the successes of the Year, both in their own countries and internationally, and to put in place the necessary measures to strengthen the volunteering framework. Governments might like to consider instituting a ‘volunteering twinning programme’, in which countries from the north and south, or the developing and developed worlds, come together to share practice and learn from one another.
- In order to facilitate learning from the successes and challenges of the Year efforts should be made to disseminate the findings from this and all national IYV evaluations to national governments, voluntary agencies and other stakeholders interested in volunteering.
- To build on the success of the International Research Toolkit UNV should consider convening a gathering of researchers in those countries which have used it to share experiences and develop a strategy for rolling it out on a global scale.
- To learn from those countries where effective partnerships were developed with the media to promote volunteering it is proposed that an international conference be organised, bringing together representatives of the media and volunteering communities to show-case good practice and develop models for wider application.
- Also with a view to exchanging good practice and developing models for further expansion it is proposed that an international conference on Employee Volunteering be held to bring together representatives of the business and volunteering communities.
- To assist countries with the setting up of national and local volunteer centres it is proposed that consideration be given to developing an international resource service to advise on such issues as funding; organisational structures and relations with government.

Appendix One: Seven Country Case Studies

1.1 To supplement the data from the two National Committee surveys seven detailed country case studies were carried out to provide a greater depth of understanding of the experience of the International Year of Volunteers (IYV) nationally. The countries were selected following discussion with United Nations Volunteers (UNV) and the advisory group according to various criteria including:

- Level of economic development;
- Level of formal volunteering activity;
- Geography;
- Degree of ethnic and religious diversity;
- Presence of a National Committee;
- Practicality of conducting the research.

1.2 On the basis of the above criteria seven countries were chosen. Each country case study has been written as a separate report, each one authored by the primary researcher:

- Brazil – Priya Lukka, The Institute for Volunteering Research;
- Canada – Angela Ellis, The Institute for Volunteering Research;
- Hungary – Justin Davis Smith, The Institute for Volunteering Research;
- Lao PDR – Nicol Colling, Development Resource Centre;
- Lebanon – Pat Gay and Priya Lukka, The Institute for Volunteering Research;
- Trinidad/Tobago – Steven Howlett, The Institute for Volunteering Research;
- Uganda - Nicol Colling, Development Resource Centre.

1.3 In each country a nominated link-person was identified to help facilitate the work of the evaluation team. A small payment was made available from UNV to cover the costs of this facilitation work in the host country. The case studies were carried out by means of study visits in Spring 2002 by staff from the Institute and DRC. In each country face-to-face interviews were carried out with a range of key stakeholders involved in the Year from government, the voluntary sector, business and the media. In total over 130 interviews were carried out across the seven countries.

1.4 A series of topic guides to direct the interviews were drawn up by the Evaluation Team and were amended for each case study to take account of specific local circumstances. Each study visit averaged about a week, although Canada and Brazil took longer to carry out because of the logistical difficulties inherent in covering such large countries. In most countries it proved possible to visit at least two different areas, thus ensuring the case studies included a regional dimension, although it was not possible within the budgetary constraints of the project to fully explore the rural experience of IYV. Neither was it possible in all case study countries to fully explore the impact of IYV on informal volunteering.

1.5 This was undoubtedly the most successful part of the evaluation. The richness of the data collected provides a significant record of the achievements during the Year and fully justifies the time and effort invested in carrying out the study visits. The success of the case studies was in no small measure due to the helpfulness of the host agencies in setting up the meetings, and to the respondents themselves in graciously giving up their time to take part in the research.

An evaluation of IYV 2001 in Brazil

1. Introduction

- 1.1 The evaluation of the International Year of Volunteers 2001 (IYV) in Brazil is one of seven country case studies carried out by the Institute for Volunteering Research and the Development Resource Centre as part of their global evaluation of IYV for the United Nations (UN). Separate reports have been prepared on the other six countries: Canada, Hungary, Lao PDR, Lebanon, Trinidad and Tobago, and Uganda.
- 1.2 The evaluation of IYV 2001 in Brazil took place between 4 and 12 March 2002. The evaluation is based on a data set of 22 semi-structured interviews with a range of representatives from the Brazilian IYV National Committee, the volunteering infrastructure, non-governmental organisations (NGOs), private sector partners, the media and government representatives. The majority of interviews were conducted with a Portuguese translator – interpretative evidence is therefore based on the closest possible English translation of words and sentiments.
- 1.3 All interviews were conducted using a series of semi-structured interview schedules which had been drawn up by the Institute in consultation with UNV and the evaluation steering group for use in each of the seven countries, although these were amended to take account of the specifics of the Brazilian experience.
- 1.4 Owing to time restrictions, the interviews took place in São Paulo and Rio de Janeiro only. Alongside the interviews information was gathered from various written sources, particularly on the experience of IYV in the regions. However, because this material was in Portuguese and had to be translated into English before being scrutinised by the evaluation team, there was a limit to how much could be consulted within the budget constraints of the project.
- 1.5 The study visit to Brazil was organised by Instituto Brasil Voluntario (IBRAVO) and the author would like to thank Stella Ravaglia for setting up the interviews, ensuring the smooth running of the programme and acting as an excellent interpreter. Thanks are also expressed to Maria Lucia Meireles, Milu Villela and Priscila Cruz at IBRAVO for all the insights they gave to the evaluation programme; and to all those who gave up their time to participate in the research.
- 1.6 The report is in four sections:
 - A brief introduction, setting out the context for volunteering in Brazil and the process leading up to the establishment of a National Committee.
 - A review of the key successes of the Year in Brazil, organised under the four (international) aims of the Year: recognition; promotion; facilitation; networking.
 - An examination of the key difficulties and challenges faced during the Year.
 - An examination of the likely legacy of the Year for volunteering in Brazil.

2. Towards IYV 2001 in Brazil

2.1 The Cardoso government has been giving high priority to tackling poverty and making progress on social justice. Twenty-four per cent of the population in Brazil is estimated to live on less than US\$1 a day (World Bank, 1995). Further, it is estimated that 50 million people in a country of approximately 160 million people live below the poverty line – on less than 80 Reais (US\$34.50) per person per month. Government rhetoric places great emphasis on the need for poverty alleviation to be ‘everybody’s task’, calling for partnerships between civil society and government. Indeed, the First Lady, Dr Ruth Cardoso, is the President of her own NGO, Comunidade Solidaria, which targets social problems. In this context, volunteering is an ‘expression for activity that can lead to changes in social reality’ (Parceiros Voluntarios, 2001).³

Volunteering prior to IYV 2001

2.2 Brazil has a long tradition of civil society involvement in development, initially associated with the Roman Catholic Church. From the 1970 onwards, volunteering moved away from religious spheres to public actions to address social deprivation. The concept of NGO activity is relatively new, as is the culture of organised volunteer services (Parceiros Voluntarios, 2001). According to the Brazilian NGO Association, 60 per cent of NGOs were legally organised from 1985 onwards. However, mutual aid and solidarity thrives and has done for many years in the vast communities of *favelas*⁴ across Brazil.

2.3 Amongst local development specialists there is much debate about *sensibilisation*, a Portuguese word expressing the need to make people aware of what is happening. More recently, in 1998, the president of Brazil, Fernando Henrique Cardoso, sanctioned Act 9608: ‘Volunteering’, which defines volunteering as ‘a non-remunerated activity performed by an individual for a public entity of any nature or for a non-profit private institution’.

2.4 Brazil’s Centros de Voluntariado (Volunteer Centres), proposed by the First Lady in 1997, were born out of the need to provide public information and guide people towards opportunities for volunteering in NGOs. There are about 40 Centros, which form the volunteering infrastructure across the country, providing training and information for NGOs. They were, in part, initially funded by the Inter American Development Bank and have since secured their financial base through their own funding sources. During IYV 2001, some Centros received a one-off government grant of 20,000 Reais (US\$4,520).

2.5 There are no complete national figures for volunteering in Brazil before IYV. The first survey of volunteering (IBOPE: Brazilian Institute of The Public Opinion and Statistics), carried out in August 2001, showed that 81 per cent of the population had never participated in volunteering. Interviewees confirmed that volunteering had been around in the form of ‘a certain amount of activity’, but that it was neither recognised nor valued, lacked regularity and structure and was not explicitly linked to poverty reduction: ‘Before, it was a volunteer who would turn up when he wanted to. It was not a volunteer going twice a week. They were not fighting for a better Brazil.’

³ *Parceiros Voluntarios* (Volunteer Partners), *Emotion With a Result*, 2001

⁴ Shanty towns found in urban and rural areas, comprising communities of many of the poorest people in Brazil and notoriously home to many drug barons

Preparations for IYV 2001

- 2.6 The activities of IYV were planned by a strategic planning group convened in 2000 and led by Milu Villela, a leading Brazilian businesswoman, and Maria Lucia, a long-standing NGO activist. This led to the formation of the IYV Brazilian committee, comprising representatives of NGOs, business people, government representatives and journalists. Business input at the planning stage was significant – the Year became a campaign, with a strategy designed to present IYV as an ‘institutional structure that is attractive to potential investors’ from the onset. Milu Villela was chosen as President for the Year, bringing her vast range of contacts and business drive along with a dedication to poverty alleviation. She had previously been involved with other NGOs and arts and cultural development in Brazil. The IYV campaign started with 350,000 Reais (US\$150,797) leveraged from the private sector. Alongside this, financial or in-kind resourcing for the Year was found through nine private sector sponsors and 44 other supporters. Office space and equipment were donated by Bank ITAU.
- 2.7 IYV was administered from IBRAVO, an NGO volunteering resource unit that works in partnership with the Centro de Voluntariado de São Paulo. Regional focal points were set up in Rio and Porto Alegre within respective Centros de Voluntariado, thus drawing on a range of expertise from local NGOs to develop IYV activities.
- 2.8 The strategy for the Year was to dedicate each month of 2001 to a theme, covering all the main fields in which volunteering takes place in Brazil.

The themes of IYV 2001

January: **Arts and Culture**
February: **Senior Citizens**
March: **Leisure and Sports**
April: **Health**
May: **Education**
June: **Environment**
July: **Youth**
August: **Disabled People**
September: **Human Rights**
October: **Children**
November: **Solidarity**
December: **Citizenship**

- 2.9 These themes enabled the momentum of IYV to be maintained: new activities were organised each month and thus media potential could be maximised through coverage of new events. IYV staff said that the facilitation of each theme improved as they gained experience. By February 2001, IYV had become branded as *Faca Parte*, which translates as ‘Participate!’ or ‘Come on board!’ – thus a Brazilian-owned identity was born. This highly recognisable slogan featured in much ensuing promotion.
- 2.10 It was claimed that Brazil was particularly fertile ground for the concept of IYV to take root because of its ‘copycat’ culture; seeing what happens elsewhere, especially in the USA and replicating. An NGO interviewee added that planning for a new campaign was helped by the fact that Brazilian people are ‘naturally curious’ and open to ideas,

especially if they could aid development. In fact, given the wide disparities between rich and poor, there was great pressure on IYV to be huge: 'It needed to make a big noise and make people wake up to the necessity of doing something.'

2.11 During the launch of IYV, the Brazilian Committee was received in the President's palace and in the Education and Health ministries as an expression of support.

3. Key successes of the Year

3.1 Throughout the Year there were many successes in promotion, activities organised and partnerships built at national, local and NGO sector levels. Many of the activities developed were responsive to Brazil's current developmental challenges. The majority of interviewees reported that two issues were particularly prominent during the Year: firstly, the need for the *sensibilisation* of volunteering – to raise awareness of volunteering, particularly in the context of targeting poverty; and secondly, the need for *multiplication* of activities – for volunteering to grow and for new projects to be developed.

Promotion

3.2 As a communication strategy, IYV was praised as 'amazing' and 'all-pervasive' by the majority of case study participants. The IYV team, reinforced by working out of São Paulo's volunteering infrastructure, made dynamic efforts to ensure that the message of IYV/Faca Parte was heard throughout the country. Indeed, the sheer diversity and creativity of the promotional media used (it would be impossible to list them all here) was indicative of the enthusiasm of the team.

3.3 At a national level, significant media achievements were the involvement of Globo TV and 400 radio stations and their subsidiaries, who ran volunteering stories and promotion. (Radio was recognised as the best way to attract attention in small cities and among 'the masses'.) An estimated three thousand articles were printed throughout the Year in newspapers and magazines. However, media interviewees were concerned that, although there was quantity, quality was lacking, as many journalists were new to covering volunteering. On the other hand as a result of IYV reportage, a legacy is that journalists are now more aware of NGO issues.

3.4 Other promotional tools included a freephone hotline, which recorded an estimated 30,000 people interested in volunteering, and the website www.facaparte.org.br. Also, every month half a million telephone cards were produced by Fundacao Telefonica illustrating the IYV theme that month and slogans to encourage volunteering. Added impetus came from enlisting celebrities in the campaign: many actors, singers and sporting legends became icons of the Year, based on the idea that the elite of Brazil can set an example and encourage involvement. A volunteering story line was even introduced into three of the main soap operas in Brazil. In addition, the IBOPE Survey of Voluntary Action in Brazil was published in August 2001.

IYV and the media

IYV was popularised widely during 2001, to the extent that it was even joked about. As a member of the IYV committee pointed out, 'What really proved that everybody had heard about it was that there is this comedy programme Cassetta e Planeta where they made jokes about IYV! It means that everybody knows about it. People all over Brazil were aware of it. That had never happened before!'

3.5 A significant amount of literature was produced throughout the Year, such as the volunteer management guide produced by the Centro de Voluntariado de São Paulo and the *Essays on Voluntary Action* commissioned by the Minister of Health in recognition of volunteers in public health services. Further, a few NGOs involved in local activities relating to the IYV themed calendar received a great deal of publicity throughout the Year as champions of volunteering.

Pastoral Da Criança (Criança)

Pastoral Da Criança (Criança) is an initiative run by the Catholic Church where volunteers provide advice to mothers-to-be on aspects of prenatal care. Through IYV the project became one of the main examples of successful volunteering promoted throughout the Year. Indeed, a representative said that almost every day there had been some mention of the project in the press and 'It became almost like a new culture of doing volunteer work. After IYV it became part of everyday life.'

3.6 Whilst the branded campaign of *Faca Parte* was well promoted, some interviewees expressed doubts over how to maintain these levels of media interest. There is a risk that this interest might just disappear and people will think that 'because IYV is over, the work is over', as expressed by one interviewee. Another felt that the media impact meant that some NGOs have become examples for others, in terms of their volunteer systems.

3.7 In fact the campaign was so successful in promoting volunteering that it led to questions about the processes that support activities. The majority of interviewees said that, whilst there was a great deal of information on 'being a volunteer', there was not enough information on how to channel the enthusiasm created by IYV. The need for capacity building to strengthen the organisation of volunteering is now one of the greatest challenges that lies ahead; as one interviewee said, 'Now we know we can mobilise volunteers, we need to improve the quality of volunteering'.

The growth in best practice

Through IYV's promotion of volunteering, many NGOs began to realise that they needed to professionalise the volunteering they offered. The impetus behind this was the desire to create a culture of more committed volunteers. Individual campaigns reinforced the message by stating that 'to get a good volunteer, you have to know how to involve them'. Many NGOs interviewed said they had not had a policy of working with volunteers before IYV, but as a consequence of seeing the work of other NGOs, they had begun to professionalise and access training. The Centro de Voluntariado de Sao Paulo said, 'There were a lot more opportunities for people to see other people's work and check it against what they were doing.'

There were also instances of spreading best practice on how to initiate involvement. In 2001 Instituto Ethos recommended that its member companies work with existing social projects rather than to create new ones. Although this kind of wisdom had been around before IYV, it became more pertinent because of it.

Networking

3.8 During IYV planning, there was attention given to forming a National Committee that drew representatives from NGOs, the Government and the private sector. This was the first time that such a diverse working group had been convened to address social issues.

Also, the calendar of themes ensured that there was involvement from different NGO sectors. At regional level, IYV led to the formation of one of the few local forums that existed in Rio, involving community representatives, NGOs, schools, hospitals and companies. From this forum, constructive partnerships emerged as shown by comments such as ‘We got to know what each other does much better. The Forum has not dispersed. We have started to do things together.’

3.9 A number of Brazilian *ambassadors* (existing community-based volunteers) were brought in to mobilise people. The idea of having more such ‘social leaders’ followed for which IBRAVO now wishes to recruit more people.

3.10 Networking within the volunteering infrastructure was achieved through the first-ever meeting of Centros de Voluntariado in February 2001. This was an event to share experience and ideas, whilst strengthening the network of the Centros. After the meeting it was reported that Centros from the north and north-east region had held their own regional meeting to establish their own local networks and the already functioning network in São Paulo (Rede Paulista de Centro) was strengthened because of representatives’ attendance.

3.11 In every Centro de Voluntariado location, representatives from NGOs and community partners participated in the Year through meetings aimed at promoting volunteering and sharing best practice. There were also many events that brought together NGOs in similar fields to share experience and talk about capacity building. One of the most innovative examples of IYV’s ability to bring people together was the ecumenical gathering of faith leaders in Brazil.

Faith leaders meet

IBRAVO hosted two meetings of faith leaders in 2001. This brought together 52 leaders from religions represented in Brazil, many of whom had never had contact with another faith group outside their own. The faith leaders talked about volunteering within their communities and ways of working together. An ecumenical forum has since been formed to enable leaders to exchange information.

The impacts of the meeting were credited as: reduced isolationism of faith groups; a neutral space in which to meet; establishing a basis for joint multi-faith working and energy and optimism from working in such a collaborative venture. Through IBRAVO the faith groups are also getting involved in the legacy citizenship programme to promote volunteering in schools. Comments of faith leaders present at the second gathering included:

‘Impact of the year – more people are volunteering! Last week Milu Villela came to talk at the synagogue, straight afterwards there were so many people saying that they want to be volunteers!’

‘If I invited you to my church, you wouldn’t come because of a difference [in faith]. In particular, some of the African churches are badly perceived. However, in this environment they will be working together.’

‘Through IBRAVO they can work towards their mission in society together. When we were doing it on our own, it was harder. Working together, we can do it.’

3.12 Case study interviewees from NGO sectors⁵ spoke about the secondary impacts of the networking opportunities that IYV had given them. One respondent said: ‘Because of IYV a lot of private companies became involved, for example, in offering grants for social work projects.’ Another respondent said: ‘Because of the media interest in IYV, a lot of people knew I was working with volunteers in the environment and came to talk to me about this. Many NGOs got in touch with me to discuss how they could involve volunteers.’

3.13 However, although there were plenty of networking events, there were no consistent links between them, or a network that captured all this relationship building. It was suggested that there could have been more visibility between initiatives and some way to share synergies.

3.14 In the private sector, IYV helped to foster social responsibility, by acquainting some companies with the need to get involved and supporting those that already were. Involvement consisted mostly of grant-making for social projects and corporate volunteering also gained a stronger platform during IYV. The involvement of the corporate sector in IYV was helped by a growing awareness of corporate social responsibility, developing parallel to IYV. As regards the types of companies involved, one interviewee said that they were mainly larger enterprises that had direct access to Milu Villela, suggesting that smaller companies had fewer opportunities to get involved. There was concern that whilst companies had ‘noticed’ the Year, the most beneficial legacy would be to build on this awareness. An NGO interviewee argued that companies wanted to help, but were unsure about how to get involved.

Recognition

3.15 Throughout the Year many events were organised to promote volunteering. Anecdotal figures suggest that volunteering increased during IYV. However, it is hard to assess the scale of the increase because of a lack of data about pre-IYV levels of volunteering. The Centro de Voluntariado de São Paulo estimated that in 15,000 people had inquired about volunteering in 1998; in 2001 this increased to 30,000. A one-off event hosted by Rio Volunta Rio resulted in the recruitment of two thousand volunteers. A local blood bank project in Rio de Janeiro said that its volunteers had increased from three in 2000 to 30 in 2001.

The Rio Blood Bank

For 15 years the Rio Blood Bank has involved volunteers in its programme to attract new blood donors. One representative said the impact of IYV was: ‘Because of the radio, everyone was talking about IYV and that helped a lot, because many people decided to be volunteers.’ The hospital out of which the Blood Bank operated realised the importance of involving volunteers and became more structured in its programmes, insisting that all volunteers go through training. Also the volunteers themselves became more motivated as they felt that ‘people had respect for them’.

3.16 People from some NGOs said that they were receiving more requests from potential volunteers, although this was unlikely to be a uniform trend. Another interviewee spoke of the progress made towards *sensibilisation* through the enabling environment that IYV

⁵ Sports, Environment, Corporate Social Responsibility, Children’s Issue, Health

created: 'Here in Brazil if you don't do something, you feel the effects of this terrible situation we live in. It is about people deciding what to do. Space was created [through IYV], making it possible to do something'. Indeed, one NGO reported that, whilst staff had previously been responsible for bringing in volunteers, the volunteers themselves were now doing the outreach work.

3.17 How the government related to IYV's agenda is significant. The highest level of political support was demonstrated by a Statement of Intent for the IYV Brazilian Committee, issued in November 2001 by the Minister of State for Education. The Statement recognised the 'good results' of IYV and advocated that volunteering should become a part of everyday life. Most importantly, the letter said that IYV offered a window to look at encouraging volunteering in schools.

3.18 Consequently, in March 2001 senior figures in education and the education ministry in Brazil visited the IYV committee and credited it with having given a 'new meaning to the word volunteering.' The Schools Citizenship Project⁶ – a partnership between government, IBRAVO, faith leaders and schools across the country – has become the main legacy of the Year and is now being developed by Priscila Cruz.

3.19 In less tangible ways, IYV gave IBRAVO a clearer identity as an advocate of volunteering. Firstly, the IYV team developed its lobbying role through increased dialogue with government representatives and developing its own vision of the future of volunteering. The team recognised its chance to create a permanent volunteering movement in Brazil. It is now lobbying for a government strategy and policies of support. As one IYV committee representative explained, 'The government here does not yet talk about volunteering as part of civil society. They don't see the benefits. We have to show them. This is OUR problem . . . to show how volunteering is important for the country and how people need a better structure for their volunteering'.

3.20 Secondly, volunteers achieved a higher status in society, because IYV illustrated the social value of what they do. Typical comments from NGOs were 'Nowadays people are proud to say they volunteer, and that is a direct result of IYV.'

3.21 It was felt that this recognition also increased the motivation of volunteers. Another impact of IYV is that whereas organisations previously had to ask the media to cover volunteering, they are now offered coverage without even asking for it and indeed 'journalists were now chasing *them*, instead of the other way round'.

Facilitation

3.22 The Year was made possible by the various significant partnerships formed, some of which are discussed here. Many groups of NGOs showed tenacity in coming together and devising entrepreneurial ways of putting on events: for example, the volunteering and legislation seminar.

⁶ This programme aims to introduce a core citizenship programme into the curriculum to encourage young people to get involved as volunteers.

The Volunteering and Legislation seminar

Brazil's first ever seminar on how the law relates to volunteering was held in Rio, as part of IYV. The seminar raised awareness of the current law, which states that volunteering cannot be remunerated and is limited to a maximum of five hours a day, three days a week. It also looked at what progress needs to be made on issues like insurance for volunteers and health and safety in volunteering. The impetus for the event came from a group of lawyers who were involved with different NGOs. Having discussed the need for such a seminar, they decided to organise and resource it themselves.

3.23 It was claimed that, because of IYV, people began to take volunteering-private sector partnerships more seriously. Of course, Milu Vilella's influence was useful in leveraging financial and in-kind support for individual events throughout the Year. The growth of general interest in volunteering was also demonstrated by the increase in the number of people attending courses, as illustrated in the table below.

Training course attendance

| | Number of attendants – Year 2000 | Number of attendants – Year 2001 |
|---------------------------------|---|---|
| Volunteer training, Rio | 2,837 | 7,424 |
| NGO course, São Paulo | 17,747 | 30,825 |
| Orientation workshops for NGOs | 12 | 59 |
| Volunteer management, São Paulo | 3 | 9 |

Source: Rio Voluntarios, Centro de Voluntariado de Sao Paulo

3.24 Alongside wide-ranging promotion of volunteering at national level, there were some valuable individual initiatives. An environmental NGO was involved in a consultation between the park authorities in Brazil and the Ministry of Environment. The Ministry was interested in launching a programme of volunteering in parks and consulted the NGO because of its expertise. This resulted in one of the first government-led volunteering projects.

3.25 In the health field, IYV facilitated a meeting of 500 health professionals, government officials and hospital volunteers for the 'Hospital Humanization' debate on how volunteers can bring benefits in health care settings. For this event, a private corporation provided the venue and the equipment. Afterwards a group of psychologists decided to study the impact that NGO involvement has on patient care.

4. The future of IYV 2001 in Brazil: from *Faca Parte* to the Decade of Volunteering

4.1 IYV in Brazil was a year of successes, thanks to some powerful promotion and recognition of volunteers and the creation of pivotal partnerships. This bald statement, however, does not even begin to convey the colour and vivacity with which the campaign was run, the relationships that were forged or how the staff involved gave their energies. Some of the most enduring successes were:

- Popularisation of the concept of volunteering.
- Promotion of volunteering in individual networks.
- Government's recognition of volunteering and involvement in two new programmes.
- The creation of NGO networks.
- Greater public recognition of volunteers.
- A new conviction that volunteering can help to address some of Brazil's development challenges.
- Business support for some IYV activities.

4.2 To ensure that these successes are sustained, certain challenges, however, need to be addressed.

4.3 One of the main problems identified by respondents was that many NGOs seemed insufficiently prepared for dealing with new volunteers. This was mostly because they had not anticipated the momentum that IYV would create. As one NGO interviewee said: 'Some NGOs may have got good results. But talking to one NGO last year, I was told that they had so many volunteers that they did not know what to do with them. After a while, some of them said "Don't you have anything more interesting?" I need to maintain the interest, but I have to train them and I don't know how. I have to create a programme of involvement.'

4.4 This problem had not been considered at the planning stage of IYV. On the other hand, IYV staff said that the impact of the Year had so exceeded their expectations that they could not have foreseen every outcome. The challenge is to create an enabling environment for voluntary action to capitalise on the positive spirit engendered by IYV. This can be done by improving the channels through which information about volunteering is communicated (focusing on any gaps that exist) and by disseminating information on best practice. There is still great enthusiasm in Brazil as a result of IYV. Some of this is being channelled into initiatives such as the flagship citizenship programme. It is crucial to make the most of this momentum by providing structured opportunities.

4.5 NGOs need help to professionalise themselves. However, given their current number and size, can the existing Centros de Voluntariados provide the necessary support? This will need to be assessed by those who work in and use the volunteering infrastructure. Is more investment in this infrastructure needed to meet the projected increase in training needs? One IYV committee representative hoped that they could develop some effective projects, but even with the help of corporate sponsors, they desperately needed help with some of the core costs. The Brazilian government should be responsible for funding some of this capacity building. To sustain what has been started during IYV, further resourcing is needed.

4.6 There are also concerns about credibility. It will be essential to avoid the negative associations, particularly the accusations of corruption, that have tarnished the reputation of some NGOs in the past. Therefore IBRAVO needs to ensure that its good name is kept intact, especially in attracting continued business support.

4.7 The government became involved in two important initiatives through the Year: the citizenship programme and the parks volunteering programme. To IYV's credit, there are now good working relationships with the Health, Education and Environment Ministries. These need to be maintained and developed. NGOs feel that the government has far from

fulfilled its social responsibility, while the NGO sector, collectively, is now ideally placed to lobby for further involvement.

- 4.8 Methods of maintaining public awareness of volunteering should also be explored. One interviewee said that there was a pressing need for a national survey of volunteer work in Brazil, but that there were no funds to do this. The need for community leaders who can raise local awareness was highlighted. There should be some consideration of how people can be given the incentive to carry out this role. Furthermore, although *Faca Parte* placed a strong emphasis on the volunteering that takes place through NGOs, it is important to recognise and celebrate the mutual aid that goes on in Brazil. The informal support provided in the *favelas* creates considerable social capital; indeed, the *favelas* are not just the recipients of volunteering, but are also unique models of self-help.
- 4.9 IBRAVO's own post-IYV aims are to promote volunteering and to help improve social inclusion in communities across Brazil. It also recognises a need for more vertical programmes that will allow it to cover all areas effectively. IBRAVO is keen to make itself the reference point for volunteering in Brazil, and to this end its long-term strategy is a national Decade of Volunteering. If this is to happen, however, the support mechanisms to deal with the increase in volunteering need to be in place beforehand. Those involved in promoting IYV in Brazil have created a positive framework and a popular enthusiasm for volunteering. They recognise the challenges that they now face, and are determined to tackle them – but they need more resources.
- 4.10 The fact that people in Brazil are saying that 'the Year is not over and IYV carries on' is a tribute to the work of the IYV committee. There has been fantastic momentum, but the big challenge is to work throughout 2002 to ensure that the improvement is not just short-term. Brazilian people want to improve the socio-economic aspects of their lives – volunteering has been warmly embraced as one of the ways to do this, but it must now be supported if it is to achieve its full potential.

Note

During the course of the evaluation IBRAVO changed its name to Instituto Brasil Voluntário (Volunteer Brazil Institute), and adopted the name *Faça Parte* to promote the Institute.

Interviews conducted

IYV staff

Milu Villela, President, IYV 2001 Brazil

Maria Lucia Meireles, Administrative and Strategic Co-ordinator, IYV 2001 Brazil

Heloisa Coelho, Executive Director, Rio Volunta Rio

Sandra Miranda, Co-ordinator, Rio Volunta Rio

Benilce Burgarelli B. Chaves, General Assistant, Rio Volunta Rio

Wagner Da Silva Viera, Fundraiser, Rio Volunta Rio

Maria Amalia, Supervisor, Centro de Voluntariado de São Paulo

NGOs, grassroots organisations and faith leaders

Frei Betto, Pastoral Da Crianga

Rabino Henri, Congregacao Israelita Paulista

Valdir Cimino, Viva E Deixe Viver

Marcelo Abrantes Linguette, Instituto Ethos

Uti Craemer, São Paulo shanty town project (Monte Azul)
Mario Mantovani, Fundacao SOS Mata Atlantica
Roberto Felicio, United Nations Volunteer
Patricia Ferrano, Rio Blood Bank
Katia Vilaca, Rio Blood Bank
Branca Szafir, Rio Blood Bank

Business representatives

Roger Wright
Gloria, Iguatemi Shopping Centre

Media representatives

Gilberto Dimenstein, Cidade Escola Aprendiz
Fernando Rossetti, Cidade Escola Aprendiz

Policy representatives

Maria Lucia Alckmin, First Lady of São Paulo

An evaluation of IYV 2001 in Canada

1. Introduction

1.1 The evaluation of the International Year of Volunteers 2001 (IYV) in Canada is one of seven country case studies carried out by the Institute for Volunteering Research and the Development Resource Centre as part of their global evaluation of IYV for the United Nations (UN). Separate reports have been prepared on the other six countries: Brazil, Hungary, Lao PDR, Lebanon, Trinidad and Tobago, and Uganda.

1.2 The evaluation in Canada was carried out during a study visit to Canada (Ottawa, Toronto and Calgary) in March 2002 by means of a series of face-to-face interviews with a range of stakeholders involved in the International Year drawn from government, business and the non-profit sector. This information was supplemented by written documentary evidence, including a review of activities carried out during the Year prepared by the National Committee.

1.3 All interviews were conducted using a series of semi-structured interview schedules which had been drawn up by the Institute in consultation with UNV and the evaluation steering group for use in each of the seven countries, although these were amended to take account of the specifics of the Canadian experience. In total, 25 interviews were held with 29 people.

1.4 The study visit to Canada was organised by Volunteer Canada, with assistance from Volunteer Calgary. The author would like to express her particular thanks to Kristin Smith for her assistance in setting up the meetings, ensuring the smooth running of the programme and acting as a superb host. Thanks are also expressed to Nadine Maillot for organising the meetings in Calgary, and to all those who gave up their time to participate in the research.

1.5 The report is in four sections:

- A brief introduction, setting out the context for volunteering in Canada and the process leading up to the establishment of a National Committee.
- A review of the key successes of the Year in Canada, organised under the four (international) aims of the Year: recognition; promotion; facilitation; networking.
- An examination of the key difficulties and challenges faced during the Year.
- An examination of the likely legacy of the Year for volunteering in Canada.

2. Towards IYV 2001 in Canada

2.1 Like all forms of civic life, volunteerism is affected by socio-economic, cultural and political factors. With a population of over 31 million and a GDP of nearly CN\$892bn, Canada is one of the world's largest economies. The country is divided into ten provinces and three territories. However, 90 per cent of Canada's population live in the narrow band along the southern border with the USA. With two official languages (English and French), Canada is culturally diverse.

2.2 Canada's voluntary sector is well developed. Recent statistics show that there are over 175,000 charitable and not-for-profit organisations, which together generate over 1.3 million jobs and produce annual revenue of CN\$90 billion. The paid staff in the voluntary

sector are assisted by 6.5 million volunteers, who give 1 billion hours of their time annually. In addition, nearly 16.2 million Canadians contribute their time to assist others through informal means. This vibrant voluntary sector is supported through an extensive infrastructure.

2.3 Canada has enjoyed a longstanding relationship between government and the voluntary sector. However, until recently partnerships between the two sectors tended to operate on an individual, ad hoc basis. Since the mid-1990s, however, considerable efforts have been made to strengthen the relationship. Key to these developments has been the Voluntary Sector Initiative (VSI), launched in June 2000. With a financial commitment of CN\$94.6 million (US\$60.6 million) over five years, VSI was developed to enhance government's relationship with the voluntary sector. The programme has six key areas: developing the Accord to formalise the relationship between the two sectors; information technology; public awareness; capacity building; volunteerism; and developing regulatory frameworks. IYV was integral to the volunteerism strand, and as such has formed part of a much broader movement within the voluntary sector and volunteerism in general.

Preparing for IYV 2001

2.4 In April 1999 preparations for IYV were launched by the voluntary sector with a Leaders' Forum held in Montebello, Quebec. Fifty leaders from the public, private and voluntary sectors were brought together to stimulate interest, gain consensus and set the aims for the Year and beyond. The report resulting from this forum became the backbone to IYV planning and delivery.

2.5 In spring 2000 the federal government announced funding of nearly CN\$8 million (US\$5.1m) for the Year and named two government departments and one voluntary sector body as lead organisations. These three institutions, which formed the National Committee, were Human Resource Development Canada (HRDC), Canadian Heritage and Volunteer Canada, with Volunteer Canada taking the lead. The devolution of responsibility for running the Year to a voluntary sector organisation was significant, as this had never happened before. Four other IYV partner organisations were brought in to develop specific projects: Canadian Centre for Philanthropy, National Coalition of Voluntary Organisations, Community Foundations Canada and United Way Canada.

2.6 Incorporating (but moving beyond) the four international aims of IYV, Canada developed its own national strategy with five broad objectives:

- Celebrate volunteerism;
- Promote volunteering for all;
- Expand the definition of volunteerism in Canada;
- Improve voluntary organisation infrastructure;
- Develop the voluntary sector knowledge base.

2.7 The Year was divided into four themes, one for each quarter. The themes were:

- Community
- Youth
- Workplace volunteers
- Seniors and retirees.

2.8 The most substantial national programmes, as led by the five partner organisations, were as follows:

- Volunteer Canada – promotion, celebration, events and campaigning;
- Canadian Centre for Philanthropy – research/knowledge building programme;
- National Coalition of Voluntary Organisations – Youth Summit;
- Community Foundations Canada and United Way Canada – awareness raising among grant-givers.

2.9 At a provincial and municipal level, additional locally based preparations were made for IYV. Committees were initiated through a range of stakeholders and generally included representatives from local charities, local grant-makers, public, media, and private sector bodies, and served as the forming grounds for regional strategies or as forums for brainstorming activities for local organisations.

3. Activities and successes

3.1 A plethora of activities were developed under the banner of IYV in Canada. In a majority of cases, national, provincial and local energies complemented each other to ensure that initiatives were occurring across the country and across sectors. It is to Canada's credit that this report can only capture and highlight some of the key activities that occurred during the Year. However, all findings on the impact of the activities must be viewed in the light of the considerable changes that were already occurring within the voluntary sector prior to IYV.

Promotion

3.2 One of the four key international aims of IYV was to promote volunteering to the public. A number of indicators to achieving success in this area can be identified, including media coverage, public events, literature and research on volunteering.

3.3 To 'bookend' the Year, a series of launch and closing events were hosted across Canada. On 5 December 2000 Volunteer Canada held the official IYV launch event in Ottawa, with satellite links to the UN offices in New York and subsequently to 13 provincial launches hosted by Volunteer Centres. A number of local launches were also held. While there was less mention of local closing events during the evaluation, the national closing event was a highlight of the Year and will be discussed further below. Such events served to increase the profile of the Year and to mobilise enthusiasm for activities within and beyond IYV.

3.4 One of the most talked-about successes of the Year was the promotional campaign produced by Volunteer Canada. The 'I volunteer' campaign, as it became known, involved a series of posters and postcards that stressed the diversity of volunteers and voluntary activity through images and 'I volunteer because . . .' phrases. Subsequently, a second 'I will volunteer 2002' campaign was developed, encouraging individuals to pledge volunteer time in 2002. A video entitled *The Power of Many* was produced by Volunteer Canada and reportedly played at hundreds of events, meetings, and workshops, receiving widespread acclaim.

3.5 There is no statistical evidence with which to track the campaign. However, anecdotal evidence suggests that its scope was vast, with many respondents noting that they saw the posters in 'every agency we visited'. Additionally, responses were unanimously positive

about the quality of the campaign, and the diversity of images of volunteerism used with the campaign highlighted both formal and informal volunteering.

The 'I will volunteer 2002' campaign

Manulife Financial adopted the 'I will volunteer 2002' campaign, translating the posters and postcards into eight languages to enable them to be used in all the countries in which the company operates. In total, 3,500 Manulife employees from around the world committed themselves to volunteer in 2002.

3.6 In addition to the national push, a number of organisations elected to develop their own poster campaigns. A survey of organisations in contact with the Wild Rose Foundation in Alberta found that 63 per cent of respondents thought the provincial campaign was effective and 91 per cent said that they felt IYV had increased awareness of the importance of volunteering. However, while the production of local promotional materials alongside the national campaign can be seen as important in terms of developing local identity and ownership of the Year, it may also represent a duplication of effort and resources.

3.7 Canada experienced mixed success in terms of promoting IYV through the media. The National Committee recorded 654 media mentions for IYV from 2000 to February 2002.⁷ However, there was a great disparity between national and local coverage. A majority of respondents commented upon the general failure to capture the attention of the national media, and indeed, this was identified as one of the key challenges in the Year. As one respondent said, 'It is a bit disappointing and I am not sure if anyone not in the industry would know about IYV'. Conversely, respondents reported having effectively engaged the local media to ensure that IYV activities were promoted within communities.

Media coverage of IYV

The province of Alberta reported great success at engaging the media. The Wild Rose Foundation developed TV commercials, from which still photography was also developed for adverts in five daily newspapers and 43 weekly newspapers. Beyond promoting volunteerism and IYV to the general public, the media campaign was felt to have had an additional benefit. As one respondent said, '[There was a] change in the way that the media presented volunteering: for example, there was more diverse images of volunteers – it made it really fashionable and their perception of volunteering really changed, which is helpful as we are no longer fighting the stereotypical image.'

3.8 A variety of websites were developed, either specifically for IYV or including IYV sections on host sites. The main IYV Canada website (hosted by Volunteer Canada) was launched in December 2000; in the proceeding year the site received 1,348,261 hits and 119,864 visitors. Respondents were enthusiastic about the websites, commenting that they had been an important source of information and engendered feelings of connectedness to the national and international movement.

3.9 A host of promotional events, volunteer days/weeks, seminars, workshops, roundtable discussions and forums were held throughout the Year at all levels. Some of these were

⁷ Wire stories running verbatim in several different papers were only counted once

specifically convened for IYV; others added an IYV theme to an annual event. All were reported upon extremely positively, with respondents stressing their value in terms of developing networks, knowledge and capacity.

Promotional events during the Year

In April 2001 a National Youth Summit on Volunteerism was convened by the Coalition of National Voluntary Organisations. The young person-led event was hosted to celebrate youth volunteers. The four-day national summit was supplemented by five regional events.

The three-day Canadian Forum on Volunteerism was held in August 2001 in Vancouver. The biannual event took on a particular IYV twist by challenging Canadians to think about volunteerism in new ways.

In Calgary the Volunteer Centre convened a series of forums entitled 'Seize the volunteer'. Each of the forums involved a panel of volunteer managers and focused on volunteering by different communities.

During the annual Calgary Stampede Parade, the Volunteer Centre teamed up with the Muslim community to develop a volunteer float to generate awareness of volunteerism. Those involved felt that the float had done more to promote volunteering than years of campaigning.

3.10 A number of steps were taken in an attempt to broaden the definition of volunteering and to promote it as an activity for all. By dividing the Year into four themes, the national campaign focused on promoting volunteering and IYV to different sections of the community. Some respondents commented that they had seen a slowly increasing awareness of the diversity of volunteering, with, for example, young people realising the existence of informal and employee volunteering. The majority of respondents, however, were unsure of the success of the campaign in this respect.

3.11 The range, quantity and quality of promotional materials was clearly impressive, effectively spearheading IYV in Canada. However, the extent to which it reached all sections of the population is unclear. According to an IPSOS/REID poll undertaken in September 2001, 43 per cent said they'd heard that the UN had declared 2001 as IYV. However, there were considerable differences according to gender, age, education and region, indicating that, at least at that stage, the campaign was not 'reaching all'. The failure effectively to engage the national media was a key disappointment, restricting the reach of the programme. The level of recognition at the end of the Year is as yet unknown. Whether or not the promotion has been translated into an increased number of volunteers again remains unknown. Indeed, some respondents stressed that it had not been an aim of IYV in Canada to increase the number of volunteers, rather to develop the capacity effectively to engage existing volunteers.

Recognition

3.12 A second key IYV theme was to recognise the value of volunteering through awards and measuring the contribution that volunteers make. Indicators of success in increasing recognition include: public awareness; increased range of groups involved; use of IYV logo; awards; government recognition of the value of volunteering; and official statement/parliamentary debates on volunteering.

3.13 A whole host of volunteer awards and ceremonies were developed over the Year, some of which were one-offs, some of which were extensions of existing recognition events, and others of which were developed during the Year to be awarded annually. Additionally, Volunteer Canada sold over CN\$2 million (US\$1.29 million) worth of volunteer merchandise. A commemorative ten-cent coin was produced by the Royal Canadian Mint to promote the Year. At the provincial and local level numerous IYV calendars, pins, mugs and bookmarks were produced and presented to volunteers to recognise their contributions.

Awards during the Year

At the national level, the Prime Minister of Canada announced the creation of the Prince of Wales Community Leader Scholarship. A one-time award of CN\$3,000 (US\$1,926) was made to 13 young people. HRDC launched the Thérèse Casgrain Volunteer Award, to be given every year to two outstanding volunteers. The Prime Minister issued certificates to people who volunteer to help the federal government deliver programmes and services. MPs and other premiers awarded certificates for outstanding volunteers in their constituencies. The Royal Canadian Mounted Police launched the Commissioner's Award for Volunteering. There was a commemorative statue, and the Royal Canadian Mint issued a special medal to honour individual citizens who had contributed significantly to their community.

Provincially, a number of awards were announced. In Calgary the Annual Leadership Awards received a record number of nominations. In Saskatchewan a Volunteer Medal was awarded to 16 volunteers in conjunction with the Prince of Wales's visit.

At the level of individual organisations, Canadian Cancer Society introduced national level awards specifically for IYV, with 116 being presented. Youth Volunteer Corps Calgary developed a recognition programme for the first time, and Calgary Health Region hosted a recognition event attended by 600 people.

3.14 Volunteers were widely recognised through articles in local newspapers, in-house magazines and journals, annual reviews, and on company Intranets, often sensitising readers for the first time to the role of volunteers within an organisation. IYV logos were included in letterheads and on e-mail straplines.

3.15 Numerous board discussions took place on philosophies of volunteer involvement, together with statements on the subject from CEOs; these were praised as important indications of high-level commitment to volunteerism. For example, Calgary Health Region's IYV Committee developed a statement of commitment, which was endorsed by the board of directors.

3.16 The IYV research programme, further discussed below, contained a number of projects on recognising the value and diversity of volunteering. Previously there was a relatively limited amount of research into volunteerism and such a flurry of research activity is in itself a form of recognition.

3.17 Not only did respondents identify an increased recognition for volunteers and the value that they bring to society, but also for value of volunteer management and other staff within the voluntary sector. A number of volunteer managers reflected upon this

recognition, reporting a new enthusiasm and sense of pride in their roles. However, the ongoing challenge throughout IYV and beyond has been, and will be, the provision of resources at the local level for dissemination of information and for hosting local events and developing capacity.

Networking

3.18 IYV aimed to provide networking opportunities for volunteers and voluntary organisations. Indicators such as involvement in IYV by different groups, the number and range of partnerships developed, and the level of support for volunteering from the corporate sector can be used as indicators of networking.

3.19 The partnerships created under the banner of IYV were highlighted as one of the key successes of the Year. A vast majority of the respondents commented upon the relationships that they had developed. In Canada these networks developed on a number of levels. However, the extent of vertical networking was identified as one of the few areas for possible improvement.

3.20 Representatives from the Canadian IYV National Committee attended a number of international events throughout the year. Additionally, one or two organisations referred to participation in (internal) international networks for IYV planning and activities. However, a number of respondents commented that more could have been done to facilitate international networking. For example, it was suggested that partnerships could have been initiated between northern American countries, and also that 'developed' countries could have been linked to 'less developed countries' for a mutual learning experience.

3.21 The partnerships that were developed by the National Committee, signifying successful co-operation between the voluntary sector and government, were reflected upon positively. This was the first time that the voluntary sector had been given devolved responsibility for running an International Year. However, rather than leading the Year in isolation, the voluntary sector joined forces with government through HRDC, Canadian Heritage and Volunteer Canada. The strong relationship that developed between these organisations was reported upon positively by those involved. However, respondents were keen to point out that this strengthening of the relationship between the voluntary sector and government was an ongoing process, of which IYV was just one element.

3.22 The extent of network development between the five IYV partner organisations appeared more limited, not least because strong relationships already existed between the organisations, leaving less space for improvement. Some respondents spoke wholly positively of the experience. Others, however, pointed out that, although the organisations had met together during the early planning stages of the Year, once their individual projects began, contact declined, reducing the networking opportunities.

3.23 A number of national events, programmes and publications drew together stakeholders from across the country, providing high-level networking opportunities. National to local links were further maintained through the production of an IYV newsletter, the IYV Canada website, and the employment of an officer who acted as a contact point within Volunteer Canada. However, some respondents felt that more could have been done to enhance the links between the different levels. One respondent said, 'It wouldn't have hurt to have local representatives from volunteer centres to sit with Volunteer Canada on the

IYV planning.’ While all respondents were extremely positive about the development of relationships with Volunteer Canada, some felt that there could have been more networking opportunities with the other National Committee members.

3.24 The greatest networking successes were reported at a regional level, where horizontal links were developed between all sectors through both the planning and delivery of IYV. The provincial, municipal and local planning committees brought together voluntary, public and private sector organisations, a change from traditional Volunteers Week committees which tended to be restricted to volunteer managers. Particular mention was made of the inclusion of the corporate sector in such networks and their enthusiasm to engage with IYV – perhaps not so surprising given the increasing interest in employee volunteering within Canada.

Networking during the Year

The success of regional network development is highlighted by the following quotes:

‘IYV served as a catalyst at the provincial level for bringing together organisations across all sectors, which has never been done before at a provincial level’ (provincial government).

‘This has been a great networking opportunity created because of IYV. We are trying to have two – three meetings per year to share information and network. This has been very valuable for me. It has created relationships with other organisations, and we have been corresponding and sharing information subsequent to this’ (voluntary sector organisation).

‘Local organisations reaching out to partner with other organisations locally, for example voluntary organisations developing partnerships with chambers of commerce or education organisations that had never happened before, and they really expanded relationships and linkages with communities and people participation’ (provincial government foundation).

3.25 Networks were also enhanced within sectors. In particular, links within the voluntary sector were reinforced, with organisations subsequently reporting an increasing number of contacts and enquiries from other agencies. Networks had also begun to develop within academia through the IYV research programme.

3.26 Within individual organisations, several respondents commented upon the relationships that had developed between branches and departments through their involvement in IYV. For example, federal government representatives discussed enthusiastically the co-operation between departments; one company had implemented IYV programmes within national and international branches; health institutions across Calgary had formed an IYV committee; and national headquarters of organisations discussed greater communication with local branches. In general, the promotion and networking engendered by IYV was felt to have developed an increased awareness of the extent and the role of volunteers within organisations and subsequently the need for volunteer managers.

3.27 IYV facilitated the establishment of a series of horizontal and vertical networks. However, there were a number of challenges. The limited involvement of local actors in the national planning and delivery of IYV was one area of concern: in particular, the suitability of the materials for each region of Canada (Quebec in particular was cited by respondents) raised questions over the success of networking at that level. Secondly, while

a majority of local organisations felt connected to the national activities, some felt that their involvement in planning should have been enhanced, which in turn would have facilitated a greater understanding of the capacity of local organisations to respond to the national programmes. Thirdly, respondents noted a failure to engage the educational sector in IYV. Following on from the Year, the main challenge is to maintain and develop the networks that had been established through IYV.

Facilitation

- 3.28 The final aim of IYV was to aid the facilitation of volunteering. Within Canada's own objectives, facilitation was assisted through the dual aims of improving the structure of voluntary organisations and developing the voluntary sector knowledge base. Indicators as to the success of the programme in this area include: funding for IYV and other volunteerism initiatives; changes to policy and legislation; strengthening volunteering infrastructure; and the use of new technology to recruit and manage volunteers.
- 3.29 Few countries could rival the amount of funding budgeted for IYV in Canada. The National Committee reported funding of CN\$12,297,240 (US\$7,896,543) generated across the sectors. However, this is likely to be a considerable under-representation of the actual funding provided for IYV, as the total amount invested internally by organisations is unknown. Federal government provided over CN\$7.5 million (US\$4,816,413) of funding for the national programme, which was supplemented by provincial and local government funding. Trusts and foundations also provided an estimated CN\$2.5 million (US\$1,605,507), and, indeed, following IYV one foundation (Trillium) has pledged CN\$100,000 per annum to its new volunteerism funding priority. Individual organisations from all sectors invested heavily in the Year. National figures report that private companies gave CN\$363,000 (US\$233,115), but this is unlikely to include all the money invested in internal programmes or gifts in kind.
- 3.30 However, despite the apparently high level of funding, one issue running throughout the evaluation was the provision of funding at the local level, with some respondents questioning the decision to retain all federal funds at a national level. As one respondent said, 'The assumption was that money might come from the community itself ... That happened very minimally... There was no money.'
- 3.31 Beyond financial resources a number of institutions facilitated the development and actualisation of IYV initiatives at the local level. Of particular note were the toolkits formulated to engage organisations in IYV: Volunteer Canada produced the most widely distributed kit, containing sample press releases, posters and cards, and best practice guides.
- 3.32 The Year seems to have had a solidifying effect on government's attitude towards volunteerism. While there had been considerable developments in relation to government involvement in the voluntary sector prior to IYV, the Year was felt to have increased the government's recognition of the implications of volunteerism across society. To signify this commitment, on 5 December 2001 the Prime Minister announced: the Accord, a framework for the future relationship between government and the voluntary sector; the Canadian Volunteerism Initiative (CVI with CN\$50 million (US\$32,108,587) over five years; and permanent support for the National Survey of Giving, Volunteering and Participation (NSGVP). These initiatives were presented as key legacies of IYV. While

both the Accord and the CVI were likely to have happened regardless of IYV, it was widely believed that the Year added momentum to the process.

- 3.33 As it was formulated for IYV, the National Committee will not be kept together after the Year. However, the relationships and mutually beneficial working arrangements are likely to be sustained through the Canadian Volunteerism Initiative, although exact implementation is yet to be decided. In addition, Volunteer Canada has established a national council of ten high-profile Canadians from all areas of society. The council will meet once a year during Volunteers Week. The council is not designed to support Volunteer Canada, but to add profile to volunteering and facilitate its development.
- 3.34 The facilitation of volunteerism beyond IYV was enhanced by a series of capacity building resources. The good practice guides were developed and distributed by Volunteer Canada for IYV with the aim of enhancing volunteer management. The publications included: a guide to youth-led projects; a guide to employee volunteering; a guide to volunteer management resources; a discussion paper on the nature of job design concepts; a paper to encourage voluntary organisations to rethink the ways in which they involve volunteers; a set of four volunteer programme management manuals; and the *Canadian Code for Volunteer Involvement* which outlined the standards for volunteer practices.
- 3.35 Other capacity building initiatives were developed at the provincial and local level. For example, the Wild Rose Foundation in Alberta produced a workbook on developing partnerships, while Parks and Recreation Ontario ran 40 training sessions in youth-led mentoring. A series of 'How To' booklets were designed in partnership by Volunteer Canada, Volunteer Calgary and Calgary Workplace Volunteer Council for companies developing employee volunteering initiatives.
- 3.36 While the impact of these manuals and schemes is unlikely to be visible immediately, people were enthusiastic about their potential to enhance capacity. However, continued work will be needed to ensure that the lessons of such manuals are implemented to bring about true capacity building.
- 3.37 Much has been done through IYV to develop the voluntary sector knowledge base. The publication of the results of the National Survey of Giving, Volunteering and Participation 2000 (NSGVP) was deliberately scheduled for release during the Year, contributing significantly to raising awareness of volunteering and providing a considerable amount of new knowledge about the sector. The IYV research programme, which involved 14 individual projects, represents a considerable development in the intellectual capital on volunteerism. The announcement at the close of the Year of the government's ongoing support for the NSGVP, the inclusion of Satellite Account of Non-Profit Institutions and Volunteering in the National Accounts, and the commitment to research within the CVI indicate a continuing commitment to increasing the knowledge base.

Research during the Year

CN\$1.25 million (US\$ 802,715) of the IYV budget was dedicated to a research programme designed to increase the voluntary sector knowledge base; the programme was managed by the Canadian Centre for Philanthropy (CCP). Before the research began, extensive consultation was undertaken, and existing literature was reviewed to identify knowledge gaps. Subsequently, six research themes were identified: impact of demographic and social change on volunteering; motivation, recruitment, retention and recognition; volunteer development; value of volunteering; volunteer management; resource, infrastructure and governance. 13 projects were selected from 73 potential proposals, with one additional project being developed by CCP and Volunteer Canada. The research is due to be completed in spring 2002, with an extensive dissemination programme to follow.

3.38 Evidence suggests that, through IYV, organisations have been effectively engaging with new technology for volunteerism. For example, Volunteer Calgary developed a number of initiatives supported by IYV funding: a volunteer management resource website; on-line training 'e-seminars' for volunteer managers; a 'Board Bank' providing a matching service for would-be board members and interested organisations and initial training; and on-line resources for virtual volunteering were enhanced. In another example, at the close of the Year the Quebec government announced its support for the creation of an internet portal to match volunteer supply and demand and to provide information on volunteering. Starting in 2002, CN\$100,000 (US\$64,216) will be earmarked for this initiative, which is being spearheaded by the province's network of voluntary organisations (the Fédération des centres d'action bénévole du Québec).

3.39 As part of wider changes within Canada, the Year reinforced government's engagement with volunteering, the role of volunteer management, the importance of capacity building within the sector, and the development of a knowledge base in future with new research. The extent to which these changes can be attributed to IYV, as opposed to initiatives such as VSI, is unclear. However, it would appear that IYV did considerably increase the momentum of and enthusiasm for these developments. The challenge now is to ensure that the theories put forward in the good practice guides and capacity building materials are effectively translated into quality practices.

4. Challenges

4.1 While there is no doubt that IYV was a great success in Canada, a number of key challenges can, however, be identified.

4.2 The most frequently talked-about challenge was the short time-scales for planning and implementation. Short or missed deadlines were identified as being particularly problematic for local organisations trying to respond to national initiatives. Respondents felt that additional time for planning at all stages would have been advantageous. For example, additional lead-in time from the UN, alongside the provision of funding (from all levels) prior to IYV would have ensured that initiatives and publications were ready to go on 5 December 2000, rather than being developed and released throughout (and beyond) the Year. It was also suggested that longer notification periods for national events and publications would have enabled more local organisations to adapt budgets and develop initiatives in line with the central campaign.

- 4.3 The second most obvious limitation to the Year was the apparent lack of interest shown by the national media. Given the success of the IYV promotional campaign in general, it is a shame that enough interest could not be generated within the national media to pick up on the Year. While the successes in engaging local media somewhat offset this disappointment, they did not provide the scope of coverage and high-level profile that national media would have generated.
- 4.4 Issues concerning partnership working between national and local levels were raised, on a number of counts. Some respondents felt that a percentage of the federal funding available for IYV should have been devolved to the local level. However, others felt that keeping the funding central ensured a more effective campaign, as resources were not spread too thinly. There is also the question of how far there was duplication of effort between national and local initiatives. For example, a number of respondents commented that organisations in some regions (Quebec in particular) had produced their own materials to reflect the specific cultural context of each region. This could suggest a potential for greater partnerships between national and provincial/local organisations. Against these arguments, the production of local and/or organisational materials can be seen as a success in terms of engendering local ownership and a local identity for IYV.

5. The future: realising the legacy of IYV

- 5.1 IYV can be seen to have been a significant success in Canada. An extremely impressive array of activities was delivered across Canada by a whole host of stakeholders. Of more importance for the long-term development of volunteering in Canada, steps have been taken to continue the momentum of the Year, with efforts to sustain and enhance the progress of IYV evident from federal government down to individual organisations.
- 5.2 Federal government's announcement of the Canadian Volunteerism Initiative will continue to strengthen volunteerism and to improve understanding of IYV's impact on Canada's economic and social well-being. As one respondent said, 'It was a proud moment as, over the Year, people were thinking about keeping IYV going – CVI enabled us to do this.' Similarly, the Accord will lay the foundations for an effective relationship between government and the voluntary sector, the potential for which was highlighted through IYV. While IYV may not be responsible for these things, it has undoubtedly contributed towards them.
- 5.3 It is highly likely that the 'I volunteer because...' and 'I will volunteer 2002' campaigns will continue to be used, as will the video, albeit without the IYV logo. The capacity building good practice guides will also be an ongoing resource – particularly the Code of Volunteer Involvement, which has been adopted by so many organisations. Similarly, the findings of the research programme, when published later this year, will have long-term implications for organisations in all sectors. The interest stimulated within the academic community in undertaking research into volunteerism (along with government funding) will ensure that further knowledge of volunteering and the voluntary sector is developed.
- 5.4 Locally, many organisations had been keen to develop sustainable and incremental activities under IYV to ensure that the Year had a lasting legacy. As one respondent said, 'We wanted to make a lasting difference, to change our organisation through the activities of the Year'; another commented, 'We always stressed that it was not just one year, but it was just a kick off to 20 years. We really tried to ensure that whatever was created last

year was only done if we could sustain it.’ The Year was not just about a celebration of volunteerism, but about developing lasting capacity within the sector.

Interviews conducted

Voluntary sector

Paddy Bowen, Volunteer Canada
Al Hatton, National Voluntary Organizations
Sheila Jenkins, Volunteer Ottawa
Michael Hall, Canadian Centre for Philanthropy
Nadine Maillot, Volunteer Calgary
Sylvia Huckerby, Community Foundations of Canada
Marlene Deboisbriand, United Way Canada
Doug Hannum, Sport Alliance of Ontario
Stephanie Guillen and Elaine Patterson, Girl Guides of Canada
Joelle Twinney, Canadian Cancer Society
Ada Nanning, Hull Child and Family Services
Rene Hopfner, Youth Volunteer Corps of Calgary

Public sector

Linda Stilborn, Calgary Health Region

Government

Shelley Dooher and Nancy Amos, Human Resource Development Canada
Joan Katz and Margaret Belanger, Canadian Heritage
Marion Price, Parks and Recreation Ontario
Lipa Roth, Ministry of Citizenship
Shelly Borowski, Wild Rose Foundation, Calgary

Corporations

Evelyn Carleton, Canada Post Corporation
Sharon Cobban, Manulife Financial Insurance
Cheryl McNeil, TransAlta Corporation
Catherine Capps, Shell Canada Limited
Janice Iverson, First Calgary Savings and Credit Union

Crown Corporation

Michelle Marin, Canada Mortgage and Housing Corporation

An evaluation of IYV 2001 in Hungary

1. Introduction

- 1.1 The evaluation of the International Year of Volunteers 2001 (IYV) in Hungary is one of seven country case studies which have been carried out by the Institute for Volunteering Research and the Development Resource Centre as part of their global evaluation of IYV for the United Nations. Separate reports have been prepared on the other six countries: Brazil, Canada, Lao PDR, Lebanon, Trinidad and Tobago, and Uganda.
- 1.2 The evaluation in Hungary was carried out during a study visit to Budapest in March 2002 by means of a series of face-to-face interviews with a range of stakeholders involved in the International Year drawn from government, the media, business and the non-profit sector. This information was supplemented by written documentary evidence, including a review of activities carried out during the Year prepared by the National Committee.
- 1.3 All interviews were conducted using a series of semi-structured interview schedules which had been drawn up by the Institute in consultation with UNV and the evaluation steering group for use in each of the seven countries, although these were amended to take account of the specifics of the Hungarian experience. In total, interviews were held with 17 people.
- 1.4 The study visit to Hungary was organised by United Way Budapest and the author would like to express his thanks to Dorina Francsics for her assistance in setting up the meetings and ensuring the smooth running of the programme. Thanks are also expressed to Monika Muranyi for her kindness in acting as a volunteer driver (and expert tour guide!) throughout the duration of the visit and to all those who gave up their time to participate in the research.
- 1.5 The report is in four sections:
 - A brief introduction, setting out the context for volunteering in Hungary and the process leading up to the establishment of a National Committee.
 - A review of the key successes of the Year in Hungary, organised under the four (international) aims of the Year: recognition; promotion; facilitation; networking.
 - An examination of the key difficulties and challenges faced during the Year.
 - An examination of the likely legacy of the Year for volunteering in Hungary.

2. Towards IYV 2001 in Hungary

Volunteering in Hungary prior to 2001

- 2.1 Hungary has a rich tradition of volunteering, much of it of a self-help and mutual aid variety, rooted in its agrarian past. For example, the rural tradition of Kalaka involved several families coming together to work on joint projects such as harvesting or weaving; while Komatal involved the preparation of food by friends for a mother who had recently given birth.
- 2.2 More formal expressions of volunteering can also be traced back several centuries to the Onkentesseg, a voluntary association of medical workers which provided a range of care services to the local community. Throughout the nineteenth century and the first half of

the twentieth, volunteers were active through the churches and the large, established voluntary agencies such as the Hungarian Red Cross.

- 2.3 This tradition of volunteering was interrupted after the Second World War. The decades of communism all but destroyed volunteering as an independent social force. The work of the churches was heavily constrained, and most social welfare provision was taken over by the State. Of course, volunteering did not disappear altogether. The Red Cross continued to operate and local, informal expressions of neighbourhood support remained largely unchanged.
- 2.4 One form of 'volunteering' which did flourish after 1950 were the so-called Communist Saturdays – in which citizens were 'encouraged' to volunteer in support of the Nation and Party. The quasi-compulsory nature of this activity has left behind a legacy of public suspicion of volunteering. Between 1950 and 1989 some independent voluntary action took place through such 'underground' social movements as the anti-poverty foundation SZETA.
- 2.5 Following the political changes in 1989 there has been a rapid flowering of civil society and voluntary action. Many new organisations have been established and government has begun to enter into a dialogue with civil society as part of its desire to stimulate a more pluralistic and decentralised welfare system. Civil society, however, remains very much in its infancy. Government funding of the voluntary sector remains at a relatively low level and many organisations are chronically underfunded and understaffed.
- 2.6 The underdeveloped nature of the voluntary sector in Hungary has had implications for the development of volunteering. Volunteer management as a discipline is still very much in its infancy. There are few paid volunteer managers within voluntary organisations, and prior to the Year few systematic training programmes in volunteer management existed.
- 2.7 Nevertheless, despite these difficulties, volunteering remains an important (if underdeveloped) feature of Hungarian society. A survey in 1994 by the Central Statistical Office of Hungary (KSH) found that 2.3 million people had volunteered (out of a population of 10 million), with the majority involved in informal activities. One commentator has claimed that the number of volunteers in Hungary doubled between 1995 and 2000.
- 2.8 One other contextual point is worth making. Since 1991 young men have had a choice of community service as an alternative to military service. Those choosing this option (and it is estimated that about 20 per cent of young men do so) are required to work full-time in the community for 9 months. Although not strictly speaking volunteering because of its compulsory nature, this provision has resulted in the addition of tens of thousands of 'helpers' to the voluntary sector. The tasks on which these 'alternative soldiers' are engaged are often indistinguishable from those carried out by regular volunteers.
- 2.9 It is within this context that the Hungarian participation in IYV needs to be placed.

Origins of National Committee

- 2.10 The exact origins of the decision to participate in IYV in Hungary are unclear, with credit being claimed both by government and the voluntary sector. Within government, planning for the Year can be traced back to the Hilversum workshop organised by UNV

and the Dutch government in Spring 2000 to discuss the contribution governments worldwide could make to the promotion of volunteering. A representative from the Hungarian government attended Hilversum and took back a commitment to mobilise government support for the Year at home.

2.11 At about the same time as Hilversum, a parallel meeting was being held by leading figures in the Hungarian non-profit world to discuss the contribution Hungary could make to IYV, and the decision was taken to ask government for financial support for the Year.

2.12 Whatever the precise genesis of the Year, the outcome of these deliberations was a meeting convened in September 2000 by the Ministry of Health Care and attended by some 70 non-profit groups. The meeting agreed upon the following aims for IYV in Hungary:

- To improve public recognition of volunteerism.
- To explore the legal environment of volunteer work and to draft the necessary proposals.
- To develop the co-operation of government organisations and civil society, and to draw attention to earlier achievements.
- To gather training materials linked to volunteerism, and to design new ones.
- To become familiar with the activities of organisations using volunteers by carrying out research.

2.13 At a subsequent meeting of civil society organisations in November, the decision was taken to set up four task groups to help meet these aims. The themes of the four groups were as follows:

- Recognition, Improvement and Legal Environment Team
- Co-operation Team
- Training Team
- Fact-Finding Team.

2.14 Representatives at the meeting signed up to the group of their choice and leaders of the groups were selected from among the voluntary sector delegates. To ensure transparency, the teams remained open throughout the Year, with new delegates able to join at any time. A government representative was assigned to each group. Each team was charged with producing an action plan for the Year by the end of November.

2.15 At a later meeting it was decided that an overall strategic committee was required to oversee the work of the individual groups. An Action Committee was formed of the leaders plus one other member of each of the teams; this was later reconstituted as the National Committee of Volunteers.

2.16 In addition to the Ministry of Health Care, the inaugural meeting of September 2000 was attended by representatives from a number of other government departments, including the Ministry of Social Affairs and Family, the Ministry of the Interior, the Ministry of Youth and Sports, the Ministry of Foreign Affairs, the Ministry of Education, and the Prime Minister's Office. In the event, a number of these ministries were to pull back from involvement in the Year, leaving the health and social affairs departments to lead for the government. In retrospect, the failure of the youth ministry to take a more active role in

the Year was a missed opportunity, given the expressed aim of the Year to try to raise the profile of volunteering among young people.

2.17 Funding for co-ordinating the Year was provided by the Prime Minister's Office, which contributed 4.5 million HUF (US\$18,291), channelled through the key voluntary sector umbrella organisation, the Non-Profit Information and Training Centre. Additional government support came from the Ministry of Health Care, which allocated 10 million HUF (US\$ 40,646) to the promotion and support of volunteering in the health services, and the Ministry of Social Affairs and Family, which supported a variety of initiatives, including a survey of volunteering in the social welfare field.

2.18 Private companies donated 0.5 million HUF (US\$2,032) to the Year, and a further 1 million HUF (US\$4,047) came from international agencies. The United Way Budapest served as the postal address for the Year and provided staff time and accommodation.

3. Key successes of the Year

3.1 An enormous volume and range of activities were carried out during the Year, many of them taken forward by the four task groups. The key successes can be categorised under the four (global) aims of IYV: Facilitation; Recognition; Networking; Promotion.

Networking

3.2 A key success of the Year in Hungary was the development of partnerships between different voluntary organisations. Respondents pointed to the lack of a tradition amongst voluntary agencies in Hungary of working together – a situation exacerbated by the relative infancy of the majority of agencies and the fierce competition for funds. The experience of working together to plan and run the Year helped to bring different organisations together, often for the first time.

3.3 Over 70 voluntary organisations attended the inaugural meeting in September 2000 to help plan the Year, and many of these continued to work together on different activities during the course of the Year, both formally on the four task groups and informally in bilateral and multilateral relationships. Thirty organisations were involved in planning and running the Volunteers' Week in October 2001 which closed the Year, and respondents expressed the hope that these partnerships would prove enduring.

3.4 The most concrete illustration of the enduring nature of these partnerships is the decision taken by the National Committee to continue in operation as the management committee of the new National Volunteer Centre which it is hoped will be set up by the end of 2002.

A National Volunteer Centre for Hungary

The establishment of a national centre for volunteering in Hungary promises to be one of the most enduring legacies of IYV. Plans for the Centre are well advanced, and a funding application has been submitted to the Mott Foundation in the US (and has received an enthusiastic response). The Centre will act as a classic volunteer centre, offering advice, training and support to volunteer-involving organisations and working with government to secure the best legislative environment to enable volunteering to flourish. It is also planned that it will operate as a volunteer bureau in Budapest, bringing together those who want to volunteer with available opportunities in the area. It will be modelled partly on the experience of the pilot volunteer centre that ran for three years from 1998. The longer-term aim is to develop a network of regional volunteer centres throughout Hungary. It is held to be vitally important that the centre should be independent of government, although it is hoped that government might offer some financial support. It is hoped that the Centre will be up and running by autumn 2002 at the latest.

- 3.5 An equally important success of the Year was the development of partnerships between government and the sector. These took place at a variety of levels and involved a variety of different stakeholders. Key ministries such as health and social affairs were represented on the task groups set up to plan the activities during the Year, although the exact status of this representation remained unclear – at least some within the voluntary sector were of the opinion that the civil servants concerned were serving as individuals without the official backing of their departments.
- 3.6 Beyond these individual links there are examples of more institutionalised partnerships having been developed. For example, the Ministry of Social Affairs and Family set up a committee for family and children which included representatives from civil society and focused on volunteering as part of its brief.
- 3.7 The Year also had an impact on the work of existing committees within the department. The Social Committee, which had been set up before the Year to focus on key concerns of the ministry such as elderly care, people with disabilities and women, had never previously looked at the issue of volunteering. According to senior officials within the department, the Year proved to be a major breakthrough for the work of the committee, and volunteering is now firmly established on the agenda.
- 3.8 Both government and civil society also established partnerships with other countries. A joint delegation of government and civil society attended the IYV launch event in Amsterdam in January 2001. The Nonprofit Information and Training Centre hosted the international Volunteurope conference during the Year, attended by some 70 volunteering practitioners from across Europe; and the government initiated an exchange programme with its Danish counterparts to discuss volunteering.
- 3.9 Another key success in terms of networking was the establishment of a website (www.onkentes.hu) which provided comprehensive coverage of the Year in Hungary and internationally. Over 3,000 people visited the site in the six-month period between July and December 2001.

3.10 Also important in bringing organisations together and in providing opportunities for the sharing of experiences and practice were the numerous training events organised during the Year. Of particular importance was the series of events organised by the Prime Minister's Office for Civil Society, which covered three areas: training volunteers; training volunteer co-ordinators; and training volunteer-receiving organisations.

3.11 The training of receiving organisations was held to have been a particular achievement, in that it helped to ensure that organisations would be much better placed to respond to any increase in the supply of volunteers arising out of the Year. However, the point was made that much more work was required in this area before all organisations could claim to be 'volunteer-friendly'.

The Hungarian Red Cross

IYV had an impact on individual organisations, enabling them to use the Year to develop their own volunteering programmes. A good example is the Hungarian Red Cross, which with 20 County districts and some 64,000 volunteers (and almost 300,000 members) is one of the largest voluntary agencies in the country. 2001 was the 120th anniversary of the Hungarian Red Cross, so IYV provided a perfect opportunity for the organisation to try to raise the profile of volunteering throughout the agency.

The Society had embarked upon a review of its volunteers three years previously, with support from the Ministry of Social Welfare. It had developed a three-year training programme for societies to strengthen their involvement of volunteers. Although this work predated the Year, it was given added impetus by it. The first step in the new strategy was to create a register of all volunteers in the Society, which can be used to track trends in volunteering in the future. The Year provided an opportunity for the Red Cross to work much more closely than ever before with a wide range of other voluntary agencies. The activities of the Society during the year culminated in Volunteers Week, when it organised no fewer than 200 separate events throughout the country. The Year also provided a valuable opportunity for the Society to say thank you to its volunteers.

Facilitation

3.12 The Year seems to have had a catalytic effect on the government's attitude towards volunteering. Although government interest in civil society had risen enormously throughout the 1990s – an interest given institutional recognition in 1998 by the establishment within the Prime Minister's Office of a special unit for civil affairs – volunteering had remained largely invisible within government. Civil servants interviewed were of the view that the Year was the first occasion that volunteering had been properly considered by government.

3.13 Two departments in particular were active during the Year: the Ministry for Social and Family Affairs and the Ministry of Health Care. Both departments carried out a wide range of activities, some focused on building stronger relationships with civil society, others on developing their own in-house expertise on volunteering. Both departments, faced with the lack of any prior policy initiatives on volunteering, began their involvement in the Year by carrying out baseline research to establish the number and range of agencies involved in volunteering in their particular field of interest. Both departments also initiated (or expanded) grants programmes during the Year to support organisations working with volunteers.

3.14 One such programme from the social affairs ministry was the Gate Programme, which provides funding to civil society organisations seeking to build bridges between young people and students and disabled and elderly people through volunteering. Although the programme had been running since 1996, it had proved hard to arouse any interest in it within central and local government prior to 2001. As a result of the Year, officials had noted a growing interest in the programme and the department had recently signed a number of new contracts with local government to expand its reach.

3.15 Another funding programme was launched by the Ministry of Health Care to help develop volunteering in hospitals. A fund of 3 million HUF (US\$12,198) was established and voluntary organisations active in hospital volunteering were invited to bid for support. Thirty organisations applied for funding and seven were successful. The process by which the department decided to focus on hospital volunteering was itself interesting, and indicative of the spirit of partnership between government and voluntary organisations which was fostered during the Year. At the beginning of the Year the department organised a three-day workshop with voluntary organisations to brainstorm on the varied contribution volunteers were making (and could potentially make) in the health field. Based on this meeting, the department took the decision to focus its efforts during the Year on the hospital sector.

3.16 As an indication of its commitment to continue to develop its volunteering programme after the Year had ended, the department organised a nation-wide congress on health care volunteers in January 2002 – the first such event organised by the ministry – attended by over 300 delegates from the voluntary sector.

The Hospital Volunteer Helping Service

An example of a hospital volunteering service that benefited from participation in the Year is the Hospital Volunteer Helping Service. Set up in 1998, with financial support from the Open Society Institute, the Service involves 70 volunteers and provides a range of support services to medical staff across four hospitals. It was one of the first organisations in Hungary to involve volunteers in hospitals, although there was a well-established tradition of volunteers in hospices upon which to build. The Service prides itself on being totally volunteer-run, with no paid staff whatsoever. Whilst the organisation predated IYV, the Year was held to have played an important role in the development of the Service and in raising awareness more generally of the contribution volunteers can make in the health service. A key development was the involvement of the health sector's professional training body, the Institute of Health Care Training, which took part in joint training events during the Year aimed at raising awareness amongst health professionals of the benefits of volunteer involvement.

3.17 One of the goals of the Year in Hungary was to improve the legal framework within which volunteering operates. One of the four task groups, the Recognition and Legal Environment Team, was charged with identifying those issues which required clarification of legal status and on which action should be taken. Their priorities for action were:

- Volunteer work and the labour code
- Volunteer work and taxation
- Liability insurance for volunteers
- Reimbursement of expenses for volunteers
- Links between volunteering and unemployment

- Volunteer work by young people (abroad)
- Volunteer work by foreign nationals in Hungary.

3.18 The key outcome of this group was the drafting of an ‘amendment package’ to modify two separate pieces of legislation to give (amongst other things) tax allowances to volunteers to match those given to donors. Respondents from both government and the sector were agreed that in the short term the amendment package had little chance of being passed into law. It had no official status and was unlikely to be a priority for legislative space, especially with a general election imminent in spring 2002. Nevertheless, despite the limited chances of success in the immediate term, the work of the group can be judged a success in drawing the government’s attention to the legislative difficulties faced by volunteers in Hungary and in laying the foundations for possible changes in the future.

Recognition

3.19 The major public awareness-raising activity organised during the Year was Volunteers Week, which was held from 8 to 13 October. The aim of the week was to ‘show the human, social and economic potential of volunteerism’ and it was judged a big success by the organisers. Approximately 200 organisations took part throughout the country, with some 4,000 people volunteering during the week. On 14 October, to close the Week, a Volunteer Festival was held, which was attended by 1,500 people from throughout Hungary. It is hoped that with the establishment of the new National Volunteer Centre such events will become a regular feature.

3.20 Another success was the holding of two Parliamentary Hearings on volunteering in the spring and autumn of 2001 – the first of their kind in Hungary. They were organised by the Parliamentary All Party Committee for Civil Affairs, a committee of strategic importance for the sector as it is one of the few public bodies providing core grants to voluntary organisations. For the meeting in the spring, representatives from the National Committee were invited to outline the plans for the Year. For the autumn meeting, they were asked to report back on progress during the Year.

3.21 In terms of concrete outcomes, success was limited. There was criticism from some within the sector that the Hearings had achieved relatively little and that key government figures invited to attend had not shown up. However, as with the draft legislation, the symbolic importance of the Hearings should not be underestimated. The mere fact that they had taken place at all, and that for the first time a key parliamentary committee had set aside time to debate volunteering, is an important achievement and one which has laid the foundations for an ongoing dialogue between parliament and civil society.

3.22 Another success of the Year in generating recognition for volunteering was the carrying out of several landmark research studies. Although a significant amount of research already existed on the voluntary sector in Hungary, prior to the Year very little academic attention had focused on volunteering.

Research into volunteering

The Year resulted in several important research studies on volunteering, a number of which were brought together by the Ministry of Social and Family Affairs in a collection of essays entitled *Giving is Receiving: Selected Hungarian Research Papers in Conjunction with the International Year of Volunteers*. Included within this publication were the findings of the first government survey of volunteering in the social services. Conducted by the Ministry of Social and Family Affairs, and based on a questionnaire survey of over 4,000 community groups listed on the department's database – to which 800 groups sent in completed returns – the research found, amongst other things, that:

- The 800 organisations involved over 100,000 volunteers.
- Volunteers were involved in a wide variety of activities, but mainly in the fields of administration and support rather than front-line service.
- Volunteers were more likely to come from the better-educated groups in society.
- Two-thirds of volunteers were in full-time paid employment.
- Sixty-nine per cent of volunteers were women.
- Fifty-six per cent of volunteers were involved in some form of training.

Promotion

3.23 Within the constraints of a relatively small budget, the National Committee produced an impressive array of promotional materials, ranging from posters to badges and stickers.

3.24 As we will see below, attempts to persuade the mainstream media to provide coverage of the Year in Hungary were largely unsuccessful. However, some success was achieved with the specialist, community-based media, especially community radio.

Media coverage of the Year

One radio station which covered IYV was the Civil Radio of Budapest, a community radio station broadcasting non-stop for 100 hours a week to approximately 10,000 regular listeners in the capital. In furtherance of its mission to publicise the civil society sector, the station provided significant coverage of the Year. For example, during the Pepsi Island international music festival the station provided full coverage of the 'Civil Street' built up by non-profits to showcase their work. Full coverage was provided for all 10 days of the festival, and the station organised a live, on-air, round-table discussion on volunteering. In addition, regular features on volunteering were included in the broadcast schedule throughout the Year.

Key challenges

4.1 Overall the Year can be judged a success in Hungary. Inevitably, however, with a Year of this magnitude and complexity challenges were encountered and disappointments faced. In many instances successful solutions were found to overcome the difficulties; but in some cases the challenges proved more deep-rooted.

4.2 One disappointment identified by some of the voluntary sector respondents was the lack of ownership by government at the highest level. Despite the funding provided by the

Prime Minister's Office, and the fact that the President took on the role of patron for Volunteers Week, it was felt by some that the Year failed to capture the imagination and support of the government at the highest level. Whilst officials were justifiably proud of the contribution their departments had made, they accepted that it had been difficult to secure significant amounts of money from government for the Year. There was also concern that the imminent general election would interrupt the momentum generated during the Year.

- 4.3 A more obvious disappointment was the lack of involvement by the private sector. With one or two high-profile exceptions, the Year failed to capture the imagination or support of the business community. This is perhaps not altogether surprising. Employee Volunteering (EV) as a concept has been slow to develop in Hungary, a reflection of the relatively recent development of a market economy. Some (mainly US and multinational) companies have well-developed EV programmes, such as the Bank of Budapest, a subsidiary of GE Capital. But most businesses are not involved in volunteering or in broader forms of corporate support. Even those with a well-developed EV scheme admitted that the Year had made little impact on their work.
- 4.4 A further disappointment of the Year was the lack of public awareness generated. Despite a couple of high-profile PR events such as Volunteers Week and Volunteers Day, it was generally accepted that the Year did not manage to make a huge change in popular perceptions of volunteering. There was felt to be a particular problem with engaging the enthusiasm of young people. Most young people in Hungary have no experience of volunteering, or at least do not recognise their activities in the community by that term, and the Year largely passed them by. In this context, the failure of the Ministry of Youth Service to take a stronger role in the Year was particularly disappointing.
- 4.5 However, any failure to generate public interest in volunteering needs to be placed in context. The communist era, with its Communist Saturdays, has left a legacy of public hostility towards volunteering which will take time to erode. It was the view of many respondents that it was unrealistic to expect things to change overnight and that, although slow, a start had been made in projecting a more positive image of volunteering.
- 4.6 Perhaps the main hindrance to raising public awareness was the lack of media coverage for the Year, especially among the mainstream national broadcasters. As we have seen, some coverage by specialist community radio services was achieved, but there was little or no penetration of the mainstream media. This failure is partly due to the attitude of commercial broadcasters in Hungary, who have shown themselves over the past few years to have little interest in the activities of civil society, except when a scandal emerges.
- 4.7 However, several voluntary sector respondents made the point that the sector must accept some share of the responsibility. One leading community broadcaster complained about the feeling within the sector that, because it believes itself to be doing something important and interesting, broadcasters will automatically share the same view. All too often, he said, the sector expects the media to cover its issues but does not bother to package things in a media-friendly way.
- 4.8 One other disappointment of the Year was the relatively low level of impact outside Budapest. Although the constraints of the evaluation meant that no people from outside the capital were interviewed, it was clear from those spoken to in Budapest that there was

relatively little penetration of the Year in the regions. There were one or two exceptions. A small regional contact group of some 20 people had been established to help plan regional activities, and Volunteers Week had been celebrated in a number of large towns and villages. But the focus of most activities during the Year was on the capital.

5. The future: realising the legacy of IYV

5.1 IYV can be judged a success in Hungary. Working with very limited resources, and from a low base of public and government interest in volunteering, the National Committee planned and carried out an impressive array of activities, culminating in a week-long celebratory event in November.

5.2 Of more importance for the long-term development of volunteering in Hungary, steps have been taken to establish a National Centre for Volunteering, to help fill the void in the volunteering infrastructure that was made so apparent during the Year.

5.3 IYV may also prove to be a watershed in terms of the government's attitude towards volunteering. From a situation where volunteering was almost invisible within government, the Year has placed it squarely on the agenda of at least two important departments, both of which are in the process of developing longer-term strategies for support and development.

5.4 However, for the legacy of the Year to be fully realised in Hungary, certain things will need to happen. These include:

- Volunteering will need to embed itself more deeply in the heart of government to overcome the suspicion that, outside the two lead departments for the Year, very little has changed.
- More directly, government will need to commit itself to providing more financial support for the volunteering (and voluntary sector) infrastructure, to enable the sector to further develop a professional approach towards volunteer management.
- Voluntary organisations will need to build on the partnerships formed with other organisations, to help facilitate the sharing of practice (and resources).
- Further work is required to enlist the support of the media in countering the negative image of volunteering still held by many people in Hungary, especially young people.
- Further work is also required to persuade employers (within the private and statutory sectors) of the value of developing employee volunteering programmes.

Interviews conducted

Civil society organisations/individuals

Ildiko Garas, Managing Director, Foundation for Democratic Youth.

Emil Gyekiss, Deputy Secretary General, Hungarian Red Cross Society.

Ferencne Litzer, Budapest District Representative, Hungarian Red Cross Association.

Janosne Simon, National Committee Representative, Hungarian Red Cross Association.

Monika Muranyi, Managing Director, Hospital Volunteer Support Service Foundation.

Katalin Ertsey, Managing Director, Eroforras-United Way Hungary.

Anrasne Benyei, Managing Director, National Association for Non-Profit Human Services.

Andras Toth, Programme Leader, Non-Profit Information and Training Centre.

Klara Czike, Director, DHV Hungary, Institutional Unit.

Dorina Francsics, Director, United Way Budapest.

Government officials

Imre Nyitrai, Deputy Under-Secretary of State, Ministry of Social and Family Affairs.

Judit Habencius, Civil Officer, Unit for Civil Relationships, Ministry of Social and Family Affairs.

Laszlo Zentai, Head of Unit, Unit for Civil Relationships, Ministry of Social and Family Affairs.

Judit Kiraly, Civil Officer, Unit for Civil Relationships, Ministry for Health Care.

Media personnel

Peter Kirschner, Journalist, *Nepszabadsag* (national daily newspaper).

Ferenc Peterfi, Civil Radio.

Business personnel

Monika Horvath, HR Manager (responsible for volunteering projects), Budapest Bank, GE Capital

An evaluation of IYV 2001 in Lao PDR

1. Introduction

- 1.1 The evaluation of the International Year of Volunteers 2001 (IYV) in Lao People's Democratic Republic (Lao PDR) is one of seven country case studies which have been carried out by the Institute for Volunteering Research and the Development Resource Centre as part of their global evaluation of IYV for the United Nations. Separate reports have been prepared on the other six countries: Brazil, Canada, Hungary, Lebanon, Trinidad and Tobago, and Uganda.
- 1.2 In undertaking the Lao PDR evaluation, we made use of the following data collection methods: document reviews; individual interviews; focus group interviews; and site/village visits. Two focus groups were held: one with staff of UNV Lao and a second with staff of Japan International Co-operation Agency (JICA). Fourteen individual interviews were conducted. These included: staff of UNV and UNDP (six people); VSA representatives (four people); a local training centre (one person); a local project affiliated to one of the VSAs (one person); the IYV National Steering Committee (one person); and a member of Lao Youth Union (one person). A full list of individual interviews can be found at the end of this report. Site visits were undertaken in two communities, Navay Village in HinHeup District, just outside the capital city Vientiane, and Na Village in the Vientiane municipality.
- 1.3 All interviews were conducted using a series of semi-structured interview schedules which had been drawn up by the Institute in consultation with UNV and the evaluation steering group for use in each of the seven countries, although these were amended to take account of the specifics of the experience in Lao PDR.
- 1.4 Additional individual interviews were scheduled with the *Vientiane Times* and the Chairperson of the National IYV Steering Committee. These were, however, cancelled owing to the unavailability of the respondents. As a result, the case study does not include the perspective of the media and includes only one voice from the National Steering Committee. It also proved extremely difficult to identify private sector stakeholders, with the result that they too are not included. Due to time constraints, only four of the 17 VSAs represented in Lao PDR could be interviewed. All case study respondents work in or around the capital city. Although located within city limits, respondents were well informed about the situation of volunteering across the country.
- 1.5 The report is in four sections:
- A brief introduction, setting out the context for volunteering in Lao PDR and the process leading up to the establishment of a National Committee.
 - A review of the key successes of the Year in Lao PDR, organised under the four (international) aims of the Year: recognition, promotion, facilitation and networking
 - An examination of the key difficulties and challenges faced during the Year.
 - An examination of the likely legacy of the Year for volunteering in Lao PDR.

2. Towards IYV 2001 in Lao PDR

- 2.1 Popularly known as Lan Xang, 'the land of a million elephants', Lao People's Democratic Republic (PDR) is a landlocked country bordered by Thailand, Vietnam, Myanmar, Cambodia and China. Following the US withdrawal from Vietnam in 1975, the Pathet Lao

movement successfully gained control of Laos. The Lao People's Revolutionary Party was declared the ruling party, Kaysone Phomivane became prime minister and served until his death in 1992. Khamtay Siphandone succeeded him and remains prime minister today. While Lao remained fairly closed to outsiders during the late 1970s and early 1980s, over the past 15 years it has opened up rapidly.

- 2.2 In 1986 the government, ruled by the Lao Revolutionary Party, the only political party permitted in Lao, introduced the New Economic Mechanism to move from a centrally planned economy to a more market-orientated one. Presently, attempts are being made to reduce poverty while at the same time safeguarding the multi-ethnic identity of the people of Lao PDR. Government has identified eight priority programmes that would assist in realising the goal of bringing Lao PDR from the status of least developed countries by 2020. These priority areas include: food production; commodity production; stabilising shifting cultivation; rural development; infrastructure development; strengthening economic co-operation and expanding economic relations; human resources development; and service development (Interim Poverty Reduction Strategy Paper 2001).
- 2.3 Official government policy recognises that voluntary action is integral to government plans to achieve its poverty reduction goals. However, the developmental role of volunteers is restricted largely to technical assistance from international volunteer-sending agencies (VSAs). As regards the role and contribution of the local voluntary sector, this is restricted to the Lao Women's Union, Youth Union and Lao Trade Union. Although there are a very small number of indigenous training centres and projects operating under the banner of international organisations, these are not recognised in national development plans. Officially, under Lao PDR law as contained in the NGO Decree of 2000, independent local NGOs are not encouraged.

Volunteering in Lao PDR prior to IYV 2001

- 2.4 In Lao PDR, helping each other is a normal part of community life. It is not recognised as volunteering, but rather as an intrinsic part of the culture and reality of Lao culture and reality. In Lao there is a saying 'I can rely on you and you can rely on me'. This is very much the way Lao people live their lives. Their religious (Buddhist) and political traditions also dictate a strong sense of community and mutual aid. Although there is now a word for volunteering in the western sense (*asasamak*), this has only been in use for the past decade and is not widely used outside of government and international development circles.
- 2.5 All case study respondents interviewed noted that prior to IYV 2001, neither government nor the people of Lao PDR recognised the role, value and contributions of local volunteers. Ordinary people in Lao PDR understood volunteerism as something that is done by *falangs* (foreigners): 'It is about rich folk who can afford to take time out and come and work in Lao PDR and have a wonderful time experiencing a different culture.' Communities did not recognise mutual aid as a form of volunteering that needs to be recognised, supported and celebrated. To them, it is just part of everyday life.
- 2.6 The dominant view of volunteering within government was similar to that of the people of Lao PDR: that volunteers are international technical experts. There are currently over 200 international volunteers in Lao PDR and 17 Volunteer Sending Agencies (VSAs). This view that volunteers are foreigners may be reinforced by the fact that the Ministry of

Foreign Affairs, and within that the Department of International Organisations, deals with all issues relating to volunteerism.

2.7 Beginning to shift this perception of volunteerism has been the greatest achievement of IYV 2001 in Lao PDR. Volunteering is now increasingly understood to include both international technical experts and Lao PDR citizens who contribute their time and labour to community life.

Preparations for IYV 2001

2.8 Unlike in many other countries, UNV Lao was able to appoint a dedicated person to co-ordinate the activities of IYV 2001. The person was appointed in July 2000 and immediately began building relationships with the Ministry of Foreign Affairs and within the Ministry, the Department of International Organisations, the key government institution dealing with volunteers. By October 2000, the IYV National Steering Committee had been established comprising the following members: Vice Minister of Foreign Affairs; Chief of Cabinet, Committee for Planning and Co-operation; Chief of Cabinet, State Planning Committee; Deputy Chief of Cabinet, Ministry of Information and Culture; Deputy Director General, Department of International Organisations; Chief of Cabinet, Lao Revolutionary Youth Union; and Director of External Relations Division, Lao Women's Union.

2.9 The establishment of the IYV Steering Committee was driven by government following its adoption of UN Resolution 52/17 declaring 2001 the International Year of the Volunteer. As the focal point for IYV 2001, UNV Lao felt that, given the centralised political tradition in Lao PDR, and the sensitivities over the issue of a voluntary sector, it was appropriate that government should spearhead the Committee.

2.10 UNV Lao saw its role as co-operating with and providing advice and financial support to the National Committee. The National Committee developed the IYV plan of action (see below) and consulted with UNV on issues such as who should attend ceremonies and who would cover the costs of activities. IYV activities were funded by UNV Lao through the UNV Discretionary Fund. Additional funds were contributed by the Japanese Volunteer Sending Agency.

Plan of action for IYV 2001

| | |
|----|--|
| 1 | Women's Boat Racing: Annual longboat racing festival in Vientiane. |
| 2 | Marathon and Elephant Festival in Hongsa, Xayaboury Province, International Day of the Volunteer. |
| 3 | Meeting of all UNVs in Lao PDR on occasion of launch of IYV 2001 on 5 December 2000. |
| 4 | IYV banners and posters throughout the city and provinces where UNVs work. |
| 5 | IYV Calendar featuring all VSAs, notebooks and pens distributed to government and VSAs. |
| 6 | Newspaper insert on IYV 2001 in <i>Vientiane Times</i> newspaper. |
| 7 | IYV Marathon in Vientiane: 250 participants; supplied T-shirts and banners. |
| 8 | Sponsorship of Lao Women's Union representative to attend Young Asian Women Volunteers' Conference in Manila. |
| 9 | Reforestation Day: tree-planting with local volunteers; UNV supplied seedlings and promotional materials. |
| 10 | IYV Survey: Status of Volunteering in Lao PDR, Report of the Measuring Volunteering Survey 2001 undertaken by UNV in partnership with government. |
| 11 | IYV 2001 commemorative stamps printed in collaboration with government. |
| 12 | UNV Celebration, International Volunteer Day 2001. |
| 13 | 'Volunteering Seminar', November 2001, comprising a lecture on volunteering and presentation of initial findings of Measuring Volunteering Survey. |
| 14 | Sponsorship of member of IYV National Committee to attend IYV conferences in Geneva, November 2001 and in Okama. |
| 15 | Media articles after events to promote recognition of volunteering in Vientiane newspapers. |

3. Successes of IYV 2001

3.1 Given the plethora of development challenges facing Lao PDR, one of the least developed countries in the world, case study respondents noted that the greatest success of IYV 2001 in Lao PDR was the fact that the year was recognised and celebrated. Right up until the IYV launching event on 5 December 2000, UNV Lao remained unsure about whether the Year would indeed be celebrated. However, not only was the Year recognised, but all the planned activities to promote and recognise volunteerism were in fact undertaken. This suggests a level of political will on the part of the government to recognise the role and contributions of volunteers in Lao PDR. This commitment is carried through in government's plans to retain the National Committee and accept proposals from UNV and other VSAs about activities that will continue to promote, recognise and facilitate volunteering.

Recognition

3.2 A significant milestone of IYV 2001 in Lao PDR was the undertaking of a national survey on the *Status of Volunteering in Lao PRD*. This was the first survey of its kind in Lao PDR and is having a major impact on the perception and recognition of volunteerism in Lao PDR. UNV Lao and the IYV National Committee noted that prior to the survey virtually nothing was known about volunteers and volunteering within Lao PDR.

3.3 Reaching over 60 communities in 13 (out of 18) provinces, the survey revealed the high level of mutual aid and volunteering taking place in Lao PDR, showing that more than

two-thirds of the population volunteer in their communities. This realisation is helping to shift the perception in government and the community that volunteering is something done by foreigners. Government and villages for the first time recognised that the tradition of mutual aid is volunteerism, and that it contributes significantly to social development in Lao PDR.

3.4 Villages visited during the case study also noted that, since the survey, volunteering has gained greater status and recognition in their communities. Community volunteers reported feeling a greater sense of recognition and appreciation by other villagers. Others felt that the survey had helped to inspire more people to volunteer. The survey and case study have also provided respondent communities with a voice to feed into policy and practice concerning volunteering. In this regard, recommendations from villages included:

- The establishment of a National Volunteer Centre to link local volunteers with organisations or projects needing volunteer assistance.
- Government support for the establishment of local volunteer organisations and the creation of an enabling policy environment for local voluntary action.
- Resource and skills development support to existing village volunteer formations, such as Village or Agriculture Committees and the Lao Women and Youth Unions.
- Support from government and VSAs to enable community-driven projects directly to access international volunteers.
- Access to resources and information to support villages in expanding and strengthening the role of volunteering in their communities. A direct recommendation to UNV is that it should include information about mobilising and organising community volunteers in the final survey report that will be distributed to villages that took part in the survey.

3.5 Survey respondents appealed to UNV to take forward and strengthen these recommendations in its interactions with government, so as to create an enabling environment for voluntary action.

3.6 Government also noted the National Survey on Volunteering as the greatest success of IYV 2001. As one government official said: ‘With the establishment of the National Committee and the Survey on Volunteering, many people in the provinces now know about the concept of volunteering and the important contributions of volunteers. People now see themselves as volunteers and as contributing to development’.

3.7 Government believes that the survey has helped to spread the word about the concept of volunteerism and has let volunteers know that their efforts are appreciated, both by the village and by the government. As one government respondent said: ‘The survey has strengthened the spirit of volunteerism, as people now know that they are appreciated. This has generated greater enthusiasm for volunteering’.

3.8 Other activities undertaken to recognise volunteering included the IYV 2001 launching ceremony (where high-ranking government officials made speeches celebrating the value and role of volunteers), a volunteer photo exhibition, a calendar, a commemorative stamp and articles in the media. However, all case study respondents highlighted the National Survey and the public presentation of initial findings as the activity that most significantly contributed to recognising the role and value of volunteers.

The National Survey on the Status of Volunteering in Lao PDR

The National Survey was commissioned by UNV Lao to explore the nature and extent of volunteering in Lao PDR. Conducted in collaboration with the government, it was the first research of its kind in Lao PDR and provides up-to-date, accurate and nationally representative data about the nature, scale and scope of volunteering in Lao PDR.

The findings of the survey have exploded the myth that volunteers are usually foreigners, and confirms that volunteering is central to the traditions and way of life of the Lao people. The results also demonstrate the diversity and depth of volunteering in Lao PDR and highlight the need to validate and recognise volunteerism in public life. It is hoped that the report will be used to develop policies and legislation to integrate the role of volunteers in poverty alleviation plans, to create a 'volunteer-friendly' environment and to examine further opportunities for developing and formalising volunteering in Lao PDR.

Promotion

3.9 Numerous promotional activities were successfully undertaken during IYV 2001. These included awareness-raising events such as boat races, walks and marathons, and tree-planting ceremonies. Promotional materials developed included: stickers; commemorative stamps; calendars featuring the work of all VSAs in Lao PDR; banners; posters; and inserts and articles in the print media. Although the majority of these were focused on the capital city, and therefore had limited reach, some promotional activities were undertaken in villages in the countryside.

3.10 In Xayaburi and Hongsa provinces, previous International Day of the Volunteer celebrations had been organised by international volunteers. In 2001, the festivities was organised entirely by the Village Committee and community volunteers, and provided an opportunity for people to come together and celebrate the role and contributions of volunteers, local and international.

3.11 To build upon the success of these promotional activities, case study respondents suggested that future awareness raising should be focused at the village and district levels. It was posited that this could be achieved through greater involvement of the two hundred or more international volunteers working across Lao PDR. Given their closeness to communities, international volunteers could distribute information about local and international volunteering and help communities to access international volunteers to support community-driven projects. Currently, volunteers are restricted to placements within UN agencies and government projects following direct requests from government. Respondents noted the need to expand volunteer placements to include direct requests from community initiatives. This implies making more information available in local languages, distributing materials through the network of international volunteers in local communities, and supporting communities through the extended bureaucratic process of accessing international volunteers.

3.12 VSAs interviewed noted that future promotional activities must be undertaken in partnership with government so as to utilise government infrastructure and information distribution mechanisms to get their messages across. 'It is essential that government take the lead in educating people that their work is called volunteering and that it is essential to the development of Lao PDR. Only government has the authority to develop and drive a

programme to raise awareness about volunteering at the local level. This is the reality of the context in Laos' (VSA representative).

- 3.13 While it is indeed important to focus awareness-raising and promotional activities at the local level, these must run parallel with efforts to engage government at the national level on the importance of local volunteers and the need to create an enabling environment for voluntary action.

Promoting local volunteering: an innovative idea from the Participatory Development Training Centre (PADECT), a local training organisation working with youth

It is important that international volunteer agencies should not try to promote local volunteerism on our behalf, but should rather work closely with us to strengthen and support local voluntary action. One way of doing this is to provide human and financial support to the fledgling voluntary sector in Lao PDR, while at the same time working with us to engage government on encouraging and protecting independent organisations in Lao PDR. Another way is to support villages to learn from each other and support each other. Where a community possesses certain knowledge and skills, it should be enabled to share them with others, rather than having to be continually dependent on foreign expertise.

The promotion of a volunteer culture and lifestyle could also be supported by existing international volunteers volunteering outside the work they came here to do. For example, it would benefit communities enormously if existing volunteers would help with our kids over the weekend. Existing volunteer Terms of Reference could be expanded to include elements of supporting and strengthening the emerging voluntary sector in Lao PDR. Perhaps they could work on their projects for four days and allocate one day to working to strengthen local volunteer groups such as women and youth groups, crèches and training organisations like ours. Volunteer managers could encourage volunteers to try new things outside their usual work. Such efforts would contribute significantly to skills development in Lao PDR, our greatest need. Although there may be difficulties and even resistance to this, we must believe that where there is a will there is a way.

Networking

- 3.14 Strong relationships have been developed between UNV Lao and the Secretariat of the National Committee. This bodes well for future plans to recognise, promote and facilitate volunteering in Lao PDR. The National Committee has indicated its commitment to undertaking further activities to recognise, promote and facilitate volunteering in Lao PDR, and has invited UNV and other VSAs to submit proposals in this regard. As one respondent said: 'The National Committee does not have the resources to continue, but this does not mean that activities should come to an end. The Ministry of Foreign Affairs remains the focal point and is happy to receive proposals about what activities could be undertaken. If UNV or others have ideas about activities, we will support these. We will also bring on board the Lao Women's Union and Lao Youth Union to help to extend the message and awareness about volunteering'.

- 3.15 In undertaking the National Survey of Volunteering, relationships were also created with the National Statistics Centre, the Lao Women and Youth Unions and the Ministries of Education, Agriculture, Forestry, Education and Health. Although UNV had existing relationships with these, respondents believe that the relationships have been strengthened as a result of IYV. What is required now is conscious effort and political will on the part

of both the government and UNV and other VSAs to develop these relationships further and to seek additional opportunities to promote, recognise and facilitate volunteering in Lao PDR.

- 3.16 Relationships with the Lao Women's Union and the Lao Youth Union have traditionally been conducted at the central government level. Case study respondents noted the potential value of extending such partnerships to the provincial, district and village levels. The Lao Women's Union and the Lao Youth Union are the largest organised formations of volunteers in Lao PDR, and as such are an important sector to engage with for the purpose of strengthening volunteerism. Suggestions included skills development programmes and projects to support Women and Youth Union initiatives at the village level: for example, the mushroom-growing project run by the Women's Union in Na Village.
- 3.17 The development of partnerships with local villages was facilitated through the National Survey on Volunteering. The 60 villages reached through the survey now know about international and local volunteerism, and have asked UNV and other VSAs to appeal on their behalf for government to make it easier for villages to access international volunteers. Survey respondents also said that there was a need for a National Volunteering Centre that could facilitate and support communities to access local and international volunteers. Survey co-ordinator Okama Brook notes that activities to follow up on the survey are essential if initial contacts with villages are to be transformed into more meaningful partnerships.

Facilitation

- 3.18 The Ministry of Foreign Affairs has indicated informally that it may support the establishment of a National Volunteer Centre that would promote and facilitate local volunteering. UNV Lao has a role to play in providing information about other volunteer centres in the region, how they were set up and their contribution to development and social cohesion. A direct recommendation from case study respondents was that UNV Lao should organise a regional study tour where government officials visit other volunteer centres in the region to learn more about the functioning and value of a National Volunteer Centre.
- 3.19 Other suggestions from Lao PDR nationals were that the Volunteer Centre must create a 'win-win' situation, and that volunteers should be organised to assist with development efforts in communities and at the same time to acquire skills, including life and vocational skills. According to the Participatory Development Training Centre (PADETC): 'In Lao volunteers give a huge amount, but get nothing in return. There should be a Forum where people can give and take. In return for giving, volunteers should be given the skills they need to survive better.'

4. Challenges confronting IYV 2001 in Lao PDR

Sensitive political environment

- 4.1 Although the government of Lao PRD is committed to a policy of openness and international co-operation, some case study respondents noted that, in some instances, the past political tradition of government-controlled decision making and a suspicion of outsiders remains embedded in the minds and practice of government officials, especially at local level. VSA representatives interviewed noted that, although it is becoming

somewhat easier to bring international volunteers into the country, it remains an extremely time-consuming and expensive process. One VSA representative said: ‘Government is somewhat open, but I’m not sure about how much room there is to engage around voluntary sector issues. Only 18 months ago, I would have said that the environment is totally closed, with government at the central level wary of issues relating to the voluntary sector and other officials downright suspicious. Things do, however, seem to be improving.’

- 4.2 In such an environment, organisations felt it difficult to engage more closely with the objectives of IYV 2001, most particularly the objective of working to create a more enabling environment for volunteers and the emerging local voluntary sector.

Lack of effective networking and collaboration

- 4.3 Efforts to ensure effective networking and collaboration between UNV and the 17 or more VSAs operating in Lao PDR were hampered by the lack of communication infrastructure in Lao PDR and the tradition of VSAs working alone and focusing on the day-to-day management of their particular projects.
- 4.4 Bar several meetings in the run-up to IYV 2001, there were no interactions between UNV and other VSAs to develop a strategic plan of action to take forward the objectives of IYV 2001. As a result of this lack of collaboration, VSAs interviewed felt that IYV in Lao PDR was a ‘UNV and government affair’. Many noted that they felt excluded from IYV 2001, while others reported that were not informed of IYV activities and therefore did not participate. Some felt that this lack of collaboration could be attributed to a lack of sufficient political will on the part of UNV to engage more firmly with VSAs – and, indeed, the National Committee – to ensure the inclusion of all organisations working with volunteers in the planning and implementation of IYV activities.
- 4.5 VSAs maintained that UNV, as the focal point for IYV, could have – and should have – engaged more firmly with government to ensure multi-stakeholder representation on the National Committee. They commented that, in view of the fact that the National Committee will remain, UNV needs to work with other VSAs and government to ensure greater representation on the Committee and real partnership in undertaking future activities to promote, recognise and facilitate volunteering in Lao PDR.

Creating an enabling environment for voluntary action

- 4.6 Activities aimed at creating a more enabling policy environment for local and international volunteerism were disappointing. Little or no movement was made in this regard. VSAs interviewed saw IYV as an opportunity to contribute towards policy and legislative changes that would facilitate greater international volunteer partnerships with communities and the strengthening of the fledgling local voluntary sector in Lao PDR.
- 4.7 IYV 2001 was seen as a window of opportunity to ‘engage with government to further ease bureaucratic requirements with regard to placing international volunteers in the country, especially with community initiatives, and an opportunity to engage with government regarding the need to support the emerging voluntary sector in Lao’ (VSA representative). VSAs and local training organisations interviewed feel that this window of opportunity was not seized and that much work remains to be done to create an enabling environment for voluntary action in Lao PDR.

4.8 Suggested activities from respondents in this regard included:

- A regional study on ‘Creating an Environment for Voluntary Action’. Review voluntary sector policy frameworks in region and make recommendations for the purpose of harnessing local and international voluntary action for development in Lao PDR.
- Study tours investigating the role and contribution of a local voluntary sector, focusing on Thailand, Cambodia and Vietnam.

4.9 Recommendations from respondents to UNV and VSAs operating in Lao PDR included:

- Engaging with government concerning the value of a local voluntary sector and how local volunteerism can be harnessed for national development.
- Demonstrating to government the contributions volunteers make to building solidarity, social cohesion, social capital and development.
- Developing partnerships with, and supporting, emerging local organisations.
- Supporting mass organisations at the provincial and district levels.

Recognition of international volunteers to the exclusion of local volunteers

4.10 There was a strong perception that many IYV activities promoted only *international* volunteers, and of them, only UNV volunteers. Interview respondents from VSAs, a local training centre and an organisation affiliated to one of the VSAs challenged UNV to be more active in promoting *local* volunteer work in future. The National Survey on Volunteering in Lao PDR was commended for its role in changing perceptions that volunteers are foreigners, but it was noted that more needs to be done in this regard.

5. Conclusions

5.1 Overall, IYV 2001 in Lao PDR achieved success in raising awareness of, promoting and recognising volunteerism. The National Survey on Volunteering and other promotional activities have helped to change the preconception of volunteerism as something done by foreigners. The Year has helped to increase the recognition and appreciation of Lao PDR nationals who volunteer on almost a daily basis. Government’s commitment to retaining the National Committee must also be celebrated. It lays a solid foundation for continued efforts to recognise, promote and facilitate volunteering, local and international.

5.2 IYV 2001 in Lao PDR has been less successful with regard to the Year’s objectives of networking and facilitation. The increasing recognition and appreciation of volunteerism has not as yet been translated in policy. It is, however, important to note that, as UNV states: ‘We have come so far in only one year. Although a lot remains to be done, we must respect and work within the political context of Lao PDR. UNV cannot set the agenda and pace.’

5.3 The context is indeed challenging, but UNV is best placed to rise to this challenge. It has the comparative advantage of credibility and legitimacy that comes from being connected with the UN, a system for which the government of Lao PDR has a great deal of respect. This is not to say that UNV needs to embark upon a confrontational agenda with government, but rather that UNV needs to define a clear programme objective so that it can work with government to support the growth of volunteerism and a local voluntary sector.

5.4 The four IYV objectives of recognition, promotion, networking and facilitation need to be seen as longer-term objectives that can, and should be, broken down into smaller, achievable short- and medium-term chunks. In the words of one of the local training centres interviewed: 'To instill a spirit of volunteerism takes time, but it is an effort that must be made. In Laos we are starting on the first blank page of a very long novel. To complete the novel, we must proceed chapter by chapter.'

Interviews conducted

Stuart Moran, UNV Programme Officer

Thaba Niedzwiecki, UN volunteer (in addition to supporting the coordination of the Year)

Duangpy Phothisane, UNV IT specialist

Joanna Shaw, UNV Program Officer

Okama Brook, National Volunteering Survey Co-ordinator

Setsuko Yamazaki, UNDP Deputy Resident Representative

Southam Sakonhnhom, Ministry of Foreign Affairs, IYV National Steering Committee

Sombath Somphone, Participatory Development Training Centre (indigenous training organisation working with young Lao PDR volunteers)

Wayne Brook, CUSO Country Director

Khammalounla Lexayavong, Director of Sustainable Agriculture Forum (indigenous organisation affiliated to CUSO)

Boupha Syliboutto, teacher and member of Lao Youth Union

John Stops, Director of Voluntary Service Overseas

Fusae Shimotsu, Japan International Co-operation Agency

Jack Cortenraad, Manager of SUNV (joint programme between UNV and SNV (Netherlands development organisation))

Visits to Navay Village, HinHeup District, Vientiane, and to Na Village, Vietiane municipality, both participants in National Survey on Volunteering

An evaluation of IYV 2001 in Lebanon

1 Introduction

1.1 The evaluation of the International Year of Volunteers 2001 (IYV) in Lebanon is one of seven country case studies carried out by the Institute for Volunteering Research and the Development Resource Centre as part of their global evaluation of IYV for the United Nations (UN). Separate reports have been prepared on the other six countries: Brazil, Canada, Hungary, Lao PDR, Trinidad and Tobago, and Uganda.

1.2 Evaluation was carried out from 18 to 22 March 2002. There were 26 face-to-face, in-depth meetings with respondents from NGOs, a government minister and officials, and UN personnel. There was one visit, to a high school volunteering project.

1.3 All interviews were conducted using a series of semi-structured interview schedules which had been drawn up by the Institute in consultation with UNV and the evaluation steering group for use in each of the seven countries, although these were amended to take account of the specifics of the experience in Lebanon. All the meetings were in Beirut, 11 in the respondents' own settings and the remainder in the UN headquarters. In addition to the interviews, a comprehensive set of written material was supplied, including the subject matter of seminars and workshops, lists of speakers and descriptions of events.

1.4 The meetings were arranged by Kassem-el-Saddik, IYV co-ordinator, and thanks are due to him for a very efficient and smooth-running programme and for his first-class skills as a translator.

1.5 It is necessary to acknowledge some limitations of the evaluation:

- There were no interviews outside Beirut.
- The NGOs interviewed were mainly large and already main players on the volunteer stage.
- There is no way of telling whether there were other opinions that were not heard.
- Language difficulties imposed limits on the ability to clarify statements.

1.6 The report is in four sections:

- A brief introduction, setting out the context for volunteering in Lebanon and the process leading up to the establishment of a National Committee.
- A review of the key successes of the Year in Lebanon, organised under the four (international) aims of the Year: recognition; promotion; facilitation; and networking.
- An examination of the key difficulties and challenges faced during the year.
- An examination of the likely legacy of the year for volunteering in Lebanon.

2. Towards IYV 2001 in Lebanon

2.1 Lebanon, the ancient Phoenicia, is an Arab state in the Middle East. It has a 220-mile coastline to the Mediterranean and is bordered to the south by Israel and to the north and east by Syria.

2.2 Since earliest times, Lebanon has experienced many invasions and waves of conquerors. Romans, Byzantine Christians, Crusaders, Ottoman Turks and French colonialists have all

left their mark. France established the Lebanese Republic in 1926, but complete independence was not achieved until 1946.

The cultural context of volunteering

2.3 Until recently, 'volunteerism' was expressed in terms of self-help and mutual aid, with families, friends and neighbours helping each other in times of need. The Arabic words commonly employed to describe it were *wajeb* – 'it's my duty' – or *taawon* and *hawneh* – 'helping each other'. But that is only part of the story, as some non-governmental organisations (NGOs) have been in existence since the latter part of the nineteenth century, and raising and giving money was a recognised form of charity. Most of these NGOs were founded for specific purposes, such as education for women, medical care, and work with disabled people.

2.4 Involvement as volunteers with these organisations was frequently the preserve of the upper classes, who sought the prestige that went with being trustees – their main roles were as fundraisers and advocates. Some of the organisations were funded by their investment in real estate and commercial enterprises, using the profits to underpin their work. NGOs also looked to the wider world, making links with other Arab states, Europe and the USA. Volunteering as currently defined does not appear to have played much part in the scheme of things.

2.5 Since the 1950s, many organisations – some indigenous, like Al-Mabarrat and Al-Makassad,¹ and some local branches of international bodies, like the Red Cross and YWCA – have been prominent in providing welfare, education and health on a massive scale.

2.6 A recent addition to the voluntary sector has been the Association of Volunteer Services (AVS), which serves as a national volunteer centre but does not have any formal official status for that role. It seeks to encourage and promote volunteering through its website, seminars and events, it publishes a Directory of Affiliated NGOs and it allows free access to its library. In 2002 AVS staged its fourth annual Volunteer Opportunities Fair, building on the success of earlier ones, two of which were under the patronage of the President of the Republic.

2.7 Reports of volunteering were virtually absent from the media, and coverage would only occur incidentally, if some celebrity were involved. Corporate volunteering was equally rare.

The civil war

2.8 To be properly understood, the current position of the voluntary sector needs to be viewed against the background of the civil war that raged in Lebanon between about 1975 and 1990. The war inflicted immense damage on the physical environment, the social structure and the infrastructure, paralysing central government and public administration. During this period, owing to the breakdown of the public sector, NGOs performed many of the functions normally provided by the government: for example, Al Makassad formed a Civil Defence Corps, running an ambulance service, fire trucks and a house-to-house aid programme with three hundred volunteers on hand to help displaced and sick people. To quote the director of one NGO: 'The spirit of volunteering is very deep in our life because

¹ Muslim-based NGOs, providing a wide range of social welfare services

during the war this spirit was very well developed. The spirit of volunteers exists but needs developing as a policy.’

2.9 Since the end of the war in 1990, governments have been faced with a colossal task of reconstruction, a shattered economy, depleted resources, many thousands of displaced persons, widespread unemployment and a widening of the gap between rich and poor. In the circumstances, they have turned to NGOs – who had already built up expertise and social capital – to perform many of the functions that in other countries are more usually undertaken at government or local government level.

Government’s relationship with the voluntary sector

2.10 There has for a long time been a recognition on the part of government that NGOs have an important part to play in Lebanon. The government uses contractual arrangements with the NGOs for the delivery of social, health and educational services and enters into joint projects with them. The main player in this arrangement is the Ministry of Social Affairs (MoSA), once known as the Welfare Department, which has worked with NGOs since the 1960s and within which is a Volunteer Department headed by a senior civil servant, who is known to be committed to the idea of volunteerism.

2.11 In addition to working with NGOs to enable service delivery, MoSA is responsible for six to eight summer camps each year where young volunteers are recruited from various regions to work on community projects.

2.12 The Ministries of Youth and Sport, Education, Environment and Displaced Persons are also involved with the voluntary sector.

2.13 In view of the huge difficulties still facing Lebanon as it recovers from the civil war, there is a movement in favour of using volunteers to help in a myriad ways, from environmental regeneration to work with thousands of orphans and disabled people. Schools and universities are beginning to recognise the potential of volunteering for meeting some of these needs, and there are now schemes for involving high school and university students in placements. Some universities are offering 40 hours of community service as a part of their courses.

2.14 The fact that there are around 4,000 registered NGOs but, as far as is known, very few paid volunteer managers in the whole voluntary sector gives an indication of the position of formal volunteering. This lack of a professional cadre of volunteer managers reflects the lack of vision among NGOs, where each follows its own objectives and programmes, and the absence of communication between them at the operational level.

2.15 Volunteering in its modern form is beginning to be seen by the government, NGOs and the general public as not only essential in meeting social need, but also as a means of reconciling previously opposed groups, creating solidarity and dismantling sectarianism.

The National Committee

2.16 IYV got off to an early start in 1999 with a meeting of NGOs to discuss celebrating the Year. This was followed in October 2000 by UNV and AVS calling a public meeting with the object of disseminating information about IYV, starting the planning for the Year and inviting participants at the meeting to set up a National Committee. Some of the NGOs signed themselves up for the Committee – around 20 people at this stage – and went on to

meet weekly, establishing a structure and making plans. Uncertainty over which department of state should be responsible for the National Committee was resolved by a decree of the Council of Ministers to place it under the patronage of MoSA. The ad hoc committee disbanded after voting for three of its members to join the Committee. Representatives of other ministries, universities, the Lebanese Red Cross and international organisations were also invited to join. The National Committee was formally constituted in April 2001 and declared a permanent committee in 2002

- 2.17 There was widespread participation in the planning process: more than 20 organisations took part at this stage.
- 2.18 The Lebanese Red Cross was one of the organisations that played a big role in the planning of the Year, and it kicked off on 4 December 2000 with an International Day of Volunteers at the UNESCO Palace¹, attended by a number of ministers, other high ranking individuals and 1200 participants.
- 2.19 The IYV Launch Day on 5 December 2000 featured speeches by the United Nations Development Programme (UNDP) representative and the President of the SADR Foundation (both important figures in the volunteering arena). Volunteers in both institutions were awarded certificates, the first time such recognition had been publicly displayed.
- 2.20 There were two further important events before the beginning of 2001: two seminars held at the American University of Beirut. The first was in the faculty of Health Sciences and included presentations on the meaning of volunteerism and public health and a video about volunteerism. The second was entitled 'Health in Ramadan and Volunteer Work in Islam'. Almost all these events attracted media coverage.
- 2.21 While some of the events in the run-up to IYV would probably have been staged anyway, there was a strong presumption that they all benefited from the momentum that was building up.
- 2.22 By general agreement, an important factor in the preparatory process was the energetic approach adopted by the IYV co-ordinator. One of the case study respondents said, 'He knew that volunteering had to be marketed and sold, and he had selling ideas.'

3. The successes of IYV 2001 in Lebanon

- 3.1 It was sometimes difficult for case study respondents to attribute the success of various initiatives to IYV, because some of these were already in train, but they felt that IYV had had an influence on matters such as timing, mode of presentation, slant, scale and the level of confidence they felt.
- 3.2 The list they came up with includes both achievements specific to the individual organisation and more general ones that were felt to be directly attributable to IYV. Main successes were seen as:
- The formation of the National Committee of Volunteering.
 - A programme of over 20 events throughout the year.

¹ National Conference Center in Lebanon

- Formation of networks, including the international dimension provided by the meetings in Geneva and Amsterdam.
- Increased media coverage.
- A beginning of corporate volunteering.
- Identification of the need for volunteer management and for training for volunteers.

3.3 Less tangibly, case study respondents claimed that IYV had helped:

- To create a climate for volunteering.
- To raise public awareness.
- Volunteering to become more 'populist'.
- To shed light on volunteering.
- In focusing on existing NGOs.

Recognition

3.4 Of the many examples of recognition during the Year, the setting up of the National Committee for Volunteers and its subsequent establishment by decree in 2001 was deemed the single most important outcome for IYV. It provided evidence of government recognition of volunteering, formalising its earlier involvement with the voluntary sector. Although there were some reservations about the fact that the National Committee did not include enough grassroots people, generally speaking it was welcomed. As much as anything, it confirmed recognition of the concept of volunteering.

3.5 Born of necessity, government involvement with the voluntary sector had always been strong and, although it was not a consequence of IYV, the establishment of the post of Director of Volunteers within the MoSA demonstrates a growing recognition of volunteering *per se*.

3.6 A debate has started within government – albeit not yet as a high priority – about the possibility of recruits to national service being offered a community as well as a military option.

3.7 The Red Cross reported a substantial increase in the number of volunteers over the year, and the Balamand University found a much higher level of interest among both students and professors than previously. On the corporate volunteering front, the mobile phone company Cellis, starting from scratch, reported that 10 per cent of its 420 employees were now volunteering; a sketch of the process is given below.

An employee volunteering scheme

Cellis, a subsidiary of France Telecom, provides an excellent example of recognition. The idea of employee volunteering had been circulating within the company and was discussed at an internal seminar in 2000. The idea was taken up at senior level and a budget of US\$200,000 was approved, part of which was for a scheme to involve volunteers from the workforce.

One member of staff had responsibility for volunteering added to her job description and a new post of volunteer co-ordinator was created.

Over the year, 40 employees (10 per cent of the workforce) from across the range of jobs had volunteered at least twice a month in their own time.

It was felt that there were benefits to the company, in improving productivity, and to the volunteers, in giving them a sense of self worth. Volunteering is becoming embedded in the culture of the organisation.

3.8 Although each NGO keeps its own figures for recruitment, there is no central database, so it is not possible to measure recognition by an increase in numbers of volunteers overall, but the examples given all point to an increase during the Year.

Facilitation

3.9 The IYV co-ordinator had been vigorous in using the Internet infrastructure from the start of the Year, generating lists of organisations and updating NGOs on progress. AVS launched an online listing of NGOs and their volunteer opportunities, opening up the 'volunteer market' to anyone in Lebanon through the internet.

3.10 IYV facilitated debate on several fronts – for example, about the concept of volunteering, volunteer management, capacity building and youth policy – through seminars and workshops that were conducted to the highest standards and attracted large numbers of participants.

3.11 Volunteer management was put firmly on the agenda and two workshops were organised on the subject.

3.12 The Marathon for Development 2001 organised by the Mouvement Social was the fourth in an annual series that usually focuses on an urgent issue or highlights an important aspect of Lebanese society. In 2001 it focused on motivating people to volunteer and attracted 500 participants.

3.13 Summer Camps organised by the MoSA, bringing together young people from Lebanon and abroad to work on community projects, mainly in rural areas, have been a feature of government involvement in voluntary work since the 1960s. This idea was adopted for the Volunteer Day Camp for Youngsters.

The volunteer day camp for youngsters

The camp, which had US\$10,000 funding from the Italian government, was a project organised by the UNV and UNRSRD (UN Reintegration and Socio-economic Rehabilitation Programme for the Displaced). Implemented by the Lebanese Red Cross, its stated rationale was 'in the context of the IYV, the UNV Programme to seize the opportunity to promote volunteerism with Lebanese society and to mainstream the concept within UN agency programmes and the government's plans. Since volunteering entails sharing and enhances the sense of belonging in a community, the volunteer camp was organised in one of the villages that are witnessing reconciliation between returnees and residents after mass displacement during the Lebanese war.'

There was official representation from the Minister of the Displaced, the UN, National Committee members and the mayors of neighbouring villages.

Describing the camp, one of the case study respondents said, 'It was held against a background of beautiful mountain scenery and there was an atmosphere of reconciliation and peace. Various entertainments included theatre, art, writing exhibitions, singing and dancing. The camp ended with the presentation of IYV T-shirts and caps – no one will forget it'.

Promotion

3.14 There is a degree of overlap between facilitating volunteering and promoting it, so the particular part played by the media and other dissemination processes is highlighted here.

3.15 Journalists from the two largest circulation newspapers, the *Daily Star* and *L'Orient Le Jour*, took a strong and sustained interest in reporting IYV and in some cases acted as a dissemination point where would-be volunteers could ring in for information. After the appearance of one spread, an unprecedented, 60–70 members of the general public did so.

3.16 One of the journalist respondents said that previously her newspaper had not been especially interested in reporting items to do with volunteering because editors did not regard them as newsworthy. That had changed during IYV, when there had been whole-page spreads, complete with photomontage, and many shorter pieces throughout the year, and on one occasion the UN Newsletter was turned into an article. There had been a recognisable shift from reporting events only when some celebrity was involved to showing how volunteering works on an everyday basis.

3.17 In a sense, the image of volunteering has been changed, as journalists have shifted the emphasis towards the volunteers: for example, the article in which twelve volunteers talk about their beneficiaries and the changes in their lives brought about by volunteering. There has been a series of articles on volunteers: for example, about an architect who gives time. There has been a trend towards going deeper and attempting to analyse the phenomenon rather than just reporting it. Exploring the different types of volunteering will be the subject of a forthcoming article.

3.18 Throughout the Year, thousands of leaflets, brochures, posters and fliers, all with the IYV logo, were distributed; and promotional events of all descriptions, ranging from workshops and seminars to the glittering opening and wrap-up ceremonies, were held. An important project initiated by AVS was the creation of a volunteer anthem in Arabic. The

words were written by a famous Lebanese poet, and a renowned singer agreed to sing it.

Volunteering: a social and national issue

The national workshop on ‘Volunteering: a social and national issue’ was perceived as one of the most successful events of IYV, attracting as it did speeches by the UNDP Resident Representative and HE the Minister of Social Affairs and attendance by 180 participants from all sectors of Lebanese society – the public, the media, the voluntary sector and educational institutions.

Outcomes were eleven recommendations covering every part of the volunteering agenda, from defining the precise concept of volunteerism to the precise form of the National Committee’s objectives, which were to: create policies on volunteerism; draft a legal framework with the participation of NGOs and volunteer groups; support the values of volunteerism; establish a government award system for outstanding volunteers; and link volunteer work to local development.

Networking

3.19 Case study respondents from NGOs were agreed that prior to IYV, while there had been some networking – for example, the Lebanese Women’s Council, a broad umbrella group of 120 NGOs – it was not a widespread practice. More generally, what contacts there had been were between the executive board members of NGOs or, in the case of the public sector, for service contracts. The planning phase for IYV brought together NGOs across the spectrum, universities, schools, the private sector, media and youth and sports organisations, many of whom had not previously met each other. In this way IYV opened up the field and provided a gateway to significant co-operation and networking. One respondent said, ‘It allowed NGOs to get out of their narrow settings and to benefit the country overall.’ Planning meetings were frequent, but some NGOs were unable to participate because they could not spare the time or because ‘you can’t always get people outside Beirut to participate . . . too time consuming to get here’.

3.20 Case study respondents noted that meeting people at the operational level had been a new experience, as previously meetings were usually between people at the policy making level: ‘Everyone shared experiences and there was attention from the media.’ It was described as ‘allowing networks of middle co-ordinators to form’.

3.21 IYV opened up co-operation between universities.

3.22 The Lebanese Physically Handicapped Union found that the year had given them a lot more opportunity to engage with other groups to promote volunteerism. It provided more chances to forge relationships.

Opinions of the impact of IYV on networking

‘Opportunities to network improved communication, led to sharing knowledge, gave me an idea about UNV and what we can share, ... close co-operation with UN to share research and knowledge, both international and national network of NGOs – a mix of government and the voluntary sector. ... We need a co-ordinating body to keep the network alive.’

‘IYV for us – I met a lot of new people – it helps, gave me a clear idea about the UN volunteer programme.’

‘A second benefit was the global networking that resulted.’

4. The challenges thrown up by IYV

- 4.1 Clearly, one of the most important criteria by which IYV in Lebanon can be judged is the extent to which the many initiatives started as a result of the Year will be sustained into the future. While some case study respondents pointed out that many potential achievements would take time to become visible, others were confident enough to point, for example, to networks they believed would become a permanent fixture.
- 4.2 In the view of many respondents, membership of the National Committee should be widened to include more than the current three NGO representatives – to avoid, as one of them put it, ‘the National Committee delivering the government’s objectives without due regard for the NGOs.’ Linked to this is the idea that there should be an NGO Forum which would be a focal point for the sharing of expertise and experience, as had been the case during IYV, and which would also act as a counterweight to the government-dominated National Committee.
- 4.3 Establishing a National Volunteer Centre was seen as essential if the pool of volunteers created by the many initiatives in IYV aimed at boosting recruitment is to be maximised. AVS is fulfilling many of these functions, but it lacks the resources and manpower to do more and does not currently have official status.
- 4.4 A National Volunteer Centre needs to go hand in hand with professional volunteer management if volunteers are to be deployed to best effect and if they are to find the experience rewarding. As part of this equation, volunteers would need to be offered training along the lines of that given by Al-Makassad, which employs a paid volunteer co-ordinator, one of whose functions is to work with young volunteers and provide training for them.
- 4.5 IYV had concentrated to some extent on young volunteers, but there was a feeling that older people, particularly those who were retired, would find it difficult to locate volunteering opportunities and that a structure should be set up to help them to do so. This was seen as particularly sensible, as the current economic situation meant that many younger people were too preoccupied with day-to-day survival to find time to volunteer.
- 4.6 Involvement at municipal level was seen as important, as local authorities are in a position to create opportunities for environmental and welfare volunteering in their communities. Communities need to join in the wider move to encourage volunteering in order to tackle

the problems on their doorsteps. There were suggestions that regional bodies should be formed to take this forward.

- 4.7 On a more general level, case study respondents had seen great value in working with UNV. Many had not previously been clear about its purpose, and maintaining and strengthening the newly established links was seen as important in terms of the forum UNV provided for information exchange as well as an international dimension.
- 4.8 Very little research on volunteering at the national level has so far been undertaken. In the words of one respondent: 'There must be a research study of volunteers, what they do, why they do it and the volunteer profile of different organisations... a national debate should be opened around policy, learning, exchange of experience and the rights of volunteers'.

5. Conclusions

- 5.1 It must be reiterated at this stage that the evaluation mainly took place in the context of larger NGOs in Beirut and that there is therefore little information about initiatives in smaller organisations and in other cities and rural areas. Furthermore, it should be borne in mind that much of the testimony has been by enthusiastic individuals who had a lot to celebrate. But the central narrative points to considerable successes, and the fact that several events have continued to be mounted by NGOs in 2002 supports this view.
- 5.2 At the start of IYV, Lebanon could point to a strong presence of NGOs and to a working relationship between them and the government departments that placed contracts on behalf of their clients. What was missing was a real grasp of the meaning of volunteering in the current definition and a readily identifiable infrastructure for volunteering.
- 5.3 On the four IYV dimensions of recognition, facilitation, promotion and networking, Lebanon had a creditable record, but above all, the subject of volunteering was brought into sharp focus in the public mind and provided the arena for high-quality events. The formation of a National Committee for Volunteering, as required for participation in the IYV, was the catalyst that enabled the government to recognise the new definition of volunteering, to give volunteering a higher profile, to devote effort at the policy level and to demonstrate unequivocal commitment.
- 5.4 IYV raised awareness of the role (and potential role) of volunteers and started to tap into reserves of young volunteers, particularly through educational programmes in high schools and universities. Although on a small scale so far, these programmes will serve to plant the seed of volunteerism in the consciousness of young people. At the end of the day, IYV created an environment that has enabled volunteering to move from an elitist image towards a more populist one.
- 5.5 Having seen the benefits of working together in partnership during the Year to stage workshops and events, NGOs expected to go on developing these working relationships to their mutual advantage.
- 5.6 Many challenges were thrown up by the IYV experience, and most people believe that, without the fertile ground it provided for opening up debate and disseminating the concept of volunteering, these issues would not be as high as they are now on the national agenda.

5.7 The appointment of the Director of Volunteers within MoSA – who described his role as ‘pushing policies in favour of volunteers’ – slightly predated IYV, but can be attributed to the momentum that built up during the early period of preparation. This appointment has the potential to shape the future of volunteering decisively.

5.8 Some respondents thought more could have been done. That is an understandable verdict, but viewed overall, the evidence shows that Lebanon can be proud of its performance during IYV and the impact it has had. The legacy of the Year, according to many people, was a significant advance for volunteering, and although challenges ahead were identified, there was undoubted optimism for the future.

Interviews conducted

Civil society organisations/individuals

Dr Kamel Mhanna, President, AMEL Foundation

Mrs Sylvana Lakkis, President, Lebanese Physically Handicapped Union

Mr Amine Daouk, President, Makassad Philanthropic Islamic Association

Ms Karina Nakash, Volunteer Co-ordinator, Makassad Philanthropic Association

Ms Ghada Jouni and Mr Farouk Rizk, Al-Mabarrat Association.

Mr Nabile Rizk, Director, Public Relations, Lebanese Red Cross

Mr Toufic Osseiran, President, Lebanese Family Planning Association

Professor Patricia Nebti, President, Association of Volunteer Services

Ms Ayda Nasrullah, Lebanese Women’s Rights Committee

Mr Milo Ghossein, IAVE, Representative on the National Committee for Volunteering

Academic/research

Professor Antoine Mesara, Lebanese University

Mr Samer Annous, SEED Program Co-ordinator, Balamand University, Tripoli

Dr Omar Traboulsi, Director of Centre for Research on Training and Development

Business

Mrs Renalda Hayek, Director, Human Resources, Cellis FTML

Ms Karine Abu Mrad, Volunteer Co-ordinator, Cellis

Government and officials

HE Dr Asaad Diab, Minister for Social Affairs

Mrs Nemat Kanaan, Director General, Ministry for Social Affairs

Mr Mohamad Kodouh, Head of Volunteer Department, Ministry for Social Affairs

Journalists

Ms Patricia Khodr, *L’Orient de Jour*

Ms Rola Michael, *Al-Nahar*

UN personnel

Mr Kassem el-Saddik, IYV Co-ordinator

Ms Nada Al-Nashif, UNDP DRR

Ms Katrien Meersman, UNV PO

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Meeting with young people at Al-Makassad and attendance at National Committee for Volunteering meeting

An evaluation of IYV 2001 in Trinidad and Tobago

1. Introduction

- 1.1 The evaluation of the International Year of Volunteers 2001 (IYV) in Trinidad and Tobago is one of seven country case studies which have been carried out by the Institute for Volunteering Research and the Development Resource Centre as part of their global evaluation of IYV for the United Nations. Separate reports have been prepared on the other six countries: Brazil, Canada, Hungary, Lao PDR, Lebanon, and Uganda.
- 1.2 The research for this evaluation took place between 25 February and 1 March 2002. During that time 13 face to face interviews were scheduled, but it proved impossible to carry out one interview with a government official in Tobago. This means that the study misses the Tobago perspective; however, involvement in Tobago was through the government district office, and two other government interviewees in Trinidad were able to give views on the Year at a local district level. The interviews were carried out around Trinidad, with a concentration in the capital, Port of Spain.
- 1.3 All interviews were conducted using a series of semi-structured interview schedules which had been drawn up by the Institute in consultation with UNV and the evaluation steering group for use in each of the seven countries, although these were amended to take account of the specifics of the experience of Trinidad and Tobago.
- 1.4 The visit and interviews were organised by Natasha Nunez, UNV at the Caribbean Network for Integrated Rural Development (CNIRD). Many thanks to Natasha for her organisation, and for being the driver for the week. Thanks also to CNIRD for their hospitality, and to everyone who gave up their time to be interviewed.
- 1.5 On occasions, interviews were with more than one person, giving a total of 14 people spoken to. However, because Trinidad and Tobago is relatively small, some of the interviewees had more than one perspective on the Year. For example, a leading NGO person had also participated in the pre-IYV workshop and attended meetings of the National Committee; another was also a volunteer. Therefore, looking at the case study by role, the interviews covered: two government district offices; one senior government official; one government department funding NGOs; three volunteers; three UN representatives; three NGOs; one representative of the private sector; the UNV co-ordinating IYV and the director of the organisation administering the Year.
- 1.6 The report is in four sections.
 - A brief introduction, setting out the context for volunteering in Trinidad and Tobago and the process leading up to the establishment of a National Committee.
 - A review of the key successes of the Year in Trinidad and Tobago, organised under the four (international) aims of the Year: recognition, promotion, facilitation and networking.
 - An examination of the key difficulties and challenges faced during the Year.
 - An examination of the likely legacy of the Year for volunteering in Trinidad and Tobago.

2. Towards IYV 2001 in Trinidad and Tobago

Volunteering in Trinidad and Tobago prior to 2001

- 2.1 Volunteering was well established in Trinidad and Tobago before IYV, and took a variety of forms. Several expressions exist for volunteer work: ‘*gayap*’, ‘*len’ hand*’ and ‘*sou-sou*’. Using the typology devised for the United Nations Expert Group Meeting in New York in December 1999 to differentiate volunteer contributions, it is evident that volunteers add to all aspects of community and civil society in Trinidad and Tobago.
- 2.2 There is a strong element of mutual aid and self-help in volunteering in Trinidad and Tobago. Typically, in a country where government does not have the resources to provide a comprehensive welfare programme, citizens take on much of the responsibility. This is demonstrated perhaps most starkly in village councils, where people come together to decide what is needed within their communities, and act upon it. Typically, a community might make petitions to the utilities for the provision of water and electricity supplies. The village councils, with some technical support, arrange to survey and quantify their needs. Utility providers supply the materials, but installation is done by people in the community. The role of government in this is to support village councils by assisting them to come together and function effectively as a group. It is a subject for debate whether this form of volunteering should be seen as mutual aid and self-help, or whether it should be seen as participation in the governing process, but it is clear that volunteering is important and active in urban and rural Trinidad and Tobago.
- 2.3 There is also a tradition of formalised philanthropy and service delivery in Trinidad and Tobago, with a large number of non-governmental organisations (NGOs) and non-profit organisations delivering services to the community and involving volunteers in their work. There are organisations for disabled people that involve volunteers, and international organisations such as the Girl Guide and Scouting movement. Trinidad and Tobago also has volunteers whose role is advocacy and campaigning. Particularly evident here is the work of the women’s movement, which has its own network: the Network of NGOs of Trinidad and Tobago for the Advancement of Women. The former are examples of largely urban based volunteer involving organisations, while the latter is an urban based organisation that extends its network, urban and rural, across the two islands and beyond.
- 2.4 Statistics do not exist for the number of volunteers in Trinidad. There is a sense that many people volunteer: ‘I have always volunteered – most Trinidadians do. I can’t put my hand in my pocket, but I can give time,’ said one respondent. But at the same time there is a feeling that the willingness of people on the two islands to get involved is in decline. As part of the regional workshop in preparation for IYV in the Caribbean, the then Director of the CNIRD gave several reasons for an apparently significant decline in volunteerism in the 1970s and 1980s. These included:
- Citizens are unable to volunteer with the commitment needed to make up shortfalls in government’s ability to provide services.
 - An ageing cohort of volunteers are struggling to fill all the volunteer roles needed.
 - Volunteering is hampered by a lack of good information on volunteer opportunities and no way of passing on good practice or the lessons learned in placing volunteers.
 - When organisational goals are not met in a social structure that does not support volunteering, volunteers become frustrated.

- There is sometimes tension and rivalry between volunteers on the same project – and between NGOs and government departments, where government sees NGOs usurping its role.
- The market economy focuses on material gain, and potential volunteers are often too busy focusing on paid employment.
- There is a developing culture of individualism that is eroding instinctive self-help.

2.5 Four groups that provide services to communities in Trinidad added to this by pointing out that volunteers are not easily found and their commitment is not sustained. Despite acknowledging that volunteers were still being recruited, via word of mouth and advertisements in the media, they presented a list of problems that included: lack of recognition and commitment *to* volunteers; lack of interest from the media; scarce finances; inability to provide incentives, such as training, to volunteers; and a lack of good management practices.

2.6 All of which made the advent of IYV an exciting moment for Trinidad and Tobago and the rest of the Caribbean, highlighting, as it did, exactly the issues that those interesting in volunteering in Trinidad and Tobago had identified.

Preparing for the Year

2.7 It was therefore with a great deal of enthusiasm that the CNIRD attended a regional workshop in preparation for the year in Paramaribo, Suriname, in August 1999. The workshop included delegates from Antigua and St Vincent, Barbados, Curaçao, Guyana, Jamaica, Suriname and Trinidad and sought to review volunteering in the Caribbean region and identify a clear set of achievable goals for the Year. Caribbean Network for Integrated Rural Development presented a picture of volunteering in Trinidad at that time.

2.8 Through a set of presentations and workshops, the meeting recognised that there was a need for high-quality research to improve understanding of the context in which volunteers must work and the resulting challenges they must face. The meeting also declared itself convinced that the need for volunteer effort is greater than ever, and highlighted environmental degradation, poverty, drug abuse, HIV/AIDS, the need for civil society and partnerships with government and private capital as areas in which volunteering could have a major impact. Stress was also placed on the need to ensure that young people were provided with the opportunity to participate.

2.9 The workshop recommended that National Committees be set up and that a Regional Steering Committee also be formed to steer and build consensus through the region. CNIRD agreed to be the regional secretariat, and to co-ordinate the National Committee in Trinidad and Tobago.

2.10 A detailed plan resulted from the three days of deliberations, which included a recommendation that the Year be used to start a national and regional clearing house and database on volunteers. Mechanisms for performance and impact appraisal were also called for, to ensure that the contribution made by volunteers is of the highest standard. The facilitation of community participation was also targeted as a priority through programmes to provide skilled facilitators.

2.11 The workshop delegates thought that the Year would leave a legacy if volunteerism could be placed on governmental agendas. Specifically, this would entail reviews of

legislation, including taxation, social security, education and medical benefits, to ensure that barriers to being a volunteer are removed. As well as promoting volunteerism to government, other sectors – private enterprise, trade unions and NGOs – needed to be made aware of the part played by volunteerism in national development. Additional aims highlighted were: outreach programmes with schools and youth organisations to educate about volunteerism; the briefing of the media on plans for the Year; and encouraging business to see volunteerism as part of social marketing. The workshop also highlighted the need to institute a scheme of rewards and incentives to encourage volunteers and acknowledge their efforts.

2.12 It was an ambitious programme for a group of representatives who knew that much depended on finding the resources to put the plan into action. The workshop advocated a small working group to develop strategies to mobilise resources; an ad hoc group had met during the three days and discussed the role of UNV in the lead-up to the Year. This group drew the whole meeting's attention to United Nations Resolution C2/L.21, and in particular to Section 3, which encouraged UNV to work in collaboration and partnership to prepare for the Year. Part of the statement of this ad hoc group was: 'In view of comments expressed, we strongly recommend that UNV continue to be part of the implementation process in the Caribbean region, both in terms of being a catalyst and a resource for the proposed national and regional committees.'

2.13 It was out of this that the fundraising committee was proposed and the suggestion was made that it be located and led from Trinidad, principally because of the number of regional NGOs located there.

Preparations in Trinidad and Tobago

2.14 The availability of resources had a big impact on how the Year was to be run in Trinidad and Tobago, and indeed on how other Caribbean countries were to be involved. The Suriname workshop emphasised how important securing resources would be, and when this proved to be difficult, the work outlined in the Suriname report had to be considerably scaled down. The same fate befell the regional committee – without resources and a clear mechanism to facilitate it, meetings never happened. With the demise of this group, any moves to look for funding also stopped.

2.15 Nevertheless, CNIRD continued to pursue IYV within Trinidad and Tobago, and a meeting was called for June 2000 to form a National Committee. Those invited were largely national NGOs, although the Ministry of Community Development of the Trinidad and Tobago government was also represented, as was UNDP.

2.16 This group drew up plans for Trinidad and Tobago, but was all the time conscious that there were no resources to work with. The idea was to concentrate on promotion and recognition, mainly through a volunteer award and work with schools involving a competition to get schoolchildren to write an essay about volunteerism. Also, the committee wanted to highlight the work of volunteers by achieving media coverage through the Year. An important goal for the Year was to work towards securing support and funding for a National Volunteer Bureau, in recognition of the fact that there is virtually no volunteer infrastructure in Trinidad and Tobago; volunteers often find their volunteering opportunities by chance, and organisations are isolated when it comes to sharing methods of recruiting and retaining volunteers. Through pursuing these initiatives equal weight was given to urban and rural volunteering. Similarly there was little

distinction made in the planning of these events between formal and informal volunteering. However it should be recognised that nominations for volunteer awards would be more likely to be for somebody recognisably volunteering through an organisation.

2.17 By November 2000, however, the National Committee had held its last meeting, as the struggle to find resources to fund events had proved too difficult; some committee members also began to question the ability of the committee to function effectively and withdrew.

2.18 This represents something of a missed opportunity; some of those who saw little point in working within a National Committee were very experienced in the voluntary sector and had extensive networks. Some went on to be involved in a more ad hoc fashion, but it is hard not to conclude that this meant that their impact was diminished. CNIRD tried to keep the committee going by inviting people to become involved. It was becoming clear that, without a volunteering infrastructure and without the resources to keep organisations involved, mobilising the Year would need input from a major stakeholder such as the government. However, approaching government was made difficult by the lack of a department that focused on developing and supporting volunteering. A senior government official acknowledged that the voluntary sector as a whole is very important to the state and the government policy is to foster and encourage the sector, adding: 'With respect to volunteerism, I see that as a little different from groups who deliver. I am not sure we have a sustained programme to encourage and sustain in a formal way.'

2.19 The view of this official was that, because the Year was being initiated by an NGO, the government took a 'hands-off' approach. For the government to be involved, they would have had to be formally approached by CNIRD with a proposal that they could have become involved with. From November 2000 CNIRD picked up the reduced programme and implemented several aspects. While it must be concluded that the existence of a functional National Committee containing a range of stakeholders could have made a difference as it did in many other countries, the work of the Year in Trinidad and Tobago built some solid foundations for the future.

3. Key successes of the Year

Recognition

3.1 The work plan in Trinidad and Tobago stressed the importance of recognition as an aim of the Year. There was a general feeling that volunteers were taken for granted and had very little public praise or recognition for what they did. To rectify this, programmes of awards were initiated. One was a National Award, where 200 NGOs were invited to nominate volunteers. Another was a scheme run with the district offices of the Trinidad and Tobago government to recognise the immense amount of work that takes place in communities.

3.2 While the awards did not attract as many nominations as might have been expected, 21 people were honoured at an event in December 2001, at which the guests included representatives of the Costa Rican and Argentinian Consulates, representation from the British High Commission and a former First Lady.

3.3 At the same time, the United Nations Information Centre for the Caribbean (UNIC) took on board the ideas of IYV and worked with the Guardian newspaper to run a Volunteer of

the Year award to coincide with International Women's Day. This brought in about 15 nominations, and was thought to be good at bringing recognition to volunteers, especially as the eventual winner was a volunteer of many years standing – and somebody who may have been thought unlikely to be rewarded, as her advocacy volunteering was often outspoken.

3.4 While UNIC felt it was helping to recognise volunteers, and had drawn together a cross-sectoral judging panel, it concluded that, besides the *Guardian*, the press still 'needed educating'. Indeed, press and media coverage was disappointing overall.

3.5 It should also be noted that, as the award coincided with the International Women's Day Women of the Year award, all nominations had to be women. Although in interviews many people said that women were the mainstay of volunteering in Trinidad and Tobago, another had nominated a man 'to make a point'.

3.6 After initial enthusiasm, recognition by government officials stalled. On 5 December 2000 an official launch was held on Brian Lara Promenade in Port of Spain, at which the Minister of Social Development gave the key address. The President of Trinidad and Tobago also agreed to act as patron for the Year. Although government recognition continued at the local level with the district awards, at central government level the onset of elections during 2001 distracted many in government – and also in the media – from highlighting volunteering during the Year.

Volunteer awards in communities in Trinidad and Tobago

The Ministry of Community Development's district officers support communities to come together to improve their villages. Village councils, for example, do a tremendous amount of work in lobbying for lighting and water, getting estimates for work and surveying what is needed. One officer estimated that 50 per cent of the services in his district are provided through volunteer effort.

The district officers 'heard about IYV and we were very happy.' They liked the idea of an award because it 'recognised volunteers and communities no one recognised before.'

There were several tangible outcomes: in one district, the news of an award boosted attendance at meetings by about half and there was a noticeable increase in young people attending. The officer noted that people were still asking about IYV, and about whether there would be more meetings and more awards.

In another district, the officer said that the IYV idea was something he was going to work on in the future. In his district, the make-up of village councils tended to vary according to changes in the ruling party in central government; there tended to be a feeling of 'it's our turn now'. But rewarding people as volunteers who had continued to be involved irrespective of politics was a good thing, and had led him to try to instil a feeling of 'servant leadership' in the community, in which the idea of the 'volunteer' and recognition are extremely important.

A reported by-product of the awards was that it re-energised and renewed the spirits of the officers, who saw this as their chance to recognise the people who were working so hard.

3.7 A further scheme to recognise volunteering was a competition in which schoolchildren were invited to write an essay about some aspect of volunteerism. Entries were received from Trinidad and Tobago, St Kitts and Guyana. A computer was donated by the Telecommunications Services of Trinidad and Tobago (TSTT) to the winning school.

Facilitation

3.8 Word of mouth is the usual method of recruitment for volunteers in Trinidad and Tobago, with some organisations also using advertising in the media. Although these are tried and tested methods, the concern expressed by organisations that people are less willing to volunteer than they used to be suggests that other, fresher perspectives would be useful. But other recruitment strategies are made difficult by the lack of a volunteering infrastructure to help organisations to recruit, or support, volunteers.

3.9 In recognition of this gap, one of the key aims of the Year was to put forward plans for a National Volunteer Bureau for Trinidad and Tobago. The aims of the prospective bureau were: actively to seek the registration of potential volunteers and voluntary organisations; to promote volunteerism in Trinidad and Tobago and the Caribbean region; and to facilitate the training of volunteers, leaders of voluntary organisations and volunteer managers.

3.10 To set up the bureau, a bid for TT\$148,350 (US\$24,363) was prepared and presented to the Trinidad and Tobago Government. During the interviews, the lack of a central resource to act as a focal point for volunteering was frequently mentioned, and most interviewees saw the establishment of a bureau as an extremely worthwhile legacy from the Year. As such, a bureau was also a strategy to address networking between stakeholders.

3.11 The establishment of a bureau was planned to take place during the Year. The application was not, however, processed during the Year, due partly to the calling of elections. Without a bureau as a focal point, it is not easy to see how the Year had an impact on facilitation. To a degree, work to raise the profile of volunteering helped; the awards that encouraged more people to come to village committee meetings have already been mentioned. There was less evidence from speaking to volunteer-involving organisations that they felt having an International Year had made volunteering easier for people.

3.12 One organisation on Trinidad and Tobago has a recruitment and placement database and could see how important such infrastructure was. Although it could not point to IYV drawing in more volunteers, it recognised one of the key outcomes of the Year as the bid for the bureau, saying, 'When we heard [about the Year] we were yippee, because we are involved with volunteers and volunteering and we believe it is very important, and we don't pay enough attention. We all do it, but it is not in a structured way and we need to pull it together. Looking at the bureau, we are in full support.'

Networking

3.13 The key aspect of networking in Trinidad and Tobago was a monthly newsletter sent to all NGOs on the two islands, informing them of what was happening as part of the Year. There was evidence that some organisations had run their own events under the IYV banner, and these were listed in the newsletter. What was evident during the interviews for this case study was that there was no way in which organisations could be easily brought

together, again the absence of stakeholders on a National Committee hampered this. The paradox was, however, that all those interviewed acknowledged in some form that a central piece of volunteering infrastructure was vital if different stakeholders were to be able to network effectively.

3.14 Interviews with different stakeholders showed how they were willing to get involved with the Year, and were tentative about getting involved further in volunteering. An interview with a private company that gave sponsorship to an IYV event showed that it was satisfied that it had achieved an impact within the community through providing money to support the event. But the company was also interested in getting to know more about employee volunteering.

3.15 This underlines once more the importance of the Year working to put in place plans for a National Bureau. Such an organisation can work to involve companies by providing the information needed to show why they should get involved, and by acting as the link between companies and the community.

3.16 One successful example of networking actually occurred outside Trinidad and Tobago, when UNV Year co-ordinator Natasha Nunez attended the International Young Professionals Summit 2001 in Australia and won a prize for her paper on creating a volunteer bureau in Trinidad and Tobago and how this would impact on social capital.

The Young Leaders Project

Each year the Royal Bank of Trinidad and Tobago runs a Young Leaders project. During 2001 it was decided that this would include volunteerism as its theme. One significant result was that a Young Leaders Group at St Joseph Convent, Port of Spain, chose to be involved in environmental projects linking Trinidad and Tobago with Haiti, St Lucia, Grenada and St Vincent. Their experiences led them to think about how they could inspire and educate others to become a volunteer. As part of the project they created a booklet with ten steps on *How to become a Caribbean volunteer*.

Promotion

3.17 Promotion is closely connected with recognition. Prior to IYV, volunteering in Trinidad and Tobago was not recognised because it had no profile and was not visible. The promotional work in Trinidad and Tobago tried to address this: for example, CNIRD's launch event and organisation of the awards ceremony was the first time a national event had been held that had had volunteers and volunteering as its focus.

3.18 The involvement of the *Guardian* newspaper in the Volunteer of the Year Award gave some promotion to the Year. However, in general the response of the media was disappointing. Most of the interviewees felt that outside the NGOs there was a lack of understanding of volunteerism, and that the Year had done little to educate the media. This was despite CNIRD working with an advertising agency to get the message across to the media. The promotional work was successful in as much as before IYV there had been very little in the media about volunteering. But the Year was not more successful in part at least because in election year priorities were elsewhere.

3.19 Other stakeholders who would have been on the National Committee had ideas; as one interviewee noted, the government has a television information channel and could have had a feature on volunteering on it.

4. Key challenges

4.1 In Trinidad and Tobago a lack of resources, contributing to the demise of the National Committee, was a disappointment. CNIRD as the organisation that offered to co-ordinate the Year received money from UNV to pay the living costs of the UNV and for a computer. In effect, CNIRD was subsidising anything over and above that. The impacts that the Year did achieve should therefore be seen in this context, for despite achieving a great deal an effective National Committee could have addressed some areas of difficulty, notably involving the media and private sector further in the Year.

4.2 The key difficulty noted by the UNV co-ordinator was communicating effectively with all the stakeholders at the same time. The monthly newsletter was seen as successful and other organisations used it to highlight their own events. Natasha Nunez, as UNV Year co-ordinator, also gave many talks and presentations to schools, but there was a limit to how much one person could do. Without a National Committee to provide face-to-face meetings between stakeholders, there was a loss of ownership and impetus. There may also have been a problem of legitimacy, for without a committee requests for stakeholders to get involved would be seeming to come only from CNIRD.

4.3 Despite the fact that the volunteer awards provided recognition for volunteers and attracted some media coverage, it was felt that the Year mostly involved people to whom volunteering was already important; it did not motivate the private sector to become involved, nor did it engage the interest of the media. Where the private sector was involved through sponsorship, there was evidence that this interest could be built upon, but again the resources were not available to encourage this further during the Year.

4.4 Government's lack of engagement with the Year was particularly disappointing. At the local level, government was involved through the awards, but despite acknowledging how much work volunteers do, it took no steps to recognise it formally or even to indicate a department that would have ownership of volunteering. There was an indication that government would have become more involved if it could have responded to a specific proposal, but it is difficult to see what more CNIRD could have done to persuade government into action. Much of the coolness of government may be explained by the keenly contested election of 2001 and the political impasse that the result produced. There is a central paradox here, in that government is in receipt of a relatively inexpensive proposal to set up a National Bureau, but is very slow in considering the application; but a Bureau is just what is needed to lobby government effectively to recognise the importance of volunteerism to national development.

4.5 Originally the Year was to be used to progress some research on volunteering. CNIRD, as co-ordinators of the Year, held a meeting with the government department that collects official statistics. However, in the absence of a greater steer from government and other stakeholders, the department did not take the matter forward.

4.6 There is a strong regional element to the Caribbean, with organisations existing to share practice. This was to be an element of IYV, but failed to materialise. Other Caribbean countries did use IYV to take important steps: for example, a draft law on volunteering in

Jamaica. A sustained regional voice could have benefited each of the Caribbean countries as they lobbied their own governments.

5. The future: realising the legacy of IYV

- 5.1 Trinidad and Tobago provides a good example of what can be done with no resources in a country where no volunteering infrastructure exists. Volunteering is widespread on Trinidad and Tobago and there is a large presence of NGOs. IYV provided a focus around which a lot of stakeholders could gather to appreciate the state of volunteering.
- 5.2 Those with an interest in volunteering saw that the Year was an ideal time to highlight the importance of volunteering and to put over some key messages. One was that volunteers must be recognised, the other was that if more people were to be persuaded to be involved, there must be some institutional development to support volunteerism.
- 5.3 The geographical nature of Trinidad and Tobago meant that there was little distinction made between urban and rural volunteering. In fact evaluation of the Year shows that there was a large impact in rural areas especially through the volunteer awards.
- 5.4 Clearly, the impact of the Year was mixed, with disappointing uptakes from outside the voluntary sector. But the enthusiasm with which the awards were greeted, and a heightened awareness of volunteering issues and the need to support volunteering, at least among NGOs, showed that IYV 2001 had enabled the development of volunteering.
- 5.5 However, a major concern was that this interest would ebb away without the concept of an International Year to sustain it. Therefore the key elements of the Year were that it enabled an application to be made for a Volunteer Bureau to take up this challenge and that the need to have some infrastructure was acknowledged cross-sectorally. Since the end of the Year, the Bureau idea has been maintained, and it is with this that the continued work of IYV in Trinidad and Tobago rests.

Interviews conducted

Civil Society Organisations/Individuals

Hazell Brown Network of NGOs of Trinidad and Tobago for the Advancement of Women

Nicole Hendrickson – Youth Delta

Velma Jardine – The Stenotype College

Kumar Singh - President of the Chandernagore Village Council

Zakiya Uzoma-Wadada – Director of Programmes Caribbean Network for Integrated Rural Development (CNIRD)

Business

Graeme Suite – External Officer, Corporate Community Department, Telecommunications Services of Trinidad and Tobago (TSTT)

Government Officials

Mrs Farray – Administrative Officer IV, Ministry of Community Development

Phillip Ramdass – Co-ordinator/manager of the Ministry of Community Development District Office, Caroni District

Nerle Roberston – Project Evaluation Officer, Community Development Fund Secretariat, Trinidad and Tobago government

Carol de Verteuil – Outreach Officer, Ministry of Community Development, St. Andrew/St. David District Office

UN Personnel

Leanne Harrison – UN Volunteer UNDP, co-ordinator of the GEF/SGP Programme, United Nations Development Programme

Natasha Nunez – IYV Co-ordinator – National UN Volunteer

Elizabeth Solomon - Information Officer (past) United Nations Information Centre for the Caribbean (UNIC)

Vashti Maharaj - Information Officer (present) United Nations Information Centre for the Caribbean (UNIC)

An evaluation of IYV 2001 in Uganda

1. Introduction

1.1 The evaluation of the International Year of Volunteers 2001 (IYV) in Uganda is one of seven country case studies carried out by the Institute for Volunteering Research and the Development Resource Centre as part of their global evaluation of IYV for the United Nations (UN). Separate reports have been prepared on the other six countries: Brazil, Canada, Hungary, Lao PDR, Lebanon, and Trinidad and Tobago.

1.2 The study visit was supported by Uganda UNV, which provided a local consultant and the National UNV Specialist to participate in the review. Their vigorous and positive input added considerable value to this study.

1.3 The Uganda case study comprised face-to-face interviews with 15 individuals representing government, churches, international organisations and local community organisations.

1.4 All interviews were conducted using a series of semi-structured interview schedules which had been drawn up by the Institute in consultation with UNV and the evaluation steering group for use in each of the seven countries, although these were amended to take account of the specifics of the Ugandan experience.

1.5 Owing to time constraints, no media sources were interviewed, but the above respondents gave precise indications of the role of the media in the coverage of activities during the Year.

1.6 Four field visits were undertaken to initiatives in Uganda, including a private sector project, an orphanage and government development programmes. Focus group interviews were held with the UNDP Deputy Resident Representative and the Minister of State (General Duties) in the Ministry of Finance, Planning and Economic Development.

1.7 The report is in four sections:

- A brief introduction, setting out the context for volunteering in Uganda and the process leading up to the establishment of a National Committee.
- A review of the key successes of the Year in Uganda, organised under the four (international) aims of the Year: recognition, promotion, facilitation and networking.
- An examination of the key difficulties and challenges faced during the Year.
- An examination of the likely legacy of the Year for volunteering in Uganda.

2. Towards IYV 2001 in Uganda

Volunteering prior to 2001

2.1 Volunteerism has been embedded in traditional African societies since time immemorial. It is traditionally a communal activity, rooted in the tribal past before the advent of imperialism. In Uganda it took many forms and was part of daily life; the terms used to describe it included *munno mukabi* (a friend in need) and *bulungi bwansi* (for our own good).

- 2.2 Volunteerism has been passed on from generation to generation as an appropriate activity for responsible members of the community. Unlike in other countries, where volunteerism has been initiated and to a great extent enforced by ruling parties, people in Uganda have always felt the need to work together voluntarily.
- 2.3 School students, Girl Guides, Boy Scouts and members of Boy's Brigades would carry out voluntary activities, such as building work for elderly people, whilst the wider society also valued volunteerism. In addition, there were community organisations that undertook such compassionate tasks as burials. The tradition of volunteering in Uganda was the basis of these organisations.
- 2.4 More formalised volunteerism can be traced back to the cultural institutions of the kingdoms. In the Buganda kingdom there was the *bulungi bwansi*, a communal volunteer initiative, and other ethnic communities around Uganda had similar initiatives, such as the *ber lobo* in Lango. These initiatives brought together different communities to deliver services on a voluntary basis. Voluntary work at all levels was instrumental in the creation of infrastructure, such as roads, bridges, schools and hospitals, as well as in ensuring food security.
- 2.5 The system of *bulungi bwansi* died with the abolition of the kingdoms in 1967 and there was subsequently some dwindling of the spirit of volunteerism. Fortunately, it survived in the Church and in international organisations such as the Uganda Red Cross and Rotary International. The Red Cross was set up in Uganda in 1939 and is presently the largest indigenous voluntary organisation.
- 2.6 The revolution that brought the present regime to power affected the status of volunteerism in Uganda. The new government advocated building an independent, integrated and self-sustaining economy. This in turn led to a crusade against certain age-old cultural practices as *bulungi bwansi*, which was believed to hold back the growth of the Ugandan economy.
- 2.7 The capitalist system and recent modernisation have valued individualism above communalism, whilst commercialisation and urbanisation have hastened the deterioration of collective social responsibility.
- 2.8 However, recognising the importance to Uganda of traditional institutions, the present government has revived the Buganda monarchy and with it the *bulungi bwansi* system. The revived kingdom has considerable popular support and is conducted on a largely voluntary basis. Except for the Prime Minister and the Permanent Secretary, the members of the Buganda cabinet are not paid for their services. The Buganda Parliament consists of 130 MPs, all of them heads of clans and all unpaid. The Ministers nevertheless work with total commitment to mobilise the people for developmental tasks. The cultural institutions are furthermore using volunteerism to address key issues in today's society.
- 2.9 The HIV/AIDS pandemic has reinforced the importance of volunteerism and now even the government has stepped in to provide logistical support for voluntary efforts. The increasing number of AIDS orphans need to be placed into foster care, and it is significant that most carers do this on a voluntary basis.

2.10 Other examples of communal action in Uganda include *soroti*, where women's groups pool their resources in order to improve their livelihoods, and where people come together voluntarily to form business ventures. Some of these groups have developed into micro-finance schemes and others have grown into village banks.

2.11 There is a greater need for communal effort than ever before, in order to combat the negative effects of environmental degradation, HIV/AIDS, poverty and structural adjustment programmes. It is within the context of a newly revived and flourishing volunteerism that the preparations and execution of IYV 2001 in Uganda will be examined.

The road to IYV 2001 in Uganda

2.12 The Ugandan government embraced the principles of IYV 2001 and appointed a programme officer from the Ministry of Finance, Planning and Economic Development (MFPED). The IYV Secretariat was housed in the ministry, and received a mandate to coordinate the implementation of IYV activities between the respective line ministries, NGOs and other stakeholders. Another function of the Secretariat was to monitor the efficiency and effectiveness of IYV activities, which included field visits. The Secretariat reported to the IYV National Committee, which had members from all sectors of Ugandan society.

2.13 The global objective of promoting a favourable environment for volunteering in all sectors of society was integrated with Uganda's economic development policy framework. The National Committee's objectives for the Year were as follows:

- To build a national consensus on the necessity for increased voluntary effort to tackle the country's problems.
- To increase support for volunteering at both national and local level, especially among policy makers, planners and religious and cultural leaders.
- To raise funds for volunteer projects, campaigns, advocacy and events that will improve the welfare of the people of Uganda.
- To promote volunteer work and service through the participation of civil society.
- To raise awareness among the population of the need for voluntary service, and for creating self-reliance at grass-roots levels.

2.14 In August 2000 the Minister of State for Finance, Planning and Economic Development inaugurated the IYV 2001 National Committee. In October 2000 an IYV 2001 strategic planning workshop developed a national plan of action and set up four working sub-committees:

- Planning
- Resource mobilisation
- Mass mobilisation
- Publicity.

2.15 The Ugandan UNV funded some of the activities of the IYV programme in Uganda from its project funds, and these were supplemented by other fundraising activities. Co-operation and advice were the other crucial contributions made by UNV, which worked hand in hand with the National Committee to develop the national plan of action.

2.16 IYV 2001 was launched in Uganda on 5 December 2000 by the Minister of Gender, Labour and Social Development on behalf of the First Lady, patron of the IYV 2001 National Committee. The launch took place in ten rural districts of the country where UNDP has centres engaged in poverty alleviation programmes.

2.17 The launch, entitled 'Rekindling the spirit of volunteerism' was based on three themes crucial to Uganda's development – tree planting, functional adult literacy and the improvement of water and sanitation – and the activities to mark the Year were organised around these themes.

3. Key successes of the year

3.1 The substantial successes of IYV 2001 in Uganda were achieved by promoting the Year countrywide by means of outstanding events and activities that secured the participation of high-profile figures. The Year was triumphant in reviving the spirit of volunteerism that had once been an integral part of daily life and collective work in Uganda. One of its greatest achievements was to introduce young people to volunteerism whilst at the same time reawakening the spirit of volunteering in older people.

Networking

3.2 IYV 2001 in Uganda scored major successes in networking. Even before the launch of the Year, a national consultative workshop was held, enabling a wide range of participants from all sectors of Ugandan, as well as international, society to exchange valuable information about their experiences of volunteering in national development.

3.3 Networking was especially important during the high-profile national launch held at various sites across the country. These events brought together the whole spectrum of stakeholders, including local and international organisations, community leaders, members of the public, national and local government officials, municipal and administration officials, religious leaders, the private sector and the media.

3.4 Most significantly, these networking opportunities extended into the rural areas of Uganda, where most local organisations have representatives working. This further strengthened relationships between the voluntary sector and the people of Uganda.

3.5 The Year restored ties between organisations that had traditionally worked together but had recently drifted apart: for example, the Boy Scouts realised that the Girl Guides were their partners and not their rivals. This reconciliation also brought the two organisations closer to the mainstream society in which they work.

3.6 Most of the events and activities were planned and hosted by more than one organisation, and it is significant that these partnerships often included not just local organisations but also international bodies. Two significant examples of these partnerships were the tree planting projects in the Namanve Forest Reserve and in Kampala.

3.7 The tree planting in Namanve Forest Reserve brought together the UNDP/UNV, which funded the programme, and the Uganda Girl Guides, who spearheaded the event. The Kampala tree planting brought together more than 60 bishops from Christian churches in Uganda. The objective was to create partnerships with religious leaders to advance the aims of IYV 2001. The Archbishop of the Church of Uganda, the Cardinal of the Ugandan

Catholic Church and the Orthodox Church led this activity. More than a thousand trees were planted and the result is now known as the Joint Christian Council Forest.

- 3.8 The Secretariat of the National Committee was very active in organising activities during the Year, in alliance with the appropriate national and international organisations. Every sector was represented in the membership and executive of the Secretariat, and the various government departments had a strong presence. As already noted, the First Lady of Uganda was patron of the National Committee.
- 3.9 In addition to the relationships formed between the voluntary sector and national government, IYV 2001 in Uganda saw a great deal of networking with local councils and municipal and administrative authorities. This provided an opportunity for building relationships between organisations, local government departments and their communities.
- 3.10 Representatives of government departments (such as the Forestry Administration and the Ministry of Labour and Social Development), of city councils and of district administrations and authorities were present during the tree planting and environmental sanitation events.
- 3.11 Alliances were formed between local government officials and local organisations such as the Uganda Family Support Organisation, the Uganda Joint Christian Council and the Girl Guides. The presence of local government officials provided an opportunity for members of the community to initiate new relationships that could give them a stronger voice on issues connected with municipal structures and functions.
- 3.12 In July 2001, Uganda Volunteers for Peace (UVP) organised a workshop on the promotion of peace and reconciliation in the twenty-first century. During this event the UNV presented a paper on IYV 2001, with specific focus on the ways in which volunteerism can be promoted. Participants from Kenya, Tanzania, Rwanda, Zimbabwe, Togo, Germany and Austria attended the workshop and provided a vital opportunity to discuss volunteerism on a regional and international platform.

Facilitation

- 3.13 The government of Uganda realises that volunteerism, if successfully promoted and facilitated, can make substantial socio-economic and even political contributions to society. For this reason it supported IYV 2001.
- 3.14 The Ugandan government's commitment to the Year is illustrated by the fact that it housed the National Committee and that a number of government departments were actively involved in IYV 2001 events. These included the Ministry of Finance, Planning and Economic Development, the Department of Forestry and the Ministry of Gender, Labour and Social Development.
- 3.15 Government also showed its commitment by facilitating a massive media campaign to promote the Year. The Department of Information and the President's Office, in collaboration with the Secretariat, produced a video documentary on volunteerism in Uganda to raise public awareness of the issue. The video was shown on Ugandan television, and is also available to organisations and the public. This documentary

provided an opportunity to recognise the efforts of individuals and organisations involved in volunteering.

- 3.16 High-profile government officials were present at most of the events during the Year. The tree-planting activity in the Namanve Forest Reserve was presided over by a member of parliament who is also the vice president of Global International, an initiative that advocates environmental protection.
- 3.17 Although the Ugandan government could not commit a large amount of funding to IYV 2001, there were in-kind donations, such as seeds from the Department of Forestry. This sincere and strong political will trickled down to local government level, where local/district government departments donated land for the planting of trees.

Recognition

- 3.18 The Ugandan government's recognition of the kingdoms, the cultural institutions through which volunteerism operated before 2001, set the stage for the success of IYV 2001, and facilitated institutional recognition of volunteering. The Year was important for government's efforts to foster support for voluntary services amongst the different sections of the population.
- 3.19 According to the government, there is a widespread misconception in Uganda that volunteer effort brings no advantages to the individual, as it does not yield direct monetary benefits. Admittedly, it is not easy for people to do volunteer work amidst modern-day economic pressures. IYV 2001 provided government with an opportunity to advocate for increased levels of volunteering, and was instrumental in reviving the spirit of volunteerism and in recognising the value of the work done by volunteers.
- 3.20 The Uganda Joint Christian Council worked on redefining the concept of volunteerism and quantifying the contribution it makes to the economy; the Council called for mention to be made of volunteers in the national budget. The Year initiated the recognition of volunteerism as a key development issue in Uganda.
- 3.21 Adopting the title 'Rekindling the spirit of volunteerism' for the IYV 2001 launch alerted the public to the decline of volunteerism and reminded them that voluntary effort was part of the Ugandan tradition. IYV 2001 in Uganda was a massive campaign to recognise the efforts of volunteers that prompted extensive participation by the public. The end of the Year was marked by an event entitled 'The crowning of IYV 2001', which demonstrated the successes achieved in increasing recognition of volunteerism.
- 3.22 A recent initiative by Voluntary Service Overseas (VSO), involving the sharing of skilled manpower between Uganda, Kenya and Tanzania, illustrates how volunteerism is becoming stronger in the region. The Uganda VSO has started a South-South volunteer exchange programme – a departure from sending British volunteers only. The organisation now recruits Ugandans and sends them to other countries – especially to work in the HIV/AIDS field, because of their country's excellent track record in the fight against the disease.

Promotion

- 3.23 The launch event and other activities during the year involved high-profile public figures. The most striking of these instances was when more than 60 religious leaders

participated in the Kampala tree-planting event. This strategy effectively secured media attention and subsequent coverage of IYV events, as well as the interest and participation of Ugandans.

3.24 The IYV 2001 Secretariat worked closely with the media to create a campaign for volunteerism in Uganda – including the video documentary mentioned above – and to ensure continuing coverage throughout the Year. This strategic utilisation of the various media in Uganda created nationwide public awareness.

3.25 On the International Day of Families, a press release was issued and a newspaper supplement on ‘Families and volunteers: building social cohesion’ was published. This media campaign aimed to raise awareness of the importance of the family, but more importantly to advocate for the continued role of volunteers in strengthening families in Uganda.

3.26 The media promoted the tree-planting events in the local newspapers and on television. *New Vision*, a government newspaper, also publicised the various events, and the concept of the Year was discussed on radio talk shows. Posters and leaflets were produced, and in some cases T-shirts were distributed to participants. Other promotional materials included stickers and badges, and the postal service produced stamps in celebration of the Year.

3.27 A vast range of organisations and individuals organised initiatives to promote IYV 2001: for example, the Ugandan Red Cross organised a blood donation week that involved a cross-section of volunteers from the different sectors of the Ugandan population.

3.28 Papers were presented on various occasions to remind Ugandans of volunteering. The most memorable of these was a paper by the First Lady in which she condemned the selfish tendencies that override the spirit of volunteerism. She called upon Ugandan citizens to revive the age-old culture of voluntary effort and upon government to provide more support than ever. She insisted that the end of IYV 2001 should not mark the end of volunteerism.

3.29 Other activities during the Year included: clean-up exercises across the country (including the cleaning of wells); teaching personal health and hygiene in rural areas; a national immunisation day; and volunteering in hospitals, residential homes and orphanages.

4. The legacy of IYV 2001 in Uganda: the way forward

4.1 The declining spirit of volunteerism in Uganda was revived by IYV 2001. The Year helped to put volunteering back into the public domain. Furthermore, when the people of Uganda saw their leaders embarking on such activities as clean-up operations and planting trees, this improved the recognition of voluntary work in the community.

4.2 Individuals have also taken the message of International Year of Volunteers seriously, as reflected in the Christmas messages by the First Lady and the Archbishop of the Church of Uganda.

4.3 The political will that took IYV 2001 forward was particularly significant, with government embracing the international aims of the Year and advocating national objectives. The Department of Youth has set up volunteer groups for young people

affected by unemployment, with the aim of keeping them busy and providing them with skills. More importantly, the Year introduced young people to an age-old tradition that was fading for their generation. Of further significance was the fact that IYV 2001 led the Uganda Joint Christian Council to introduce a component of voluntary service for graduates in rural areas.

- 4.4 The substantial press coverage of IYV 2001 put the spotlight on voluntary organisations, showcasing their work and providing recognition for volunteers. The Year's activities aimed to remind the public about volunteerism and to restore it to a position of honour. Tree-planting and clean-ups brought about the mobilisation of many members of the community, and public debates on local radio stations are now focusing on how to keep the environment clean and whose responsibility it is. People are beginning to acknowledge that it is everybody's duty – and that it can be done through volunteering.
- 4.5 IYV 2001 successfully raised awareness of Uganda's development challenges. The tree-planting exercises focused attention on the negative effects of deforestation on the environment, whilst the sanitation and clean up events promoted the issue of health and well-being. All of this was accomplished through the involvement of volunteers.
- 4.6 Although there has been no official measurement of the impact of IYV 2001 in Uganda, the Year resulted in the planting of 61,000 trees (including, as we have seen, a forest named in honour of the religious leaders, who planted more than a thousand trees themselves). Significantly, these activities have prompted the Kabaka of Buganda to start a tree-planting crusade.
- 4.7 The environmental improvements during IYV 2001 encouraged the Mayor of Kampala to introduce similar clean-up campaigns in the city three times a year. The Year also inspired a project in the Rubaga district, run purely by voluntary effort, that converts banana skins into fuel and manure.
- 4.8 Government recognition of the cultural institutions will advance and sustain volunteering in Uganda. There seems to be a consensus that these institutions have a greater ability to rally people to voluntary service than central government. Nevertheless, the government remains committed to mobilising resources to support volunteerism. Government also recognises that the key to long-term sustainable development is to ensure that the people of Uganda, especially the poor, can initiate and fully participate in national development programmes without having to rely on donor funding. Government continues to encourage volunteerism by organising fundraising functions where communities pool resources and donate to good causes.
- 4.9 IYV 2001 has forced a debate on whether volunteerism should be institutionalised or not. Government has no political agenda for volunteerism, and many people from the NGO sector felt that it should not be imposed on people, as it would then cease to be voluntary. Another view is that the best way to institutionalise volunteerism would be by strengthening the cultural institutions.
- 4.10 The final ceremony of the Year, 'The crowning of IYV 2001', called for the continuation of volunteerism in Uganda, for the momentum of IYV 2001 to be sustained. The National Committee suggested a way forward that would enable the activities to continue and all sectors to play an important role: a strategic review of the Year was to be carried out at the

end of March, aiming specifically to involve the private sector more actively in the volunteering sector. The activities celebrating the Year were done with limited resources, but success was ensured by the voluntary spirit and the efforts of Ugandans and the UNV Programme Officer.

5. Key challenges for the future

- 5.1 Two factors severely inhibited the success of the International Year of Volunteers 2001 in Uganda.
- 5.2 The first was its timing, as 2001 was also a very important year for elections in Uganda. Presidential, parliamentary and local elections took place one after the other, and the major preoccupation of the general populace, organisations and the private sector was therefore politics rather than volunteering. Key figures who could have contributed significantly to the IYV 2001 initiatives, including some of the members of the National Committee, were campaigning for re-election. Consequently, the expected financial contributions from the private sector did not materialise.
- 5.3 The second factor was the housing of the National Committee at the Ministry of Finance, Planning and Economic Development. Basing the committee in a government ministry was felt by some people to reinforce the view that it was a government-managed initiative, thus making other stakeholders feel disempowered.
- 5.4 The performance of IYV 2001 was also hindered by the lack of a spirit of volunteerism in some of the National Committee's members, by the understaffing of the Secretariat and by the overall shortage of funding for the Year.
- 5.5 The challenge for volunteerism in Uganda is to sustain the momentum of IYV 2001. Although bodies such as the Council of Traditional Leaders and the Churches could play their part, this is a task more appropriately spearheaded by an independent institution. Reviving the National Committee would also be valuable.
- 5.6 There is an urgent need to establish institutions that will monitor and evaluate volunteerism and will promote the role and status of volunteers. The major challenge will be to find the financial resources to sustain such institutions.
- 5.7 Also urgently needed is an intensive advocacy programme for volunteerism across all sectors of society. In addition, volunteers and the voluntary sector will require training, regulation and legal protection. In the light of the socio-economic challenges currently facing Uganda, a redefinition of the concept of volunteering may also be needed.
- 5.8 Factors such as dependency on aid, urbanisation and capitalism will prove very difficult to overcome, as will the drive for individual enrichment. There is an urgent need to sensitise people to the social value and personal rewards of volunteerism as compared with consumerism and individualism.
- 5.9 Greater networking between organisations, national and local government and the private sector will be crucial in order to streamline volunteerism, to avoid the duplication of roles and activities, and to maximise the use of available manpower.

5.10 A further challenge is the politicisation of volunteerism, as this could severely hinder the efforts of volunteers if people were to feel that they were volunteering merely to address government concerns. An allied problem is the fact that, in rural areas, volunteerism is often associated with specific personalities or specific organisations around whom people rally. Co-operation between government, traditional leaders and the voluntary sector will have to be strengthened in order to avoid such difficulties.

Interviews conducted

Civil society

His Grace The Most Rev Livingstone Mpalanyi Nkoyoyo, Archbishop of the Church of Uganda and Chairman of the IYV 2001 National Committee

Rev Canon Grace Kaiso, Secretary General of the Uganda Joint Christian Council and Co-Chairperson of the IYV 2001 National Committee

Michael Nataka, Branch Capacity Building Co-ordinator, Uganda Red Cross

Ugandan Girl Guide Association

Ugandan Boy Scout Association

Rotary International

Dr Sarah Kyobe, Programme Manager, VSO Uganda

Delphine Mugisha, Programme Co-ordinator, NGO Self-Understanding and Capacity Building, Development Network of Indigenous Voluntary Organisations

Owekitibwa Robert Sebunya, Minister of Health, Buganda Kingdom

Rubaga Division Chairman and community-based voluntary organisations

Joyce Lulindya, Administrator, Sanyu Babies' Home

Rev Sr Theresa Nakamya (DM), Instructor, Youth Entrepreneurial Skills Training Project

Government officials

Robert Okudi, Principal Economist, Aid Liaison Department, Ministry of Finance, Planning and Economic Development, and IYV 2001 Focal Point

Hon Kamugisha, Minister of State, Children and Youth Affairs, Ministry of Gender, Labour and Social Development

Business

Joseph Zaabasaja Nkonwa, Manager, Masaka Village Bank

Contact meetings

Dan Temu, UNDP Deputy Resident Representative

Hon Mwesigwa Rukutana, Minister of State, General Duties, Ministry of Finance, Planning and Economic Development

Field visits

Masaka District Private Sector Promotion Centre (MDPSPC)

Kalisizo District Training of Youth in Entrepreneurial Skills Programme

Appendix Two: Case Study Countries Participating in IYV and the Evaluation

| Countries Participating in IYV | Region | Baseline Survey | Follow-up Survey | Case Study |
|--------------------------------|---------------------------------|-----------------|------------------|------------|
| Algeria | Africa | x | | |
| Argentina | Latin America and the Caribbean | x | | |
| Australia | Asia and the Pacific | x | | |
| Austria | | | # | |
| Azerbaijan | | | | |
| Bahrain | | | | |
| Bangladesh | | | | |
| Barbados | | | | |
| Belgium | | | | |
| Benin | | | | |
| Bhutan | Asia and the Pacific | | x | |
| Bosnia | | | | |
| Botswana | Africa | x | | |
| Brazil | Latin America and the Caribbean | x | | x |
| Burkina Faso | Africa (LDC) | x | | |
| Burundi | | | | |
| Cambodia | Asia and the Pacific (LDC) | x | x | |
| Cameroon | Africa | x | | |
| Canada | North America | x | x | x |
| Chad | | | | |
| Chile | Latin America and the Caribbean | x | x | |
| China | Asia and the Pacific | | x | |
| Colombia | | | | |
| Cote d'Ivoire | | | | |
| Croatia | | | | |
| Cyprus | | | | |
| Czech Republic | Europe | x | | |
| Democratic Republic of Congo | Africa (LDC) | x | x | |
| Denmark | | | | |
| Dominican Republic | | | | |
| Ecuador | Latin America and the Caribbean | x | | |
| Egypt | Africa | | x | |
| El Salvador | | | | |
| England | Europe | x | x | |
| Ethiopia | Africa (LDC) | x | | |
| Fiji | Asia and the Pacific | | x | |
| Finland | Europe | x | | |
| France | | | # | |
| Gambia | Africa (LDC) | x | | |
| Germany | | | | |
| Ghana | | | | |
| Greece | | | | |
| Guatemala | Latin America and the Caribbean | x | | |
| Guinea | | | | |
| Guyana | Latin America and the Caribbean | x | | |
| Haiti | Latin America and the Caribbean | x | | |
| Honduras | Latin America and the Caribbean | x | | |
| Hungary | Europe | x | x | x |
| Iceland | | | | |

| | | | | |
|--------------------|---------------------------------|---|---|---|
| India | Asia and the Pacific | x | x | |
| Indonesia | | | | |
| Iran | | | | |
| Ireland | | | | |
| Israel | Europe | x | x | |
| Italy | | | | |
| Jamaica | Latin America and the Caribbean | x | x | |
| Japan | Asia and the Pacific | x | x | |
| Jordan | Western Asia | x | x | |
| Kazakhstan | Asia and the Pacific | x | | |
| Kenya | Africa | x | | |
| Kuwait | | | | |
| Kyrgyzstan | Asia and the Pacific | x | x | |
| Lao PDR | Asia and the Pacific | x | | x |
| Lebanon | Western Asia | x | x | x |
| Lesotho | Africa (LDC) | x | | |
| Liberia | | | | |
| Luxembourg | Europe | | x | |
| Madagascar | Africa (LDC) | x | x | |
| Malawi | Africa (LDC) | x | | |
| Maldives | Asia and the Pacific | x | | |
| Mali | | | | |
| Mexico | Latin America and the Caribbean | x | | |
| Mongolia | Asia and the Pacific | x | | |
| Morocco | | | | |
| Mozambique | Africa (LDC) | | x | |
| Namibia | Africa | x | x | |
| Nepal | Asia and the Pacific | | x | |
| Netherlands | Europe | x | x | |
| New Zealand | | | | |
| Nicaragua | | | | |
| Niger | | | | |
| Nigeria | Africa | x | x | |
| Northern Ireland | Europe | x | x | |
| Pakistan | | | | |
| Papua New Guinea | | | | |
| Paraguay | | | | |
| Peru | | | | |
| Philippines | Asia and the Pacific | | x | |
| Poland | | | | |
| Portugal | Europe | | x | |
| Russian Federation | | | | |
| Rwanda | | | | |
| Samoa | Asia and the Pacific (LDC) | x | x | |
| Saudi Arabia | | | | |
| Scotland | Europe | x | | |
| Senegal | | | | |
| Sierra Leone | | | | |
| Singapore | | | # | |
| Slovakia | | | | |
| Somalia | | | | |
| South Africa | Africa | x | | |
| South Korea | | | | |
| Spain | Europe | | x | |

| | | | | |
|---------------------|---------------------------------|---|---|---|
| Sri Lanka | Asia and the Pacific | x | x | |
| Sudan | Africa (LDC) | x | x | |
| Suriname | Latin America and the Caribbean | x | | |
| Sweden | | | | |
| Switzerland | Europe | x | | |
| Syria | Asia and the Pacific | x | | |
| Tanzania | Africa (LDC) | x | x | |
| Thailand | Asia and the Pacific | x | | |
| Togo | | | | |
| Trinidad and Tobago | Latin America and the Caribbean | | # | x |
| Tunisia | | | | |
| Turkey | | | | |
| Uganda | Africa (LDC) | x | x | x |
| Uruguay | | | | |
| USA | | | | |
| Uzbekistan | | | | |
| Venezuela | Latin America and the Caribbean | x | | |
| Vietnam | Asia and the Pacific | x | | |
| Wales | Europe | x | x | |
| Yemen | Western Asia | x | x | |
| Yugoslavia | Europe | | | |
| Zambia | Africa (LDC) | x | | |
| Zimbabwe | | | | |

X Indicates countries included in the analysis

Indicates countries returning questionnaires which, unfortunately, could not be included in the analysis due to unreadable data or late arrival of the returns

Appendix Three: International Organisations Participating in the Evaluation

| Name of Organisation |
|--|
| Agency for Volunteer Service |
| Association for Volunteer Administration (AVA) |
| Association of Voluntary Service Organisations (AVSO) |
| Canadian Centre for International Studies and Cooperation |
| CIVICUS |
| Coordinating Committee for International Voluntary Service (CCIVS) |
| Energize |
| European Commission |
| Global Youth Action Network |
| Hope Worldwide |
| International Conference Volunteers |
| International Cultural Youth Exchange (ICYE) |
| International Olympic Committee |
| Oneworld.net |
| Sarvodaya Shramadana Movement |
| VSA |
| VSO UK |
| World Association of Girl Guides |

Appendix Four: A Glossary of Terms for Volunteering

| Country - Language | Word* | Meaning** |
|--|-------------------------|--|
| Algeria | Touiza | |
| Andes | Minga | |
| Argentine | Trabajo Solidarios | Aid work |
| Austria | Freiwilligen | Volunteer |
| Botswana | Ba intsha selhabelo | Self sacrifices |
| | Mophato | A regiment system of men preventing crime in communities |
| | Letsema | Community cooperation |
| Burkina Faso | Nembnooma | Help others and receive returns |
| Cambodia | Nak smakchef | Charitable action |
| Canada | Civic participation | |
| Congo | Volontaries | Volunteers |
| Czech Republic | Dobrovolnictvi | Volunteering, indicating periodical or systematically coordinated action |
| | Dobrovolnost | Volunteering, indicating free will, but does not include necessarily a meaning to the others |
| | Dobrovolnická cinnost | Voluntary action |
| | Dobrovolnická služba | Volunteering service |
| | Dobrovolnik | Free will person (traditionally the same term is used in army terminology) |
| Democratic Republic of Congo | Salongo | |
| | Isali | |
| | Kisali | |
| | Budisuila | |
| England | Helping out | |
| | Lending a hand | |
| Ethiopia - amharic - amharic | Dedo | Pooled labour |
| | Bego fekadegenet | Good will |
| | Gibre Senai | Good deed |
| Finland | Vertaistuki | Mutual support people are giving to others facing similar difficulties in their lives |
| | Talkoot | Organised, unpaid work inside communities and between neighbours |
| France, Switzerland, Quebec | Volontariat | Supposes a framework with official structure, often linked to humanitarian action |
| France, Switzerland, Quebec, Luxemburg | Bénévolat | Time given free of charge |
| Gambia | Tesitoo | Self-help |
| Gambia | Osusu | Revolving small loan scheme |
| Germany | Nachbarschaftshilfe | |
| Guatemala | Wayab | Mutual aid |
| | Knojel Qa Samaj | Working in a community group |
| | Sipam Chak | Unity with others |
| Haiti | Combite | Working together graciously to help people in need |
| Hungary | Kalaka | Mutual aid in joint projects such as harvesting and weaving |
| | Komatal | Preparation of food by friends for a mother who has recently given birth |
| | Önkéntesség | Volunteering |
| India | Swechhasevi Svayamsevak | |
| India - Hindi | Swajamsewak | Selfless acts |

| | | |
|---|----------------------------|---|
| Indonesia | Gotogrolyong | Working together |
| Israel | Ezra Hadacht | Mutual aid |
| | Peilut kehilatit | Communal activity |
| | Tzdaka | Charity |
| Italy | Volontari | |
| Japan | Boarntia | Volunteer |
| | Houdi | Service |
| | Jizen | Charity |
| | Chonaikai | Traditional non-institutionalised voluntary work of nieghbourhood organisations |
| | Minseiin | Traditional institutionalised voluntary work |
| | Borantia-katsudo | Nontraditional institutionalised voluntary work |
| Java | Arisan | Mutual aid |
| Jordan | Takaful | |
| Kajakhstan | Azar kazakh | People coming together to solve problems |
| Kenya - Kishwahili - Kisii - Luhya - Luo | Harmabee | Let us work together to improve our community |
| | Ogokonya | Helping |
| | Khukhwerusia | Giving oneself for societal service |
| | Ikonya | Helping others |
| Kyrgyzstan | Ashar | Traditional form of community solidarity and mutual aid in rural communities |
| Lao PDR | Asasamak | To volunteer |
| | Assa | Want to or willingness to do something |
| Lebanon | Wajeb | It's my duty |
| | Hawneh / Taawon | Helping each other |
| Lesotho | Boithaopi | Service provided free of charge |
| Madagascar | Asa An-Tsitrapo | Task done in good will |
| Malawi | Mavolunteer | Volunteers |
| | Kugwira ntchito mozipeleka | Working on a non-paid basis |
| Mexico | Asistencia Social | Social assistance |
| | Confianza | Mutual aid tradition |
| Mongolia | Bie Biedee Tuslah | Mutual help |
| | Saihan Setgel | Kindness |
| | Sain buriinhan | Volunteers |
| | Demjih | Support |
| Namibia | Vrywilliger | Volunteer |
| Netherlands | Vrijwilligerswerk | |
| Nigeria Nigeria - Hausa Nigeria - Yoruba | Olu onye ebele | Work of the person that has human sympathy |
| | Dan Agaji | |
| | Onise Ofe | |
| Papua New Guinea | Wanton | A system of caring and sharing |
| Phillipines | Aksyon Boluntir | Volunteers in action |
| Russia | Obshchina | Mutual obligations and feelings of compassion |
| Rwanda | Dufatanye | |
| Samoa | Tautna | To serve family and chiefly members |
| Senegal | Mbootaay | To nurture |
| South Africa | Ubuntu/ Botho | Humanity |
| South Korea | Kongdeoks | Pious deeds |
| | Kye | An association for mutual financial support |
| | Dureh | Mutual help between farmers |
| Spain | Voluntariado | |
| Sri Lanka | Shramadana | Donation of labour for relief |
| | Aththam | Aided self-help |
| | Goyam kaiya | Group support in paddy cultivation at no cost |

| | | |
|---------------------|-----------------------|--|
| Sudan | Nafeer | Self-help in agriculture and construction |
| | Fazaa | Security service |
| | Judia | Legal service |
| Suriname | Vrijwilliger | |
| | Masiro | |
| | Gotong rojong | |
| | Sambatan | |
| Syria | Tatoua | Volunteer |
| Tanzania | Kujitolea | Volunteering |
| | Msaragambo | Participation in activities for no pay |
| | Harambe | Community participation in activities |
| | Buyobe | Participation in activities on a self help basis |
| Thailand | Nam Jai | Generosity |
| | Jai Dee | Kindness |
| | Tem Jai Chuay | Willing to help |
| Trinidad and Tobago | Gayap | |
| | Sou-sou | |
| Uganda | Bulungi Bwansi | Working for the common good |
| | Nakyeewa | Free will |
| | Munno mukabi | A friend in need |
| | Bulungi bwansi | For our own good |
| Venezuela | Voluntariado | |
| | Acción Voluntaria | |
| Vietnam | Viec thien | |
| | Lam Phuc | |
| Wales | Community involvement | |
| | Philanthropy | |
| | Altruism | |
| Yemen | Takaful | Solidarity |
| | Ahly | National |
| Zambia | Ubwanayina | Helping one another |

* The examples included in this appendix are drawn predominantly from questionnaire returns for the IYV evaluation, and from other available IYV-related documentation. No guarantees can be made for the accuracy of the spelling or translation.

** Meanings have been included where possible, predominantly there were gained from respondents own translations within the IYV questionnaires

Appendix Five: Matrix of Evaluation Indicators

| Themes | Results | Indicators |
|---|----------------------------|--|
| 1. Recognition | Increased public awareness | <ul style="list-style-type: none"> • Increase in number of people volunteering • Numbers/range of groups involved in IYV • Number of public enquiries on IYV website • Use of IYV logo • Awards at international, national and local levels |
| | Government recognition | <ul style="list-style-type: none"> • Evidence of government recognition of value of volunteering (e.g. inclusion of volunteering in National Accounts) • Official statements/parliamentary debates on volunteering |
| 2. Facilitation | Government support | <ul style="list-style-type: none"> • Funding for IYV committees and working groups • Support for volunteering through policy and legislation • Funding for specific initiatives, campaigns |
| | Infrastructure | <ul style="list-style-type: none"> • Setting up/strengthening the volunteering infrastructure at national/local level • Increased use of new technology to recruit/place volunteers • Mechanisms to follow-up IYV and to identify 'legacy' |
| 3. Networking | Links | <ul style="list-style-type: none"> • Involvement in IYV by international, national, local groups • Evidence of involvement of broad range of volunteering organisations (eg welfare, culture) • Evidence of involvement of self-help mutual aid groups as well as philanthropic organisations |
| | Partnerships | <ul style="list-style-type: none"> • Numbers/range of partnerships across all sectors (public, private and voluntary) • Evidence of support for volunteering from corporate sector |
| 4. Promotion | Media | <ul style="list-style-type: none"> • Increased media coverage relating to volunteering • Changes to media image • Media awards |
| | Promotional literature | <ul style="list-style-type: none"> • Literature distributed and/or requested relating to IYV • Research conducted on volunteering (eg national surveys) |
| | Events | <ul style="list-style-type: none"> • Public events, days, weeks held, specifically on volunteering • Inclusion of volunteering theme in other events |
| Diversity Measure: Diversity indicators will need to be an integral element of all themes | | |

