

Understanding Volunteerism  
for Development in South-Eastern  
Europe and the Commonwealth  
of Independent States:  
Lessons for Expansion

**The United Nations Volunteers** (UNV) programme is the UN organization that contributes to peace and development through volunteerism worldwide. Volunteerism is a powerful means of engaging people in tackling development challenges, and it can transform the pace and nature of development. Volunteerism benefits both society at large and the individual volunteer by strengthening trust, solidarity and reciprocity among citizens, and by purposefully creating opportunities for participation. UNV contributes to peace and development by advocating for recognition of volunteers, working with partners to integrate volunteerism into development programming, and mobilizing an increasing number and diversity of volunteers, including experienced UNV volunteers, throughout the world. UNV embraces volunteerism as universal and inclusive, and recognizes volunteerism in its diversity, as well as the values that sustain it: free will, commitment, engagement and solidarity.

**The United Nations Development Programme** (UNDP) is the United Nations' global development network, advocating for change and connecting countries to knowledge, experience and resources that help people build a better life. UNDP is on the ground in 166 countries, working with national partners on their own solutions to global and national development challenges.

The Bratislava Regional Centre (BRC) is a major hub for UNDP's work in Europe and the Commonwealth of Independent States (CIS). A BRC team of in-house policy specialists, backed by an extensive roster of outside experts, provides user-driven advisory services, access to knowledge, and technical support to 24 UNDP country offices in the region. The BRC team carries out its mission by flexibly integrating regional programming, advisory services, knowledge management, and capacity-building. BRC also serves to connect the region to a global network of development experts, and forges new partnerships so that the region's countries may achieve their development goals.

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## FOREWORD

With five years to go to the MDG target date of 2015, the prospect of falling short of many of the goals is quite real, but not inevitable. We can still reach the goals, if we reaffirm our commitment and pool all available resources. While it is clear to many that volunteerism can play a crucial role in realizing these goals, it is equally apparent that a more focused and systematic study of the contribution of volunteerism to peace and development is required to provide measurable evidence of this contribution.

This study on the state of volunteerism in Europe and the Commonwealth of Independent States aims to do just that, by addressing the key questions of how volunteerism can help achieve the MDGs in the region, what are some of the key challenges it encounters and how its impact can be enhanced.

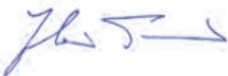
This publication, which is a summary of the main research study, is the first of its kind for the region, and provides new and powerful information on a unique history of volunteerism in this part of the world. By demonstrating the particular issues and nature of volunteerism in this vast region, it builds on the ever growing global knowledge in the field.

In the context of the forthcoming ten-year anniversary of the International Year of Volunteers (IYV+10), UNV will publish a global State of the World Volunteerism Report in 2011 that will both inform on and advocate for the recognition of the role and contribution of volunteerism to peace and development.

This regional study represents a major input to this global report, and provides useful analysis, data and examples to foster the recognition of the positive impact of volunteerism in the region, so as to fully realise its potential.

I would like to take this opportunity to thank the UNDP Regional Centre in Bratislava for its cooperation and support, and Canada International Development Agency for its financial contribution to the conduct of this study.

I would also like to invite you to read and benefit from the main study report which is published on UNDP Regional Centre Bratislava and UNV websites.



**Flavia Pansieri**  
Executive Coordinator, United Nations Volunteers  
Bonn, August 2010

## EXECUTIVE SUMMARY

This report looks at the current state of volunteerism in South-Eastern Europe and the Commonwealth of Independent States (CIS). These countries are collectively referred to in this report as ‘the Region’. It considers volunteerism as a very important form of pro-social behaviour. In particular, it focuses on volunteerism for development. It examines who in the Region volunteers, how they volunteer, and in what legal and social circumstances they volunteer. It also addresses the impact that this volunteerism has on the Millennium Development Goals. Finally, it considers various options for increasing that impact.

The report is written primarily on the basis of research carried out in eight countries - two countries from each of the four subregions<sup>1</sup> - during 2008 and 2009. It does not provide detailed information on individual countries. Apart from deskwork, this research included:

- A competition / challenge held in each country for which individuals or organizations submitted examples of projects that had had a substantial impact on one or more of the MDGs;
- Interviews with informants who provided key information on volunteerism in their countries;
- A series of focus groups in each country to discuss potential strategies for increasing the impact of volunteerism on the MDGs.

The report also looks at existing data from two published datasets, each of which covers many of the Region’s countries, and conducts some in-depth new analyzes on one of these datasets.

Each country has its own specific traditions of community mutual support. These practices existed well before socialism, and some would fit the definition of ‘volunteerism’ as we understand it today. In most cases, at least traces of these traditions persist.

All countries in the Region also experienced various forms of unpaid work programmes during the socialist era. Many of these programmes were surprisingly popular, and are still remembered with affection by people from those generations. Younger people in the Region today find it hard to understand how their parents and grandparents enjoyed doing this hard work, which they were more or less forced to do. Certainly, the obligatory undertone of these socialist-era ‘volunteer’ activities does not conform to current definitions of volunteer activity; yet, both the traditional and socialist-era forms of volunteerism present a very powerful background that still strongly influences volunteerism, popular attitudes to it, and its potential for development today.

1. Countries included Armenia and Azerbaijan (Caucasus); Croatia and the former Yugoslav Republic of Macedonia (South-Eastern Europe); Kazakhstan and Tajikistan (Central Asia); and Moldova and Russia (Western CIS).

The four forms of volunteerism as defined by the United Nations Volunteers (UNV) programme<sup>2</sup> are all present in the Region, but are changing in their relative importance as countries undergo transition. Pre-transition, the most frequent forms of volunteering were those in which volunteers and beneficiaries belonged to the same social group. This report uses the term 'bonding volunteering' to describe this form. The most important of such forms is mutual self-help in local communities. As countries undergo transition, however, other forms of volunteering, in which volunteers and beneficiaries do not belong to the same social group, have become more prevalent. The term 'bridging volunteering' describes this type of activity.

Like elsewhere in the world, 'hidden volunteering' within the Region that takes place outside the familiar context of service-providing volunteer involving organizations (VIOs) probably dwarfs the kind of volunteering that takes place within it. Civic engagement as a complement to government policy is one example of hidden volunteering. Such engagement can be a significant key to a country's successful management of transition by ensuring that human development remains a focus of policy. Traditions of mutual help, which are very important to rural life in the Region, are another example of hidden volunteering.

Participation in 'old' VIOs that have survived the fall of socialism is probably much higher than in new VIOs that have arisen since. On the other hand, it is likely that the old VIOs have a greater proportion of passive members than those created more recently. All in all, it is likely that levels of volunteering are not much lower than in Western Europe. Experts, especially from the West, tend to underestimate the levels. However, volunteering in the Region is overall more likely to be 'bonding' rather than 'bridging' in nature. The universalist ideal of volunteering for the benefit of people with whom one has no connection is probably less well developed.

At the end of this report a series of recommendations is made:

- A volunteerism strategy should be aware of how the many forms of volunteerism in the Region are already making substantial contributions to the MDGs.
- Just as in the rest of the world, there is a dearth of solid evidence on the impact of volunteerism in the Region. More attention should be focused on obtaining this information. Encouragingly, some of the laws on volunteering now being adopted in the Region oblige VIOs to provide data on their volunteers. If implemented wisely, this requirement will mean that for the first time data on all those volunteering in a formal setting can be gathered.
- Promoting volunteerism in the Region means managing the changing balance between bonding and bridging volunteerism.
- Substantial increases in contributions to the MDGs can best be achieved by working together with both 'old' VIOs, which are better embedded in local communities and traditions, and 'new' VIOs, which are more oriented to the Western ways of working.

2. Mutual support and self-help; service to others; participation; and campaigning/advocacy. See 'Volunteerism' under Key Terms (p. 12) for more information.

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3. Hereafter referred to as Kosovo

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## ABBREVIATIONS

(Abbreviation)	Term	Explanation
B&H	Bosnia and Herzegovina	
CDD	community-driven development	Projects which actively include beneficiaries in their design and management where communities have direct control over key project decisions as well as the management of investment funds (Mansuri et al 2003)
CIS	(The) Commonwealth of Independent States	A regional organization whose participating countries are 12 of the 15 former Soviet Republics - the three Baltic States are not members. Of the 12, Turkmenistan and Ukraine have not ratified the CIS Charter, and Georgia cancelled their membership in August 2009.
CSI	(Civicus) Civil Society Index	"a participatory needs assessment and action planning tool for civil society around the world" (Civicus, 2009)
CSO	civil society organisation	
MDGs	Millennium Development Goals	Eight overarching human development goals that have been drawn from targets contained in the Millennium Declaration, which was adopted by 189 nations in September 2000. Countries have committed to achieving the MDGs by 2015.
NGO	non-governmental organisation	
UNV	United Nations Volunteers	The United Nations organization that advocates for volunteerism, integrates volunteerism into development planning and mobilizes volunteers
UNDP	United Nations Development Programme	The United Nations' global development network
VIO	volunteer involving organization	A volunteer involving organization is any organization from civil society, the private or public sectors, through which individuals choose to volunteer (UNV 2009b).
WVS	World Values Survey	A series of representative household surveys primarily on human values, carried out all over the world, including in many of the countries of the Region in 1981-84, 1980-93, 1989-1993 and 1999-2004. These data are integrated into one dataset to facilitate a time series analysis and are provided for a reanalysis free of charge by interested researchers (WVS 2009)

## KEY TERMS

**THE REGION (WITH CAPITAL “R”):** The 19 countries included in this report, divided into four subregions, as follows.

**SUBREGION:** The four subdivisions of the Region, i.e. the 19 countries included in this report: South-Eastern Europe<sup>4</sup> (Albania, Bosnia and Herzegovina, Croatia, the former Yugoslav Republic of Macedonia, Montenegro, Kosovo, Serbia); the Caucasus (Armenia, Azerbaijan, Georgia); Central Asia (Kazakhstan, Kyrgyzstan, Tajikistan, Turkmenistan, Uzbekistan) and Western CIS (Belarus, Ukraine, Moldova, Russia).

**LOCAL EXPERTS:** The experts contracted by UNV/UNDP for this report to conduct research in their own countries.

**VOLUNTEERISM:** “Volunteerism is an expression of people’s willingness and capacity to freely help others and improve their society” (UNV, 2009a, p. 1). Working for the primary benefit of your own (nuclear) family is not usually understood as volunteerism.”

Another UN definition (UN General Assembly, 2008) further describes volunteerism as “actions undertaken out of free choice; not motivated by financial gain; and that bring benefit to the community, the volunteer and the society at large.” This document also points out that “much volunteerism is informal, spontaneous and outside any organizational setting and responds directly to local, social and cultural contexts.”<sup>5</sup>

A recent UNV paper on volunteerism for development (UNV, 2009a; see also Smith, 2000<sup>6</sup>) highlights the following four types of volunteering:

1. Mutual aid or self-help: In many parts of the developing world, this form of voluntary action constitutes a mainstay of social and economic support systems. From small, informal kinship and clan groupings, to more formal, rotating credit associations, voluntary collective activity is central to people’s welfare.

2. Service to others: Citizens volunteer time through formal and informal organizations in fields such as health, social welfare, housing, literacy and sports. The service may be local, national or international in scope, and may involve government programmes, non-government organizations or the private sector.

3. Participation or civic engagement: Volunteering is a proven and valuable component of good governance. Examples of this

4. Greece, Bulgaria and Romania, as EU States, are not treated as part of South-Eastern Europe in this report.

5. This definition is compatible with a recent definition agreed to by the ILO (ILO, 2008b):

That volunteer activity involves ‘work’; that the activity is fundamentally unpaid, though some forms of compensation are permissible; that volunteer work is non-compulsory; that the principal beneficiary of volunteer work must be someone outside one’s own immediate family; that both volunteering directly for individuals or households, and volunteering to or through organizations be included; and that volunteer work must involve a minimum amount of time (at least one hour of volunteer work a week (or four hours over a four-week reference period).

6. The UN definition is based on that which is proposed in this paper by Smith.

are representation on government consultative bodies, user involvement in local development projects, and parent/teacher participation in school associations.

4. Advocacy or campaigning: This is a diverse category, encompassing activist movements whose aims are to raise wider awareness about local and global issues. (See also IAVE/UNV/Civicus, 2009)

**FORMAL AND INFORMAL VOLUNTEERISM:** Volunteerism may be formally structured by an organization (a local, national or international NGO, school, or religious organization), or it may be work done traditionally in the community or as part of spontaneous activities such as a campaign. It may include anything from very short-term or sporadic engagement at one end of the spectrum to voluntary service which (may involve a full-time commitment over months or even years) at the other. Although volunteerism often involves young people, this report concerns volunteers of all age groups.

**VOLUNTEERING FOR DEVELOPMENT:** Is all about encouraging and optimizing volunteerism's contribution to global development. One of the pillars of Volunteerism for Development is the idea that the process of development ultimately belongs to the people concerned and must come from themselves in order for it to be effective, as well as sustainable. It should be pointed out, however, that there are certain manifestations of volunteerism that UNV does not support, nor endorse (for example, some terrorists may consider themselves to be volunteers for their cause). This report is primarily concerned with volunteerism that contributes to the Millennium Development Goals.

**VOLUNTARISM:** "The principle or system of doing something by or relying on voluntary action or volunteers" (Merriam-Webster Online Dictionary, 2009). Thus, voluntarism is a broader, more political or philosophical concept than volunteerism.

**VOLUNTARY SERVICE:** A more formalized type of volunteering in which a person works more or less full-time over a period of at least several months, often with an explicit contract to do so.

**CIVIC SERVICE:** (voluntary/non-voluntary) Similar to voluntary service, but it may or may not be voluntary, e.g. it might be required by the state. Civic service should only be treated as volunteerism (and is only covered in this report) to the extent that it is not mandated or compulsory.

**SERVICE LEARNING:** A method of teaching, learning and reflecting that combines academic classroom curriculum with meaningful service, frequently youth service, throughout the community.

**CORPORATE VOLUNTEERING:** Voluntary work carried out by employees of an organization as part of a programme approved and encouraged by the organization.

**VIRTUAL VOLUNTEERING** (online volunteering): Working, in whole or in part, offsite from the people or organization being assisted by using the Internet and a computer.

**HIDDEN VOLUNTEERISM:** In this report, this term is used for voluntary work such as community self-help or mutual solidarity on one hand, and campaigning or advocacy work (which is often left out in surveys of volunteerism), on the other.

**BRIDGING AND BONDING VOLUNTEERISM:** In this report, 'bonding volunteerism' is used for voluntary work in which the beneficiaries are part of the same social group<sup>7</sup> as the volunteer, and 'bridging volunteerism' is used for voluntary work in which they are not.

**NEW EU COUNTRIES:** The twelve countries which joined the European Union (EU) on either 1 May 2004 or 1 January 2007: Bulgaria (2007), Cyprus, the Czech Republic, Estonia, Hungary, Latvia, Lithuania, Malta, Poland, Romania (2007), Slovakia, and Slovenia.

**OLD EU COUNTRIES:** The EU 15, i.e. member countries prior to (and including) the EU's enlargement on 1 January 1995: Austria, Belgium, Denmark, Finland, France, Germany, Greece, Ireland, Italy, Luxembourg, the Netherlands, Portugal, Spain, Sweden, and the United Kingdom.

7. A social group as understood here can be constituted by many different kinds of ties: locality, kinship, ethnicity, religious allegiance, etc.

## 1. INTRODUCTION

OVER THE PAST DECADE, COUNTRIES IN SOUTH-EASTERN EUROPE AND THE COMMONWEALTH OF INDEPENDENT STATES (CIS) HAVE OVERCOME SIGNIFICANT CHALLENGES TO MAKE PROGRESS IN MANY AREAS OF HUMAN DEVELOPMENT<sup>8</sup>. AS A WHOLE, THESE COUNTRIES - COLLECTIVELY REFERRED TO AS 'THE REGION' FOR THIS REPORT - HAVE DECREASED ABSOLUTE POVERTY LEVELS, INCREASED PRIMARY SCHOOL ENROLMENTS, AND RAISED THEIR GENDER PARITY RATES. YET, AS IN MANY PARTS OF THE WORLD, THE REGION STILL SEES MOTHERS DIE IN CHILDBIRTH FOR THE WANT OF BASIC CARE. PEOPLE WITH SPECIAL NEEDS FACE A LIFE OF EXCLUSION FROM EDUCATION, FROM EMPLOYMENT, AND FROM THE REST OF THE COMMUNITY. MINORITIES SUCH AS ROMA LIVE IN LEVELS OF POVERTY THAT SHOULD LONG AGO HAVE BEEN CONFINED TO THE HISTORY BOOKS. IN SOME COUNTRIES, INDUSTRIES CONTINUE TO DAMAGE THE ENVIRONMENT ALMOST UNCHECKED; IN OTHERS, WOMEN HAVE LITTLE MORE FREEDOM THAN THEY DID CENTURIES AGO. CERTAINLY, MUCH WORK REMAINS. THE NEED FOR PROGRESS HAS BECOME ALL THE MORE URGENT AS 2015 APPROACHES, WHEN THE REGION - AND THE WORLD - MUST ASSESS ITS COMMITMENTS TO HUMAN DEVELOPMENT IN ACHIEVING THE MILLENNIUM DEVELOPMENT GOALS (MDGS).

This introductory chapter explores how volunteerism can make a positive impact in the Region and support progress towards achieving human development, as defined through the Millennium Development Goal framework. It briefly presents the status of the MDGs in the Region, along with some indication of what volunteers are doing to help reach them. The chapter ends with an explanation of how the report was written, its strengths and its limitations.

### 1.1 VOLUNTEERISM AND THE MDGS

The Millennium Declaration was declared in 2000 by Member States of the United Nations to respond to the world's main development challenges (see box, p. 16). However, the MDGs that resulted from this commitment do more than set specific targets for progress in poverty, education, maternal health, gender equality, child mortality, health, and the environment. They represent a global partnership that encourages civil society - through which everyone has a role - to work together in order to achieve progress. As such, volunteerism can act as a very appropriate and effective tool to help reach these goals.

Indeed, UN Secretary-General Ban Ki-moon in his Statement for International Volunteer Day on 5 December 2007 noted, "Volunteerism is a feature of all cultures and societies. It is a fundamental source of community strength,

8. "In general, the standards of living that are covered by the UN MDGs have begun to improve in these regions (CIS and South-East Europe) since the beginning of this decade, reversing the decline of the previous decade." (UN Department of Information, 2008).

resilience, solidarity and social cohesion. It can help to effect positive social change by fostering inclusive societies that respect diversity, equality and the participation of all.” (UNV, 2007)

Encouragingly, countries worldwide are beginning to look more seriously at volunteerism. In resolution 57/106 of the UN General Assembly on Follow-up to the International Year of Volunteers, governments recognized that “volunteering, particularly at the community level, will help to achieve the development goals and objectives set out in the United Nations Millennium Declaration.” (UN General Assembly, 2008)

### The Millennium Development Goals

1. Eradicate extreme poverty and hunger
2. Achieve universal primary education
3. Promote gender equality and empower women
4. Reduce child mortality
5. Improve maternal health
6. Combat HIV/AIDS, malaria and other diseases
7. Ensure environmental sustainability
8. Develop a global partnership for development

But what is the status of the MDGs in the transition countries which make up the Region covered in this report? And what *particular* role can volunteering play in addressing them?

The latest Human Development Index (HDI)<sup>9</sup> puts the Region in a transition zone between rich and poor countries of the world. Scores for the Region vary between .63 (Tajikistan) and .89 (Serbia and Montenegro<sup>10</sup>). Table 1 provides country-specific HDI scores for all of the eight main MDG areas. Findings can be summarized as follows:

### MDG 1. Eradicate extreme poverty and hunger

The transition has generally seen an increase in income inequality in the Region (Milanovic, 1998). However, income equality is still relatively good, with a low Gini index<sup>11</sup> for most of the countries in the Region. In most of the countries, however, absolute poverty does still affect some groups, especially during times of economic difficulty. Specific minority groups such as the Roma are the most vulnerable.

9. The Human Development Index is a summary indicator of a given country's level of human development. It is calculated by combining data on life expectancy at birth, adult literacy, educational enrollment, and average income (measured as gross domestic product per capita at purchasing power parity). The HDI has been used since 1990 by the United Nations Development Programme, and is updated annually in the agency's Human Development Report publication.

10. Values for these two countries were not available separately at the time of writing.

11. The Gini index measures the extent to which the distribution of income (or, in some cases, consumption expenditure) among individuals or households within an economy deviates from a perfectly equal distribution. A Gini index of zero represents perfect equality, and 100 indicates perfect inequality. (OECD, 2006)

12. Based on data from the Human Development Report (UNDP, 2008b)

	Human development index value 2005	Life expectancy at birth, annual estimates (years)	GDP per capita (PPP US\$) 2005	Human development index (trends) 2000	Population, total (millions) 2005	Population, annual growth rate (%) 2005-15 <sup>h</sup>	HIV prevalence (% aged 15-49) 2005 <sup>d</sup>	Maternal mortality ratio, adjusted (per 100,000 live births) 2000 <sup>e</sup>	Net primary enrolment rate (%) 1991 2005	Gini index	Gender-related development index (GDI) value 2005
<b>HDI Rank</b>		2005a									
Central and Eastern Europe and the CIS	0.808	68.6	9.53	..	405.2 T	- 0.2	0.6 [0.4 - 1.0]	..	91	91	..
High human development	0.897	76.2	23.99	..	1,658.7 T	0.5	0.4 [0.3 - 0.5]	..	93	95	..
Montenegro	..	74.1	..	..	0.6	- 0.1	0.2 [0.1-0.3]	..	..	96	..
Serbia	..	73.6	..	..	9.9	0.1	0.2 [0.1-0.3]	..	..	96	..
<b>High Human Development</b>											
47 Croatia	0.850	75.3	13.04	0.828	4.6	- 0.2	<0.1 [<0.2]	7	79	87	0.848
64 Belarus	0.804	68.7	7.92	0.778	9.8	- 0.6	0.3 [0.2-0.8]	18	86	89	0.803
66 Bosnia and Herzegovina	0.803	74.5	7.03	..	3.9	(.)	<0.1 [<0.2]	3	..	..	..
67 Russian Federation	0.802	65.0	10.85	0.782	144	- 0.5	1.1 [0.7-1.8]	28	99	92	0.801
68 Albania	0.801	76.2	5.32	0.746	3.2	0.6	[<0.2]	92	95	94	0.797
69 Macedonia (the former Yugoslav Republic of)	0.801	73.8	7.2	..	2	(.)	<0.1 [<0.2]	10	94	92	0.795
<b>Medium Human Development</b>											
73 Kazakhstan	0.794	65.9	7.86	0.738	15.2	0.7	0.1 [0.1-3.2]	140	89	91	0.792
76 Ukraine	0.788	67.7	6.85	0.761	46.9	- 0.8	1.4 [0.8-4.3]	18	80	83	0.785
83 Armenia	0.775	71.7	4.95	0.738	3.0	- 0.1	0.1 [0.1-0.6]	39	..	79	0.772
96 Georgia	0.754	70.7	3.37	..	4.5	- 0.7	0.2 [0.1-2.7]	66	97	93	..
98 Azerbaijan	0.746	67.1	5.02	..	8.4	0.8	0.1 [0.1-0.4]	82	89	85	0.743
111 Moldova	0.708	68.4	2.1	0.683	3.9	- 0.6	1.1 [0.6-2.6]	22	89	86	0.704
113 Uzbekistan	0.702	66.8	2.06	0.691	26.6	1.4	0.2 [0.1-0.7]	24	78	..	0.699
116 Kyrgyzstan	0.696	65.6	1.93	..	5.2	1.1	0.1 [0.1-1.7]	150	92	87	0.692
Tajikistan	0.673	66.3	1.36	0.640	6.6	1.6	0.1 [0.1-1.7]	170	77	97	0.669
122											

Table 1. Human Development Index (HDI) and related indicators for the Region  
Source: (UNDP, 2008b)

Activities in which volunteers are involved include:

- encouraging self-organization of people living in poverty at the community level as the best antidote to powerlessness (which is a central source of poverty), and
- providing targeted programmes for excluded groups.

### MDG 2. Achieve universal primary education

Enrolment in primary education is above 85 percent in all of the Region's countries.

Activities in which volunteers are involved include:

- improving enrolment rates,
- decreasing dropout rates, and
- providing technical and teaching support.

### MDG 3. Promote gender equality and empower women

Figure 1 shows that the Gender Development Index scores for the Region's countries are no better than other indicators. Considering relatively good status of gender equality in the Region before the transition, this implies that the transition process, itself, and the conflicts that have accompanied it are a particular threat to this MDG in the Region (Metcalf & Afanassieva, 2005; Pollert, 2003).

Activities in which volunteers are involved include:

- increasing the role of female decision-makers,
- defending girls from being forced to marry early,
- ensuring equal participation in education, and
- protecting the rights of single mothers.

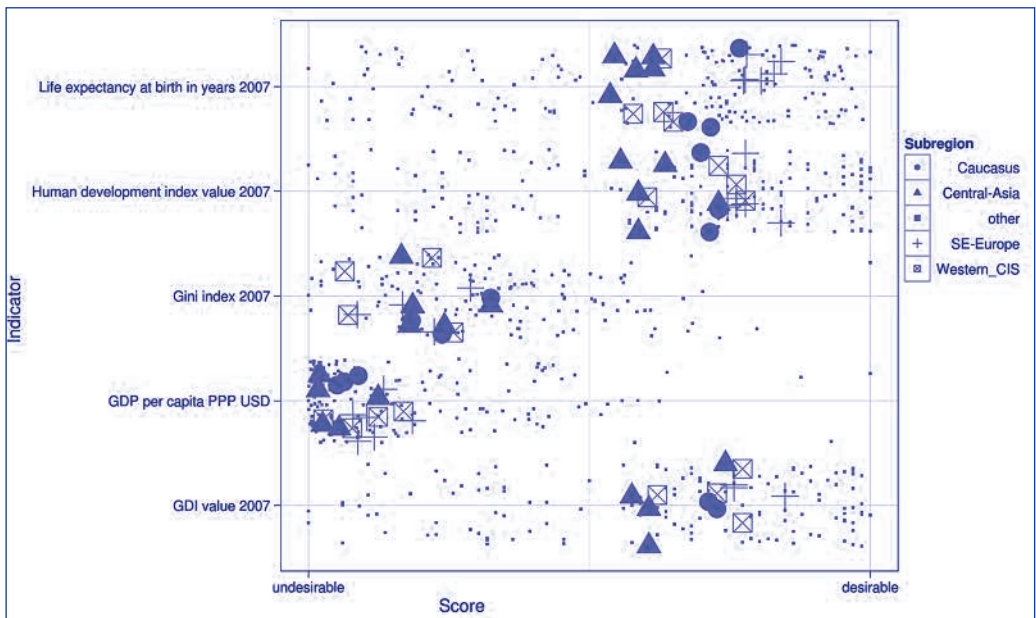


Figure 1. Comparison by subregion and rest of world with respect to MDG-relevant indicators<sup>13</sup>

13. Based on data from the Human Development Report (UNDP, 2008b)

#### **MDG 4. Reduce child mortality**

There are particularly big differences within the Region in respect to this goal: Child mortality varies between 6 per 1,000 live births in Croatia and 74 per 1,000 in Azerbaijan.

Activities in which volunteers are involved include:

- technical training and capacity-building in medical services, especially in the area of childbirth, and
- improving immunization rates.

#### **MDG 5. Improve maternal health**

Again, there are particularly big differences within the Region as regards this goal: Maternal mortality varies from 7 to 170 deaths per 100,000 live births.

Activities in which volunteers are involved include:

- as above, technical training and capacity-building in medical services, especially before and around childbirth, and
- extending the reach of primary health care.

#### **MDG 6. Combat HIV/AIDS, malaria and other diseases**

The Region recently overtook the West in the number of new HIV cases (UNDP, 2008c).

Activities in which volunteers are involved include:

- supporting groups of people living with HIV/AIDS,
- promoting safe sex, condom use and additional prevention techniques for other epidemics, and
- replacing key personnel who have been lost due to epidemics.

#### **MDG 7. Ensure environmental sustainability**

“Reducing poverty and achieving sustained development must be done in conjunction with a healthy planet. The MDGs recognize that environmental sustainability is part of global economic and social well-being.” (The United Nations Millennium Campaign, 2009)

Activities in which volunteers are involved include:

- making citizens more aware of the importance of environmental sustainability and encouraging more sustainable behaviour, particularly in households, and
- monitoring industry adherence to environmental standards.

#### **MDG 8. Develop a global partnership for development**

This MDG is about developed countries and less developed countries working together to reduce poverty. Aspects of this MDG relevant to volunteerism include “decent and productive work for youth.”

Activities in which volunteers are involved include:

- support from multinationals to youth volunteerism, and
- cooperation between government, private and non-profit sectors and between different development sectors

Thus, all the MDGs are relevant in at least some of the Region's countries, and some of the MDGs are relevant in all the countries. However, MDG scores are not equal for all sectors of society in each country. Quite the contrary. In all of the Region's countries, there are specific groups who are particularly vulnerable on all or nearly all of the dimensions of well-being defined by the MDGs. This is social exclusion.

Social exclusion is a complex and multi-dimensional process. It involves the lack or denial of resources, rights, goods, and services. It denotes an inability to participate in normal relationships and activities available to the majority of people in a society, whether in economic, social, cultural or political arenas. It affects both the quality of and individual's life and the cohesion of society, as a whole (Levitas et al., 2007).

Thus, activities that improve social inclusion can play a particularly important role in the Region's achievement of the MDGs. Indeed, UNV recognizes this by focusing directly on the MDGs in a minority of the countries in which UNV is active (Albania, Kosovo and Kyrgyzstan); in other countries, UNV programmes directly target social inclusion of vulnerable groups (Albania, Croatia and Uzbekistan).<sup>14</sup>

Indeed, certain excluded populations within the Region score so low on all the MDGs that it is almost impossible to talk about the MDGs without talking about exclusion. Stark statistics, such as those related to the Roma, clearly indicate why this is so:

- One out of every six Roma faces chronic starvation.
- More than half the Roma interviewed said they go hungry at least a few days every year.
- Two out of three Roma (compared with one in seven in majority communities) do not complete primary school.
- Roma households are much less likely than majority households to have access to toilets or piped water inside the house or yard.

(UNDP, 2006)

It is usually argued that an active civil society can help achieve - or even is indispensable for achieving - the MDGs.

Partnerships with civil society are pivotal to mobilising public opinion and raising public awareness. In countries across the world, civil society groups have a special interest in one or more of the MDGs, while larger coalitions are involved in issues of poverty and global justice. Many have a proven capacity for broad-based mobilisation and creating bottom-up demand that holds leaders accountable – skills essential to placing the MDGs at the heart of national debates and development priorities. The role of civil society is crucial, not only in campaigning for the goals, but also in monitoring progress to generate and sustain political momentum and public interest. (UNDP, 2009b, p. 9)

14. The country focus of other UNV programmes in the Region are youth (Bosnia and Herzegovina, Kosovo and Kyrgyzstan) and area-based development (Belarus and Ukraine).

For this reason, we have added two more goals for developing volunteerism. They are interrelated, particularly relevant to the Region, and can themselves contribute to achieving the eight MDGs: civil society development and improvement of social inclusion.

## 1.2 STUDY METHODOLOGY

This report aims to provide an overall picture of the state of volunteerism in the Region, and does *not* provide detailed information on individual countries.<sup>15</sup>

It was decided to select two countries from each of the four subregions for closer analysis, as described above. As the set of countries in the Region is small, yet extraordinarily diverse, it is not really meaningful to talk about a 'representative sample' of these countries. Therefore, the research team devised an alternative selection procedure. It is described in more detail in Appendix 1.

For each selected country, a local expert was engaged who was then responsible for conducting a literature review, a study of best practices in volunteerism, and a series of focus groups with volunteerism stakeholders to debate the best strategies to improve the impact of volunteering on the MDGs.

## 1.3 STRENGTHS AND LIMITATIONS

### Strengths

This report employs active, primary, policy-relevant research conducted by local experts in eight countries from the four subregions, as well as traditional deskwork. It focuses on concrete contributions towards the Millennium Development Goals, and uses a wider definition of volunteerism to cover 'hidden volunteering' that is typical for the Region. Such types of volunteering include community self-help, as well as forms of volunteering based in civil society organizations (CSOs) that are more familiar to a Western readership.

### Limitations

Although the overall remit was to cover many different types of volunteerism, the methodology did not always live up to this perspective and may be biased towards 'visible volunteering,' rather than 'hidden volunteering' (see Key Terms, p. 14). Indeed, it is very difficult to really get a picture of what volunteerism is like 'off the beaten track' of mainstream programmes that are already familiar to international organizations, and this research only makes some headway in doing so.

<sup>15</sup> For information about the individual country reports that were written as part of the preparation for this study, contact UNV programme headquarter office in Bonn.

Some of our local experts reported that the very fact that they had been commissioned by UNV, a United Nations organization, primed respondents to give a certain kind of answer framed in the terminology of an international organization (and, in some cases, also to expect payment for participating).

The reanalyses of existing survey data (Chapter 4) are subject to any/all the weaknesses of the methodologies employed. In particular, as discussed in the Appendix 4, the levels of volunteering in different countries revealed in this data vary widely in ways hard to reconcile with the experience from the field. This means that all other conclusions based on it have to be treated with some reservations.

The “language of 'benefits' is more value-laden than is the language of consequences” (Wilson & Musick, 1999, p. VII). By focusing on benefits, this report makes no attempts to consider the costs of volunteerism. It is, therefore, in no position to conduct any kind of cost-benefit analysis.

The definition of volunteerism presented in this study (see Key Terms, p. 12) could be interpreted to include ‘elite-challenging behaviour’ (Welzel & Inglehart, 2006) or political activism. Indeed, the dissident movements that were active in different forms throughout the Region during Communism and which played a key role in precipitating the transition in some countries (such as Poland) certainly displayed some of the characteristics of volunteerism. As many, perhaps the majority, of participants were calling for improvements in government (rather than revolutionary change), these movements can to a certain extent be characterized as seeking ‘good governance.’ Nevertheless, UNV cannot condone or recommend activities which aim to undermine or bring down the governments of United Nations Member States. Hence, this report will limit its coverage to those forms of activism that aim to complement, rather than undermine, the activities of governments and the functions of States.

## 2. FRAMEWORKS FOR UNDERSTANDING VOLUNTEERISM

THIS CHAPTER PRESENTS TWO FRAMEWORKS TO HELP UNDERSTAND VOLUNTEERISM IN THE REGION. THE FIRST LOOKS AT HUMAN DEVELOPMENT THROUGH THE LENS OF CROSS-NATIONAL SURVEY DATA, WHEREAS THE SECOND EXAMINES THE RELATIONSHIP BETWEEN VOLUNTEERISM AND SOCIAL CAPITAL. THE CHAPTER CONCLUDES WITH A SKETCH DIAGRAM TO SHOW ONE POSSIBLE WAY TO COMBINE THESE TWO FRAMEWORKS AND THE FOUR TYPES OF VOLUNTEERISM DESCRIBED BY UNV INTO A SINGLE MODEL.

In the Region and beyond, people often help each other and work together for some kind of common cause. Yet, what specific forms does this work take in the Region, and are these forms different from volunteering in the rest of the world? There are the very familiar, archetypal forms of volunteering, involving a small, regular contribution of time, quite freely given, often in social services, and organized by VIOs. However, we also find forms that are perhaps not so obvious, but which nevertheless have to be acknowledged as volunteerism:

- There is a war going on, and families in Serbia agree to take in some refugees to whom they are distantly related, they hope for only a short time.
- Villagers in Armenia get together on a Saturday to clean a park.
- A psychology student in Moldova helps a group of children with various special needs to draw and paint, partly because this kind of internship is halfway prescribed in her course, though she knows she could still get her diploma without it.
- A farmer in Tajikistan has lost his son, and neighbours help get the harvest in.
- Young activists in Albania try to independently monitor the election results in their country.
- A young man leads a children's football club every Thursday.

Is there a universal form of social behaviour found in all or nearly all cultures in the Region which corresponds to volunteerism? What single thing do all these different forms of volunteering have in common that sets them apart from other forms of social behaviour? Probably nothing. Volunteerism is a diverse family of pro-social behaviour without clear boundaries. Just as we can recognize the facial resemblances in a family even if there is no one feature they all have in common<sup>16</sup>, so we can readily use and understand the word 'volunteerism' without being able to point to one thing which all forms of volunteerism have in common and which is unique to volunteerism.

So, if there is nothing which all forms of volunteerism in the Region have in common, are there at least any systems of classification to help organize our investigation? Here, two related theoretical frameworks can help. One is the framework built up around the World Values Survey (WVS), and the other is an adaptation of Robert Putnam's theory of bonding and bridging social capital (Putnam, 2000).<sup>17</sup>

16. See Wittgenstein's discussion of 'family resemblances' (Wittgenstein, 1953).

17. Of course, there are other important frameworks that can also help understand the state of volunteerism in the Region and beyond. The body of work on the non-profit sector conducted by Salamon and colleagues at the John Hopkins University (Salamon et al., 1999) is one notable example.

The World Values Survey (WVS) provides a substantial theoretical basis backed up by the best empirical dataset on human values available. It provides a broad range of information on sense of community; tolerance and xenophobia; and attitudes to and practice of, amongst other things, volunteering (WVS, 2009). Data comes from representative household surveys carried out all over the world during 1981-84, 1980-93, 1989-1993 and 1999-2004. Data from these periods, termed 'waves,' are integrated into one dataset to facilitate time series analysis. They are provided for reanalysis, free of charge, by interested researchers. From the vast amount of data gathered by the World Values Survey, the research team has managed to identify just two dimensions to explain much of the differences between countries in terms of the kinds of human social values that influence volunteerism: traditional values vs. secular-rational values and survival values vs. self-expression values. This two-dimensional solution means that the countries of the world can be placed on a two-dimensional 'map,' as in Figure 2.

The countries of the Region occupy a relatively small space (light blue line) characterized by survival (rather than self-expression) values and secular (rather than traditional) values. It is also interesting to see that it is hard to separate those Eastern European countries from the Region that have recently joined the EU from the other countries (see Key Terms, 'New EU countries,' p. 14). Another significant observation is Croatia's position on the map, which is nearer to Western Europe than to some countries in the Region. Meanwhile, the Caucasus and the republics of former Yugoslavia are more traditional than the countries of the 'other CIS' subregion (Belarus, Ukraine, Moldova and Russia), which are amongst the most secular in the world.

Since the Region is almost defined in terms of 'transition,' we have to understand the start- and possible end-points of this transition in terms of volunteerism. While a whole sub-discipline called 'transitology' (see Tokés, 1999) has arisen to debate the similarities and differences between processes of democratization in different countries and regions, it has not been very successful in producing testable hypotheses or establishing a base of sound evidence. This is where empirical survey data from the World Values Survey can help. Ideas about what transitions mean in terms of social values and behaviour can be tested against survey data from the last thirty years. Most countries in the Region, as most throughout the world, have developed both socially and economically in this period. What changes in the values relevant to volunteerism have they undergone during this process?

Analyzing the four waves of the World Value Survey data reveals that there are two different trends associated with modernisation. The first is a shift from traditional towards secular-rational values, which is common in societies in which services are provided by the State. This shift is associated with *lower* numbers of people volunteering. However, the other trend is from survival values to self-expression (or 'lifestyle') values, and this shift tends to be associated with *higher* levels of volunteering (Inglehart, 2003). Salomon (2001, p. 15), too, distinguishes between service and expressive volunteering, the latter being much more common in the countries with high self-ex-

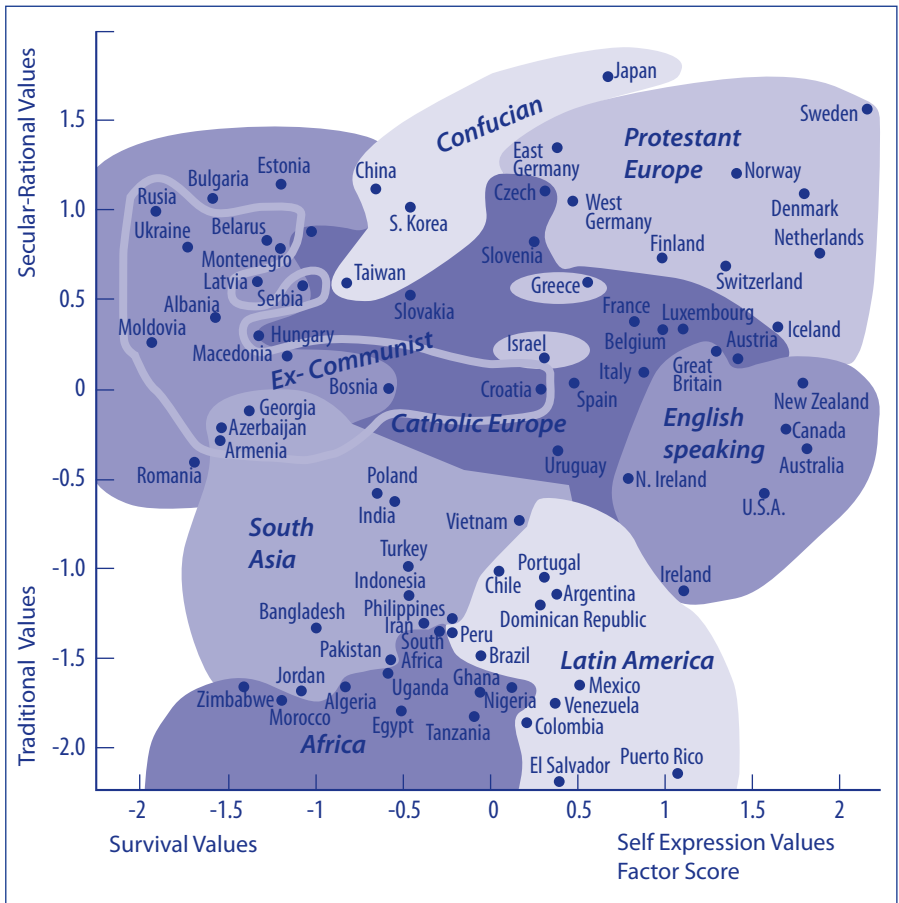


Figure 2. Inglehart-Welzel Cultural Map of the World  
Source: Inglehart, 2007<sup>18</sup>

pression values. Inglehart elaborates further, noting that self-expression values are strongly associated with democratic cultures (2003, p. 58). While many of the Region's countries are already modern in the sense that they are quite high on the "secular-rational" dimension, they have remained relatively low in self-expression values.

## 2.2 VOLUNTEERING AND SOCIAL CAPITAL

Robert Putnam (2000) has made a famous distinction between 'bridging social capital,' in which bonds of connectedness are formed across diverse social groups, and 'bonding social capital' that cements only homogeneous groups. Bonding social capital has positive effects for the members belonging to a closed social group or network, but Putnam argues that it may have negative effects for society, as a whole.

18. The light blue line was added for this report and delineates the countries in the Region for which data is available. The original map was based on the most recent data available at the time it was developed.

As the themes of civil society development, good governance, and their relation to volunteering are so central to our understanding of the Region, we can similarly apply social capital terminology to volunteering in order to consider 'bonding volunteering' and 'bridging volunteering'.

**Bonding volunteering...**<sup>19</sup>

... is volunteering carried out by one member of a social group for the benefit of the social group to which they belong, or for the benefit of another member of the same group.

**Bridging volunteering ...**

... is volunteering which is not primarily carried out in order to benefit a member of the same social group as the volunteer.<sup>20</sup>

These terms are, of course, relative, and depend on how one defines the bounds of a social group. Any particular instance of volunteering is often most readily seen as being at some specific point on a scale going from purely bonding at one end to purely bridging at the other. Nevertheless, the distinction is useful in that it allows us to formulate the following ideas:

Bonding volunteering is more frequent in smaller communities in which people adhere to traditional values, which are more common where a higher proportion of people work in agriculture. The volunteer and beneficiary usually know one another. The volunteer acts from a sense of social obligation so strong that they may not feel their work to be a result of their free decision.

Bridging volunteering is more frequent amongst people who come from backgrounds with higher rates of social mobility and urbanisation (Hausknecht, 1962). Bridging volunteering is more likely to be formalized and 'managed' by an organization. Like the workers in a factory, volunteers are usually interchangeable in the sense that anyone with the right skills is welcome to carry out any particular task. It is a valued component of civic society. Bridging volunteering also tends to be much more visible in the media and is easier to report, assess and quantify. It is therefore quite likely that the extent of bonding volunteering is under-reported compared to bridging volunteering. When the NGO officers and volunteers throughout the Region say "we need to educate people about volunteering and encourage them to volunteer," it is probably in reference to bridging volunteering.

Bonding volunteering is mostly considered to be a virtuous, but *necessary*, response to a problem or deficit, whereas bridging volunteering is seen, at least in the West, as a virtue *in its own right*: The virtue is in the lack of necessity. Bonding volunteering is comparatively more frequent in the Region than in Western Europe. The 'hashar,' 'asar' and 'moba' traditions of Central Asia and

19. Welzel, Inglehart & Deutsch (2005) discuss a rather different operationalization of bridging and bonding volunteering. Unfortunately, their approach is limited by relying on WVS data, which only covers volunteering in the context of organizations. As a result, their coverage of bonding volunteering is restricted in scope.

20. In his typology of volunteering, Justin Davis Smith (2000) actually uses a very similar definition to introduce only one type of volunteering, namely service volunteering. This, however, does not seem consistent with the fact that other types of volunteering, namely advocacy and participation, also benefit others outside the volunteer's social group.

Eastern Europe are good examples of bonding volunteering (see section 3.1). The harsh nomadic life on the Kazakh steppes led to a specific form of social organization that was essential to survival. Great significance was placed on the extended family to the extent that in the Kazakh language, the same word is used for brother and male cousin, just as the same word is used for sister and female cousin. However 'hashar' is driven by a strong sense of social duty that can also transcend direct mutual help to reach out to other communities. In this way, it may also have characteristics of bridging volunteering.

## 2.3 BONDING, BRIDGING VOLUNTEERISM AND DEVELOPMENT

As presented above, UNV describes four types of volunteer activity (UNV, 2009a). This classification helps us understand the vast variety of different forms which volunteerism can take. Mutual aid and self-help are particularly important in the poorer economies, such as some parts of Central Asia where the focus is on survival. Service to others is most important when the State is not strong enough to provide essential services, for example in the health and education sectors. These services were quite strong under socialism, but have suffered since 1990. This is evidenced by the fall in HDI scores from 1990 to 2000 for some countries in the Region.

Participation such as engagement in civil society organizations, school boards and elections is particularly strong in developed countries. Advocacy and campaigning are forms of volunteerism that tend to require new and different skills. While they have always been present in the Region, they are becoming more common and are increasingly taking on bridging volunteering characteristics.

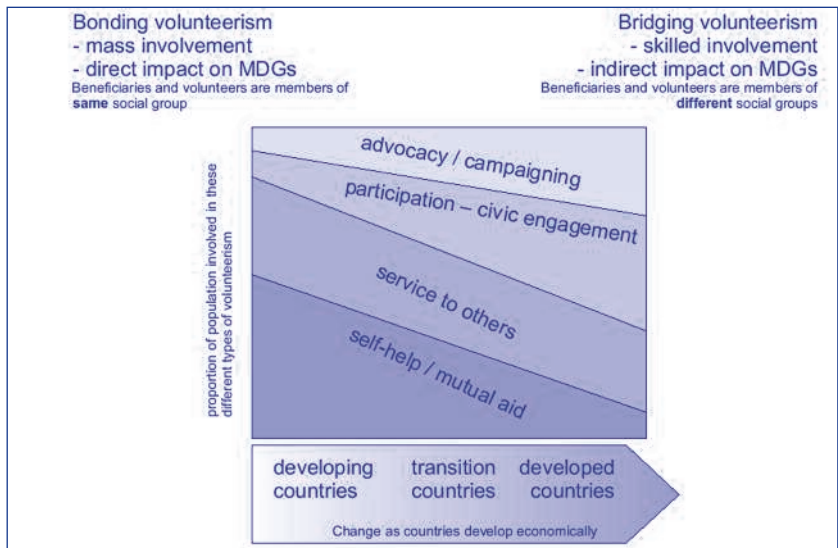


Figure 3. Diagram showing changes in the proportion of volunteerism types as societies develop economically  
 Source: Powell, 2009

The above diagram attempts to link the concept of bonding and bridging volunteerism with the human development approach in relation to the four kinds of volunteering. It illustrates the following points:

- The proportion of people involved in mutual aid decreases most as a country develops economically, whereas the proportion involved in advocacy and campaigning increases the most. The countries in the Region are on average somewhere in the middle, though reference to Figure 1 (p. 18) shows that there are plenty of differences between them.
- Volunteerism in developing countries tends to be *bonding*, i.e. the beneficiaries are part of the same social group as the volunteers. This applies to all four types of volunteerism. For example, even campaigning and advocacy will typically be for the benefit of members of the same group.
- Bridging volunteering is more likely to be carried out by small groups or individuals and tends to require more cognitive and organizational, rather than practical, skills. These activities are likely to have an indirect impact on the MDGs (for example, campaigning to change a law on health provision), as opposed to a direct impact (for example, directly caring for people with AIDS).
- These suggested differences between countries at different stages of transition are multifaceted and modest in size. Although the empirical evidence supports the thesis that transition has common characteristics across countries, each country follows a unique trajectory (Welzel et al., 2003).

One can understand different forms of volunteerism as responses to country context. In a relatively low-income country such as Tajikistan, it may be too optimistic to expect that the State is going to be in a position to secure all necessary food supplies to mountain villages during the winter, and so mutual aid is essential for survival. To the extent that these activities directly benefit those individuals carrying them out, or their families, we would not call it volunteering; however, such activities that primarily benefit others do fall under the UN definition of volunteering.

In Croatia, on the other hand, it makes a lot of sense for volunteers to concentrate their efforts either on persuading the State to extend the quantity and/or quality of social provision, or to complement the efforts of local or national government in functions which it is unable to provide. Of course, harnessing the power of volunteerism to help achieve the MDGs does not detract from or dilute the responsibilities of governments and other duty bearers from their obligations to respect, protect, and fulfil human rights, including the right to development.

Thus, bonding volunteerism at its best puts the principle of subsidiarity<sup>21</sup> into action: Local needs are met by direct local action without local or national government needing to be involved. Community-driven development, which has been adopted as a primary development tool of the World Bank and other development agencies, leverages traditions of bonding volun-

21. Refers to the idea that "functions which subordinate or local organizations perform effectively belong more properly to them than to a dominant central organization" (Merriam-Webster Online Dictionary, 2009: <http://www.merriam-webster.com>)

teering in the way it encourages and enables people who want to make improvements in their own local community.

We can also ask how do volunteers approach volunteerism as society undergoes transition - are they primarily reacting to protect others from the negative effects of transition, or are they being proactive and attempting to anticipate and influence that transition?

Both approaches to volunteerism are equally valid and can contribute to the MDGs and other goals. However, from a functionalist perspective, the more a voluntary action has bridging characteristics, the smaller are the chances of the volunteer personally getting a tangible payback for the action. At the same time, the circle of potential beneficiaries widens - from the immediate family to the community, an ethnic group, a nation state, regionally or even internationally. Bridging volunteerism is functional for wider communities, helping to care for beneficiaries who might slip through the net of the shorter-term and more local cost-benefit calculation, which drives bonding volunteerism. However, the reduced potential payback for individuals associated with bridging volunteerism implies that these broader communities need to employ other means to encourage it, such as social popularization, appeal to a religious imperative, or an attractive universalist ideology, such as environmentalism.

What counts as volunteering varies all over the world (Handy et al., 2000). In the Western concept of volunteering, of many things which are insisted upon, one stands out: that the voluntary work done should not be done to benefit oneself. Unpaid work that primarily benefits one's own family does not, from this perspective, count as volunteering for three related reasons:

- home care of the sick and elderly and many other tasks traditionally done by women have historically been neglected for their value, particularly in patriarchal societies,
- this work can be seen as not being done voluntarily because it may stem from a duty of the individual,
- this work might be seen as indirectly benefiting the individual doing the work, in the family network of duties and responsibilities, work done in one context is work owed in another.

In other words, bonding volunteerism is often considered in the West not, by definition, to be 'real' volunteerism. In the *Handbook of Economic Sociology*, voluntary work is defined as work involving "no contractual, familial or friendship obligations" (Tilly, 1994, p. 291). Amongst many experts, especially those associated with social capital theory, bonding volunteering is sometimes understood to be the enemy of bridging volunteering. For example:

*"Owing to mistrust and poor social capital, most citizens in post-communist countries establish bonds and trustworthy relationships within private circles and distance themselves from the public dimension of social life, i.e. the arena of civil society. This threatens the very existence of a public sphere of civic engagement and renders the task of promoting citizen participation more difficult for CSOs." (Fioramonti & Heinrich, 2006, p. 19).*

One problem with applying these definitions outside the West is that ‘the family’ does not have such clear, narrow boundaries; ‘private’ is not so easy to distinguish from ‘public’; and ‘work’ is not so clearly separated from ‘private life.’ In a village, one individual might be related to the majority of inhabitants.

Not only that, but some communities go out of their way to magnify and extend family-like networks of mutual-help rights and duties by creating additional, artificial family ties. In Moldova, for instance, each person receives not only a whole array of ‘godparents’ at birth, but again at marriage; the couple choose another dozen or so friends and relations to form a second set of godparents. It is a frequent practice throughout the Region for these kinds of permanent links of reciprocity to be sealed with very substantial gifts or money. These ties of “chosen family” represent guarantees of mutual help that, when measured against the experience gathered over generations, might prove a more lasting guarantee against the consequences of war, financial crises, and revolution than trusting in State or commercial insurance policies.

At the same time, while newer forms of volunteerism associated with self-expression often do not involve material self-interest, they may be much more self-centred than the kind of humble observance of duty associated with bonding volunteering.

How little must self-interest be associated with unpaid work for it to count as volunteerism? Does it matter? For expansion of human development in the Region, it generally does not matter whether unpaid development work counts as volunteerism or not. What matters is that it is development work that is effective. What counts are the risks and benefits of pushing this kind of development, as opposed to development through State services.

## 2.4 ONE MORE MODEL: FUNCTIONAL APPROACH TO MOTIVATION

People are motivated to volunteer for many different reasons. Past volunteer experience is also an influencing factor (Clary et al., 1998). The fit between volunteer’s motivation profile and the characteristics of a volunteer placement affects how attractive a placement appears to the volunteer. Attempts to motivate citizens to volunteer must take into account these different motivational profiles (Stukas et al., 2007).

There are hundreds of research studies on volunteer motivation within individual countries and across cultures within countries (Dolnicar & Randle, 2005), and some which study volunteer motivation across different small groups of countries (Ziemek, 2006). However, there are very few that analyze different kinds of motivation to volunteer across any range of countries relevant to the present report. Van de Vliert et al. (2004) analyze altruistic versus self-serving motives to volunteer in many countries, including some from the Region. However, research for this study uncovered none that analyzes the differences in any full spectrum of motives to volunteer (such as those provided by Clary et al.) across any significant number of countries within the Region.

### 3. VOLUNTEERISM FROM THE PAST TO THE PRESENT

THIS CHAPTER LOOKS AT DIFFERENT FORMS OF VOLUNTEERISM THAT HAVE BEEN TYPICAL IN THE REGION FROM THE PAST TO THE PRESENT DAY. IT STARTS WITH A BRIEF LOOK AT DIFFERENT WORDS FOR VOLUNTEERING, AND CONTINUES WITH HISTORICAL VOLUNTEER RESPONSES TO WAR AND DISASTER. THE FINAL THREE SECTIONS LOOK AT VOLUNTEERISM BEFORE THE SOCIALIST ERA, DURING THE SOCIALIST ERA AND, FINALLY, DURING THE TRANSITION.

Each country has its own specific traditions of community mutual support that existed before socialism. Some of these extended to volunteerism as we understand it and, in most cases, there are at least traces of them left today. Understanding the traditions of volunteerism that have existed in the countries of the Region is essential in order to understand what volunteerism means for their citizens now, and where the greatest opportunities lie for leveraging volunteerism to help achieve the Millennium Development Goals.

#### 3.1 WORDS FOR 'VOLUNTEERING'

In all the countries of the Region, there are several words that can be used to translate 'volunteering' and 'volunteerism,' each with its own set of connotations. Usually, there is an indigenous word that is close, but not identical, in meaning to 'volunteer,' i.e. to offer to help from one's own free will. For instance, the term in Azeri for 'volunteer' has the equivalent '*könüllü*,' which is derived from the words 'good will' and 'willingness.' Often, some form of the word 'volunteer' is used without translation. For example, two Macedonian words - '*dobrovolec*' and '*volonter*' - both translate into the English term 'volunteer.' '*Dobrovolec*' means 'person acting out of free (good) will.' Both words can be used to refer to individuals who do work or provide services of their own free will and without being paid. However, the words have different connotations. In general, the international word 'volunteer' is used most frequently by the NGO community. In some countries, such as Kazakhstan, the Russian word '*dobrovolec*' is also used, which can imply a negative connotation if the hearer is suspicious of Russia, and a positive one if not.

Then, there also are many other words which refer to specific, indigenous forms of volunteering, such as the commonly used '*asar*' and '*hashar*' (Nikonova, Rudaz, & Debarbieux, 2007), which are covered in more detail in Section 3.3. Some of these words may also have religious connotations, such as the word '*savob*' in Tajikistan, which means working towards one's salvation and is used for a religious form of *hashar*.<sup>22</sup>

22. Based on information provided by VSO Tajikistan and the national volunteering report that was submitted for this study in 2008.

Which challenge has recently involved the most citizens in voluntary activity in the Region? The answer, during both socialism and the transition, is almost certainly war.

On the one hand, there was massive popular involvement in militaristic and nationalist movements, not to mention volunteers for the army. Of course, these examples do not fit into the definition of 'volunteerism' used for this study because they were neither peaceful nor respectful of the human rights of other groups (Pollock, 2001), nor did they contribute to the MDGs.

On the other hand, the humanitarian response to the consequences of war, alone, has involved enormous numbers of people.

In Azerbaijan and Armenia, the first mass volunteer movement since independence appeared at the beginning of 1992 in connection with the Armenian-Azerbaijan/Karabakh conflict. Many people helped refugees and internally displaced persons, for example, by providing them with temporary living shelters; assisting in shelter construction; taking care of the young, elderly, and injured; and collecting clothes.

Many refugees - for example, from the war in former Yugoslavia - were unwillingly exposed to finding out how much help one can expect from these ties of biological and 'chosen' family and friendship, on the one hand, and anonymous charity, on the other. Massive numbers of people (for example, in Serbia and Croatia) were involved in volunteering to look after refugees. During that conflict, 300,000 Bosnian and Herzegovinian refugees were accepted in Croatia.

In Tajikistan, the 1992 civil war affected the development of the whole country. Amongst local and international VIOs, some expanded operations in response (Aga Khan Foundation), whereas others were delayed indefinitely (Peace Corps).

Some of the strongest new VIOs in the Region have arisen out of spontaneous responses to natural disasters. An example highlighted from the best practice review conducted in Armenia for this report is Pyunic. Founded in 1989 to help children who were injured by the 1988 Spitak earthquake, Pyunic continues to serve disabled Armenians, including a new generation of those disabled during the Karabakh war.

Preparedness for possible future disasters is an area in which CSOs can make very meaningful interventions, an opportunity which has been taken up by the International Federation of Red Cross and Red Crescent Societies amongst others.

Every year Tajikistan [...] is the site of up to 50 natural disasters – earthquakes, mud and landslides, floods, droughts or cold waves. Complementing the efforts of the State and other organizations, the Red Crescent disaster response teams (DRT) [...] help people overcome the crisis. ... "There are only 12 of us in the team and we know that without volunteers from the local community, we will not be able to put together a good operation," notes Nigora Sharifova, a 44-year-old nurse from the local hospital. (ReliefWeb, 2008)

### 3.3 VOLUNTEERISM BEFORE SOCIALISM

#### **Hashar and asar**

The traditions of hashar and asar, which both refer to joint assistance of a village community to any family in need of help, have been common in Central Asia for at least several hundred years. These practices go back to before the introduction of Islam into the Region (Nakipova, 2008).

According to the Tajik Soviet Encyclopaedia (Tajik Academy of Sciences, 1988), hashars were organized by separate individuals or community members. In times when a person could not manage to gather the harvest, build a house, or plough the land, they would organize a hashar. A person hosting a hashar was responsible for providing meals during the day(s) until the work was completed. Being in need of help had a wider meaning than being in exceptionally dire straits. For example, hashars or asars could be used to call for help to build houses, gather crops, or prepare for a wedding.

Primarily found in ethnic rather than Russian regions, hashars continued during Soviet times, and can be found in rural regions to the present day. It is self-regulated and no village authority is required to decide who receives hashar on a specific day. If two families require hashar on the same day, then they resolve the time conflict by mutual agreement.

Very often, community members organized a collective hashar to carry out some kind of public work (e.g. digging out a ditch, fixing a road or cleaning a pond). In this case, participants were responsible for providing their own meals. This type of volunteerism is still commonly found in Tajikistan. Although best known in Central Asia, similar forms exist in Eastern Europe. For example, a very similar tradition in Bosnia-Herzegovina is called 'moba'.

#### **Charity and volunteering**

A very early written reference to volunteer work in the Region can be found on the mosaic floor of the atrium in the bath house at the pagan temple of Garni in Armenia. The building dates back to the 3rd century A.D. The inscription in Old Greek, which can still be made out today, is: "We worked without pay." These words can probably be best understood as an expression of good will, as a complaint would probably not have been fitting in this royal palace.

In most of the countries, religious institutions were amongst the first to provide an organized structure for charity and volunteerism. Although charity purely in the sense of giving money is not considered to be volunteerism, giving of money (often historically on the part of the better-off towards the less well-off) is usually surrounded by volunteerism. Firstly, the charitable organizations themselves are often run by volunteers and, secondly, these organizations frequently implement voluntary activities. Prof. Bajram Mediaj testifies to the long history of voluntarism in Albania:

*“Voluntarism has become a basic feature of coexistence, part of culture and a mentality of our society. It is a manner for the individuals to testify their humanity ... voluntarism and all the elements entangled with it were regulated by rules and laws of ethics and behaviour. Voluntarism has gone through judicial regulations and was presented as a legal institution. Not only in the regional canons such as the Canon of Lek Dukagjini (15th century), Canon of Skenderbeg, Canon of Dibra, but also in civic craftsmen Statutes, voluntarism, civic help and support had their legal regulations, being treated as usual phenomena. A quick investigation of the canons and statutes of that time shows that voluntarism was judicially and legally elaborated, its contents functions and target groups were detailed, so was its status and nomenclature.” (Mediaj, 2003, p. 1)*

Secular forms of charity often, but not always, associated with patriotic movements became more common during the nineteenth and twentieth centuries. In Armenia, charitable organizations started to take shape during this period along with the influx of refugees and orphans from the Ottoman Empire before and after the turn of the last century.

Women took a leading role in developing charity and volunteerism in the Region, particularly in Russia. The Russian Empress Catherine the Great (who reigned from 1762 to 1796) and later Empress Maria Fedorovna declared themselves to be philanthropists. They founded numerous charitable institutions and started the Russian system of social charity and orphanage. Charity and volunteerism in Russia before the October Revolution in 1917 had a tradition of civic and democratic leanings. For example, the Russian Female Charitable Society of Mutual Help at the beginning of the 20<sup>th</sup> century provided vocational training and an employment bureau for women, in addition to a housing advice group. The Russian Female Charitable Society of Mutual Help received the Gold Medal for Charities in 1900 at the World Fair in Paris (Liborakina, 1996).

In one of the largest Moscow charitable organizations, the Society for Care of Children in Need, volunteers collected donations and visited poor families and people in need. At the turn of the twentieth century, there were thousands of charitable establishments in Russia.

Importantly, however, these developments were not restricted to Russia. For example, there were around sixty women’s voluntary organizations in Croatia during the period up to World War I.

After the October Revolution, the Bolsheviks attempted to integrate and appropriate existing forms of unpaid labour. The scale and content of hashars increased in some cases. For example, the Vaksh Irrigation System in Tajikistan was built using this type of unpaid labour, as were some small power stations (e.g. Varzob Hydropower Station), canals (e.g. Big Ferghana Canal), roads (e.g. in Pamir), and so on (Asimov, 1988).

Throughout the Soviet Union, a '*subbotnik*' was (and still is in some of the successor States) a day of unpaid work, usually carried out on a Saturday.<sup>23</sup> The name comes from the Russian word for 'Saturday'. Communist *subbotniks* became obligatory political events in the Soviet Union and its satellite countries, and an annual 'Lenin's Subbotnik' was regularly held around Lenin's birthday on 22 April (Asimov, 1988, p. 376).

At the same time, independent social movements were outlawed in the Soviet Union. Charity foundations were created only under government auspices and had emphatically political aims. Lenin forbade secular charity as early as 1923, calling it a bourgeois phenomenon. Volunteerism was harnessed in the name of helping communist movements across the world, 'oppressed' workers of various countries, but not primarily needy people in the former Soviet Union (Nakipova, 2008). Some aspects of Communist solidarity explicitly favoured bridging over bonding volunteerism, denigrating bonding volunteering as pre-modern. However, these forms of Communist solidarity had collapsed by the end of the 1980s.

Some forms of 'voluntary' action amounted to human rights abuses. For example, the Chernobyl nuclear disaster in the Ukraine is an example of mass response during the previous regimes. Many people were recruited or volunteered to participate in the rescue operation without being informed about the risks of exposure.<sup>24</sup>

One of the most notable so-called volunteering movements of Soviet-era Kazakhstan was the Timurov movement, which saw young pioneers provide social help to the families of soldiers serving on the front and to displaced children (UNDP, 2008d).

It is very difficult to make any general statement about how people felt about such practices, as the answers vary not only from country to country, but even from individual to individual. A large, but different, proportion of the population in each of the Region's countries did identify with these activities and were proud of them. There is considerable nostalgia now, especially amongst some of the older generation, and especially (but not only) in former Yugoslavia for the order, fellowship and collective purpose which they associate with those events.

23. In some countries, there were also '*voskresniks*' (from the Russian word for 'Sunday').

24. Based on an interview with independent analyst Sandu Frunza, working with Service for Peace, about the situation of volunteerism in Moldova during and post-Soviet period. The interview was conducted in Chisinau on 07-12-08.

Although the regimes in most countries of the Region insisted on monopolizing the philanthropic and voluntary activity taking place, the picture was a little more mixed in the republics of former Yugoslavia. In Yugoslavia during this period, for example, it was possible to volunteer in the Red Cross and in people's kitchens (organized mainly by different churches) in order to prepare and serve free food for poor people. Yugoslav forms of community mutual help characteristic of the villages and small towns (where everybody knew each other), such as help with the harvest or in building a family house, also continued in parallel to the official system. This was in keeping with the more flexible attitude to private property in that country. Mass work actions began at the start of the republic (in the period after the Second World War), when mainly young people contributed voluntarily to the reconstruction of the country. "Our men, women and youth gave [...] in 1947, 6,122,886, and in 1948, 13,168,009 voluntary work days, the value of which in money amounts to 4 billion dinars. In the action against the problem of illiteracy, 11,543 women and youth participated as volunteer teachers." (Bagić, 2006)

This work continued with semi-voluntary home defence activities ('Everybody for defence and protection') in the spirit of Tito's famous saying, "We will live as if there will be peace for a hundred years, but we will prepare ourselves as if there will be war tomorrow." These activities are generally well remembered throughout the former Yugoslavia.

Large numbers of foreign volunteers were also involved in youth summer work camps, which contributed to increasing the standing of Yugoslavia in the eyes of Western youth, as well.

In Albania, massive youth 'voluntary work' projects, including so-called 'Ever days,' helped to stave off the worst effects of the increasing economic crisis, especially after the death of Enver Hoxha in 1985. During and particularly towards the end of the regime, the most characteristic form of such activity was short-term (from a day to a couple of weeks) mass campaigns of physical labour that mostly involved young people. A recent report on youth volunteerism in Albania, where the regime was particularly harsh, points out that most of the older people who had participated in compulsory youth mass work programmes actually had very warm memories of them (Gjeka, 2009). It was the present-day youth who were more contemptuous.

So, this kind of 'volunteerism' played a very significant part in the life of the Region's people, and a significant proportion of the infrastructure was built in this way. But was it volunteerism? What motivated people to participate, to the extent that they had any choice at all?

The youth volunteerism study on Albania mentioned above points out:

*"There are two views related to this issue. First, there are those who argue that volunteerism was used as a means to cut costs and enslave the people in a country which was isolated and had to produce and live with its own efforts and resources. The second opinion supports the idea that volunteerism was a solution to respond to the problems affecting the country at that time: destroyed and underdeveloped by consecutive wars through many centuries, as well as religious and geographical division." (Gjeka, 2009, p. 14)*

The study isolates six types of motivation that were important during the time:

1. Socialising
2. Propaganda / love for the country
3. Sense of community
4. Emergency situations
5. Fear of the consequences of not participating
6. Obligation

A related form of 'volunteerism' was longer-term manual work placements for students. This was considered by the regime to be part of their studies and to represent something like "giving back" to the society, which provided secondary, higher and post-graduate education free of charge.

### **Unofficial and semi-official initiatives**

In spite of central control being the norm all over the former socialist bloc, there were some examples of more independent volunteerism initiatives. Often those were centred on protection of the environment. In the 1960s, a voluntary movement for architectural restoration was founded in Russia, which later continued to operate within the framework of the All-Union Society for Protection of Monuments of History and Culture. In the mass media of that time, appeals for help with voluntary work were often published, and volunteers went to work during weekends to preserve, for example, unique constructions of a museum-ensemble in Tsaritsino. Other interesting examples are voluntary teams for wildlife preservation, which were created in the early 1970s through natural science departments of various universities in the former Soviet Union. These teams, which could be considered to be amongst the first NGOs in the Soviet Union, were engaged in fighting illegal hunting and forestry.

During Perestroika, the Russian environmental movement was able to mobilize thousands of citizens to sign petitions and demonstrate with some success against further development of the country's nuclear power industry and against hydroelectric power stations and gas pipelines (Proskuryakova, 2005, p. 70).

Some scholars believe that the semi-legal and underground environmental movements that grew during the 1980s played a key role in mobilising grievances against governments at that time, as well. While many of these movements were absorbed into the new power structures or disappeared after the transition, others remain active. 'Memorial' (Memorial, 2009) is a movement which arose during the years of Perestroika. Its main task was keeping alive the memory of political persecution in the former Soviet Union. Now, Memorial provides assistance to former political prisoners through its network of regional associations, which are also composed of former camp inmates and their families. "Memorial" receives financial support from international sources, private donations and business circles, as well as from the Russian government. Volunteering is regular; commitment is long-term. There are around 10,000 active volunteers, mostly men.

It is important to emphasize that “the transition” is a never-ending process. Volunteering in some of the Region’s countries may bear the hallmarks of socialism, with strong state sponsorship and central control of volunteering. The years since 1989 have meant war and economic crisis for many. For example, between 1992 and 1996, Tajikistan’s gross domestic product shrank by a factor of more than three. The long-term effects of war in the Region include continuing tensions between communities (with implications for volunteer involving organizations), increased numbers of disabled people, large numbers of single mothers and orphans, economic stagnation and, in some cases such as Bosnia and Herzegovina, a continuing political stalemate and a leadership that maintains a strong grip on policy and government structures.

In countries such as the Russian Federation and Kazakhstan, where there was less of a clear break with the past, there tends to be greater continuity with past practices in volunteerism. For example, one of the most remarkable initiatives in the Region is the “Spring Week of Good,” which is held in Russia during April. Its precursor, the ‘All-Union Lenin Communist Subbotnik,’ included collecting winter garbage from parks, streets and yards and cleaning facilities; collecting metal scrap and old paper; giving concerts in hospitals; and other semi-voluntary actions. After the collapse of the regime, this habit continued as a more voluntary, occasional spring cleaning action in various regions. In Moscow during 1992, for example, it was called ‘Easter Charity Week’ and later, in 1997, evolved into organized annual all-Russian activities for ‘World Youth Service Day’ and ‘Spring Week of Good.’ These events are still held in April, during the third or fourth week. They thus act as a transformation of an explicitly Communist tradition (both in its iconography and also in its mass-activity nature) coupled with an event from the Christian calendar. At the same time, these initiatives also explicitly promote a primarily secular message of ‘doing good’ for the benefit of the larger community.

Other important activities that provide a volunteer context, and which are relevant both in the Region’s traditional and more developed areas, are the regular, short-term events rooted in culture and involving different organizations. They often are held in support of some aspect of social development, such as a day of poverty, day of hunger, day of blood givers, first aid competition, education for all, etc. While these kinds of campaigns are ‘formal’ in the sense that they tend to be regular, officially sanctioned and well organized, they are ‘informal’ in the sense that the majority of volunteers have a loose, limited and short-term commitment to the campaign.

Azerbaijan has many examples of these kinds of events: celebrating national holidays (*Sabantuy*), having New Year parties, holding concerts and musical/dance performances, etc. Such events are particularly popular amongst minorities and, through ticketing and donations, also provide charitable and voluntary support to disadvantaged people in the local communities.

These kinds of events have also been specifically leveraged by modern campaigns.

A tree-planting campaign “tree day” in the former Yugoslav Republic of Macedonia gathers large numbers of people together in a huge one-day action. The purpose of this initiative is to plant more than 2 million tree seedlings corresponding to the population of the Republic of Macedonia in a single day. This campaign was first organized on March 12, 2008. This is a civic initiative by several famous actors, musicians and singers. It is completely supported by the Government of the former Yugoslav Republic of Macedonia, the EU representative office in the Republic of Macedonia, the Assembly of the Republic of Macedonia and ZELS (Association of Local Self-Government Units). Volunteers have organized transport to previously selected places where they plant their tree. The action day is an official holiday, and all tree seedlings are provided by the government. (Meritor Media, 2009)

Armenia’s ‘Days of Good Will, Good Deeds and Good Results,’ initiated by the International Federation for Electoral Systems (IFES)/Armenia and held during the autumn from 2001 to 2003, encouraged the volunteer movement and NGO activities as effective means of bringing communities together to solve local problems. The event gave the Armenians an opportunity to be active citizens and to make their contribution to the community development process, united by the principle of volunteerism. It was supported by various groups within Armenian society, and was highly successful: In total, 1,637 events were held, with 166,850 participants. The number of activities and participants increased by over 50 percent during the programme’s 3-year existence. Unfortunately, the programme was terminated after USAID withdrew funding in 2003.

In Kazakhstan, some of the old traditions have been revived after the Soviet era. For instance, the Court of Elders — a feature of nomadic tradition — stopped functioning under socialism, as it was supplanted by the state judicial system. It has since re-emerged, and has been expanded into a national institution, the Council of Elders (*‘Ulagat’*), which was established in 2003. This Council works in close cooperation with state agencies, public and religious associations and local governance institutions to facilitate the resolution of social conflicts between ethnic groups. The Council consists of different representatives of national cultural centres, associations, veterans and the most respected members of the community, who work on a voluntary basis.<sup>25</sup>

In the West of the Region, the break from the past was somewhat more radical overall. During the wars in Bosnia and Herzegovina, Croatia, Kosovo and Serbia, which heralded the break-up of the former Yugoslavia, many NGOs sprang up to deliver humanitarian and psychosocial help. Some involved volunteers, whereas others were more exclusively professionalized. The amount

25. Based on information from ‘Political Education’ website: <http://www.mank-taldyk.kz/rus/assembly/molod/ulagat>

of international money available to fund this kind of work had a decisive influence on the development of civil society in these countries. To this day, it remains quite donor-driven and, in many cases, lacks roots in the general population (Fioramonti & Heinrich, 2006).

It seems that, overall, volunteerism in the Region before 1989 was actually more widespread, better integrated into the society and better accepted than now. On the other hand, there was more compulsion involved and, in many instances, it was associated with limited adherence to basic human rights principles. The transition has caused a gloomy light to be cast on the mass work actions of the past, which were in fact enjoyed and celebrated by many.

Perhaps it is hard, especially from the mind-set of many young people today, to understand how some people in the past enormously enjoyed doing hard work they were more or less forced to do. The idea of working for free might now seem like an insult to one's sense of individual freedom, but this is a sentiment which was not so well developed in the Region in days past.

### 3.6 THE WAY FORWARD

In order to promote volunteerism as a means to reach the Millennium Development Goals, strategies should be differentiated according to the audience. For those who have positive associations with volunteerism from socialism, strategies can emphasize and build on those positive images and experiences. For those who have negative associations, there are two further options. Some have taken part in an upsurge of interest in volunteerism as a part of rebuilding civil society under the sign of a new national identity and as a reaction to the years of communism. Those who are not attracted by either of these types of movements might be better addressed by programmes and messages that emphasize individual freedom and the opportunity to express oneself.

Nearly all the countries in the Region have quite recently been through experiences of war, revolution or natural disaster. The dramatic events and changes experienced by many people in the Region during the last 30 years show that, especially in times of social stress, nearly everyone will engage in bonding, and perhaps bridging, volunteerism.

## 4 VOLUNTEERING IN NUMBERS

THIS CHAPTER PRESENTS SOME DATA ON VOLUNTEERING AVAILABLE FROM CROSS-COUNTRY SURVEYS. THE FIRST SECTION LOOKS AT THE SOURCES OF DATA AVAILABLE AND LOOKS AT HOW COUNTRIES IN THE REGION COMPARE WITH COUNTRIES IN THE EU. THE SECOND SECTION ASKS WHETHER THE COUNTRIES IN THE REGION CAN BE CLUSTERED ACCORDING TO THE KINDS OF ORGANIZATIONS FOR WHICH THEIR CITIZENS TYPICALLY VOLUNTEER AND, CONVERSELY, WHETHER THERE ARE TYPICAL CLUSTERED KINDS OF VOLUNTEERISM THAT CAN HELP TO DISTINGUISH THE COUNTRIES. THE FINAL SECTION LOOKS AT SOME TRENDS IN VOLUNTEERING ACROSS THE REGION.

### 4.1 REGIONAL PERCENTAGES OF PEOPLE VOLUNTEERING

It is notoriously easy to have an opinion about the differences between societies, and equally difficult to get anywhere near the truth.

One approach to estimate how many people volunteer, is to ask CSOs how many volunteers they have. If the number of CSOs is known accurately, then it is possible to estimate the total number of volunteers working through CSOs. For example, a 2006 study conducted in Kazakhstan by the NGO ARGO and commissioned by the Ministry of Culture and Information revealed that over 85 percent of NGOs use the services of volunteers, either on a permanent or on a part-time basis. Government estimates suggest over half of the nearly 200,000 people working within the NGO sector are serving as volunteers - quite a substantial workforce. The Civicus Civil Society Index (CSI) study for Russia quotes state statistics, which put the number of NGOs as high as 600,000, and also estimates the number of organizations operating unofficially as "at least as many" (Proskuryakova, 2005, p. 73).

However, there are obvious difficulties with this approach. It may underestimate the numbers who volunteer in two ways: In many countries, a large percentage of civil society organizations and initiatives are not registered with the government and may be hard to locate. Secondly, it leaves unanswered the question of how many people volunteer completely outside the context of organizations. The Civicus CSI employs an advisory group in order to estimate the breadth and depth of civil society in a range of countries across the world. The advisory group members for Russia concluded that "[...] community action is often underestimated in opinion polls, especially those of international organizations." (Proskuryakova, 2005, p. 24).

A useful complementary approach is to conduct representative surveys of the general population and ask them whether they volunteer and, if so, how much and for what organizations. This approach is taken by the World Values Survey, addressed earlier, and by the Civicus CSI, which amongst other tools employs population surveys of citizen engagement.

However, even professionally conducted surveys for the same country in a similar time period reach wildly different results. For example, as the Civicus CSI report for Russia discusses (Proskuryakova, 2005, p. 23), the results from a USAID survey for Russia indicate levels at around 2 percent of adults who sometimes volunteer, whereas a survey on individual towns with a more inclusive definition of volunteering gives levels up to 70 percent. Kinds of volunteerism uncovered in this latter survey were, for instance, looking after the elderly and helping to paint a local school. Clearly, definitions of volunteerism have a significant influence on these discrepancies, although they do not explain them completely.

When surveys of volunteerism use a broader definition to include 'hidden volunteering' (i.e. on the one hand, informal civic activism and, on the other hand, more traditional forms of volunteering not organized by modern CSOs), they conclude that much higher percentages of the population volunteer. This discrepancy is well documented in Russia. Reasons given include mistrust of NGOs and the idea that philanthropy is an essentially private activity.

Comparative surveys that use the same methodology across different countries do not help us to deduce absolute levels of volunteerism, but they do at least help illuminate differences between countries - providing that the translations used are comparable. However, as noted in Section 3.1, there is a variety of different words in each country for describing volunteerism, and some of them have strong positive or negative connotations. Thus, even data on differences between countries cannot be completely relied upon.

In short, "hidden volunteering" which takes place outside the context of modern non-governmental organizations probably dwarfs the kind of volunteering which takes place within them.

A comparison of WVS and CSI data, for example, reveals little consistency between scores for the same country: CSI gives the percentage volunteering in Russia at 50 percent, compared to 6.5 percent for WVS. In general, WVS gives lower estimates, which is to be expected since the questions posed in WVS ask specifically about volunteering for specific organizations and so exclude hidden volunteerism that takes place outside of organizations.

However, the WVS data can still be used to answer a number of questions about volunteerism, for which the focus is neither on the absolute percentages in each country, nor on inter-country comparisons (which may be subject to problems with different translations of the key terms, or with differing methodologies). The WVS data can, however, indicate which population sub-groups in one country are engaged in which forms of volunteerism, and this we shall examine more clearly in the following sections.

The Civicus CSI and the WVS data include questions on a range of different forms of volunteering, primarily through organizations. So, they cover the second form of volunteerism - service to others (see Chapter 2). The first form, mutual help, is not covered very well in the data, nor is the third form - participation / civic engagement, such as holding office in a local community. However, there is another set of questions on civic activism which we can use to cover the fourth type of volunteerism - advocacy and campaigning.

Countries	CIVICUS Civil Society Index 2009 Percentage of population:		World Values Survey 1999-2004 Percentage of population:		
	member of CSO	taken part in collective community action	volunteer	volunteer with at least one organization	member of at least one organization
Albania				54.1%	67.4%
Bosnia and Herzegovina				22.6%	36.2%
Croatia	35% one CSO	20% participated in community activities	38.4%	17.5%	37.8%
The former Yugoslav Republic of Macedonia	13.71% more than one CSO	28.5% participated in community meetings	32.1%	31.5%	45.7%
Montenegro	45% more than one CSO		18%		
Kosovo					
Serbia	56% one CSO	17% participated in community meetings	43%	9.6%	30.6%
Armenia	21% one CSO	13% participated in community meetings	9%		
Kyrgyzstan				15.5%	39.7%
Belarus				15.4%	43.8%
Ukraine		48.4% participated in community meetings or community activities	57%	10.6%	32.6%
Moldova				34.2%	41.3%
Russia			50%	6.5%	32%
EU-new <sup>28</sup>				18.6%	30.4%
EU-old <sup>29</sup>				28%	52.9%

Table 2. Comparison of estimated percentages of volunteering populations between the World Values Survey and the Civicus Civil Society Index\*  
Source: Civicus, 2009

This fourth form of volunteering includes spontaneous, informal activism, and is controversial amongst scholars of social capital. Most famously, Robert Putnam (2000) sees involvement in spontaneous and ad-hoc activism as being one reason for the decline of social capital, rather than a part of it. Welzel & Inglehart (2006) challenge this criticism on the basis of the World Values Survey data. They argue that while it is true that not all forms of non- or semi-formal activism benefit the wider public, exactly the same can be said of social capital, in general, and of membership of formalized volunteerism associations, in particular.

Secondly, they show that some forms of spontaneous voluntary action are more strongly associated with other civic values than is membership of formalized voluntary organizations (Welzel & Inglehart, 2006, p. 134). Moreover, using time-series data, they show that this kind of civic action (or rather, the self-expression values which drove it) in the 1990s is actually a predictor of

\* Only countries for which data is available are shown.

good governance in 2000, whereas membership in traditional volunteer organizations was not. In other words, those countries in which the population was democratically-minded and took part in activism actually improved their standard of governance in subsequent years in comparison with other countries.

So, civic action as a complement to government policy can be a key to countries successfully managing transition and ensuring that continuing human development remains a focus of policy.

The 1999-2004 WVS data for these questions is reanalysed in Table 3. The percentages of the population engaging in civic action are broadly similar to the sort of ranges reported for volunteering. The level of participation in the Region is generally lower than in the old EU countries (see 'Key Terms' for listing), though levels in the republics of former Yugoslavia, together with Moldova and Albania, are quite high. Next comes Russia, but in the rest of the Region (as covered in the WVS) the reported levels of civic action are very low.

Overall, it can be said that people in the Region are less likely to be members of an organization than people in the old EU countries. Perhaps surprisingly, according to the WVS data for 2004, they are also more likely to be members of a civil society organization than people in the new EU countries).

	Percentage of population belonging to at least one organization	Percentage of population doing unpaid work for at least one organization
Albania	67%	54%
Republic of Moldova	41%	34%
Macedonia, the former Yugoslav Republic of	46%	32%
EU-old	53%	28%
Bosnia and Herzegovina	36%	23%
EU-new	30%	19%
Croatia	38%	18%
Kyrgyzstan	40%	16%
Belarus	44%	15%
Ukraine	33%	11%
Serbia and Montenegro	31%	10%
Russian Federation	32%	7%

Table 3. Percentage of population who are members of at least one organization and who do unpaid work for at least one organization\*  
Source: Powell, 2009

How do levels of different forms of volunteerism compare overall between the Region and the European Union? According to the World Values Survey data for wave 4: 1999-2004, the numbers of people volunteering in organizations (both in terms of the percentage who do at least one kind of unpaid work, and in terms of the average number of kinds of unpaid work done by

\* Arranged by descending order of the second column (WVS wave 4: 1999-2004)

each person) in most of the countries of the Region is somewhat lower than in the old EU 15, but actually higher in Albania, Moldova and the former Yugoslav Republic of Macedonia (Inglehart, 2003, p. 65). This finding is broadly backed in the Civicus Civil Society Index (Firomonti & Heinrich, 2006), which finds that the differences in civil society between post-communist states and Western Europe are of degree, rather than of nature.

## 4.2 WHICH FORMS OF VOLUNTEERING ARE MOST POPULAR, AMONGST WHO, AND WHERE?

The answer to this question would be very complicated, if we did not first group the countries into clusters of countries based on how people volunteer. The clusters consider which of the Region's countries are similar to one another in terms of the kinds of volunteering, and also indicate which major kinds of volunteering are prevalent in the region.

The WVS wave 4 data includes a number of questions listing different types of organizations for which citizens volunteer – religious, sports, social welfare, etc. In this way, countries were clustered into larger groups based on data about the types of organizations for which their citizens volunteer. The types of organizations were also clustered into groups according to the

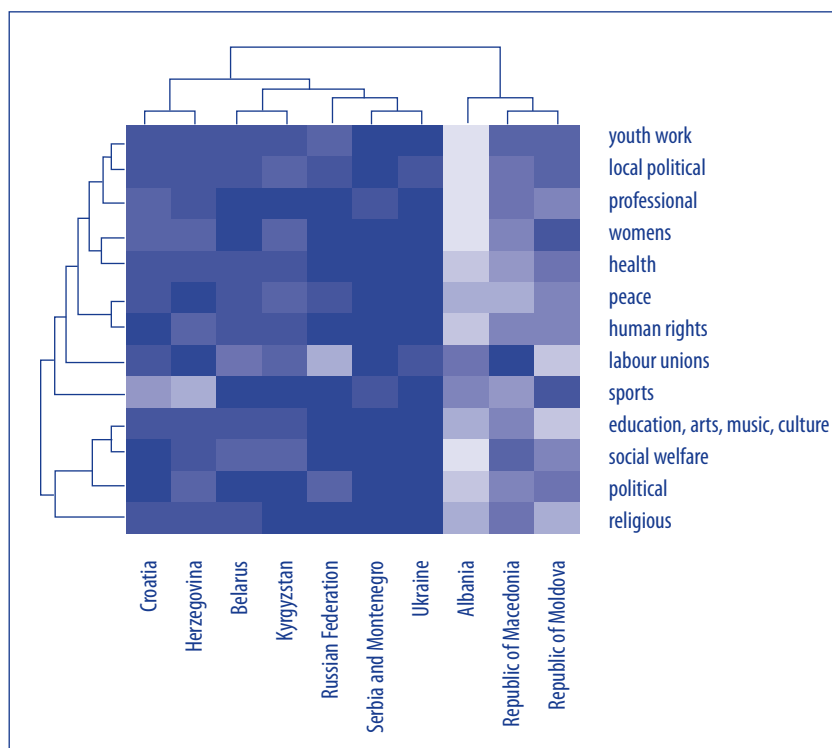


Figure 4. "Heatmap" for the percentage of volunteer population by country and type of organization\*  
Source: Powell, 2009

\* Reanalysis of data from WVS wave 4: 1999-2004

countries whose citizens volunteer in them. This statistical procedure is explained in more detail in Appendix 4, but one part of it is displayed in figure 4.

Although the figure does not show the final clustering, the “tree-root” structures on the top and left sides show how the countries and types of organizations have been grouped together into hierarchical clusters. For example, Croatia and Bosnia & Herzegovina have been moved together to form part of the same cluster, as have peace and human rights organizations. At the same time, the colours in the main grid show the levels of volunteering, with a brighter colour to indicate a greater amount of volunteering. So, it can clearly be seen that levels of volunteering in Albania in this wave are reported to be higher in almost every kind of organization than in any other country. One may also observe that in terms of type of volunteering, sports volunteering is predominant in many countries.

The final clusters of similar countries<sup>28</sup> are as follows:

### **Albania, Moldova and the former Yugoslav Republic of Macedonia**

These three countries report very high levels of unpaid work for civil society organizations.<sup>29</sup>

### **The rest of former Yugoslavia**

Bosnia and Herzegovina, Croatia, Montenegro and Serbia: These countries are very similar to each other and are also quite similar to the EU countries, both in terms of structure of the scores for volunteering and also in terms of their position on the WVS map (see ).

### **The rest of the CIS states**

Ukraine, Russian Federation, Kyrgyzstan, Belarus: The levels of volunteering overall are the lowest in the Region.

The resulting five groups of volunteerism organizations are:

- sports
- labour movement
- religious / cultural / educational / social welfare
- professional / health / peace / human rights
- youth / local politics / women

It is interesting to note that these groupings are rather different from those obtained using similar methods on what was essentially the same data set, but using countries from all over the world instead of just those from the Region (Inglehart, 2007).

There are some quite dramatic differences between the levels of different kinds of volunteering in different groups of countries, and also between men and women.

28. Data was only available for these 10 countries. More information is given in the Appendix.

29. Rather disappointingly, none of these three countries were included among countries that were selected for the detailed WVS report on volunteerism (Inglehart, 2003). The high scores for these countries are not found in other data sets, but they are confirmed in another analysis of the same data set (see Appendix 4). Interestingly, as Figure 2 indicates, all three are close together in terms of global values.

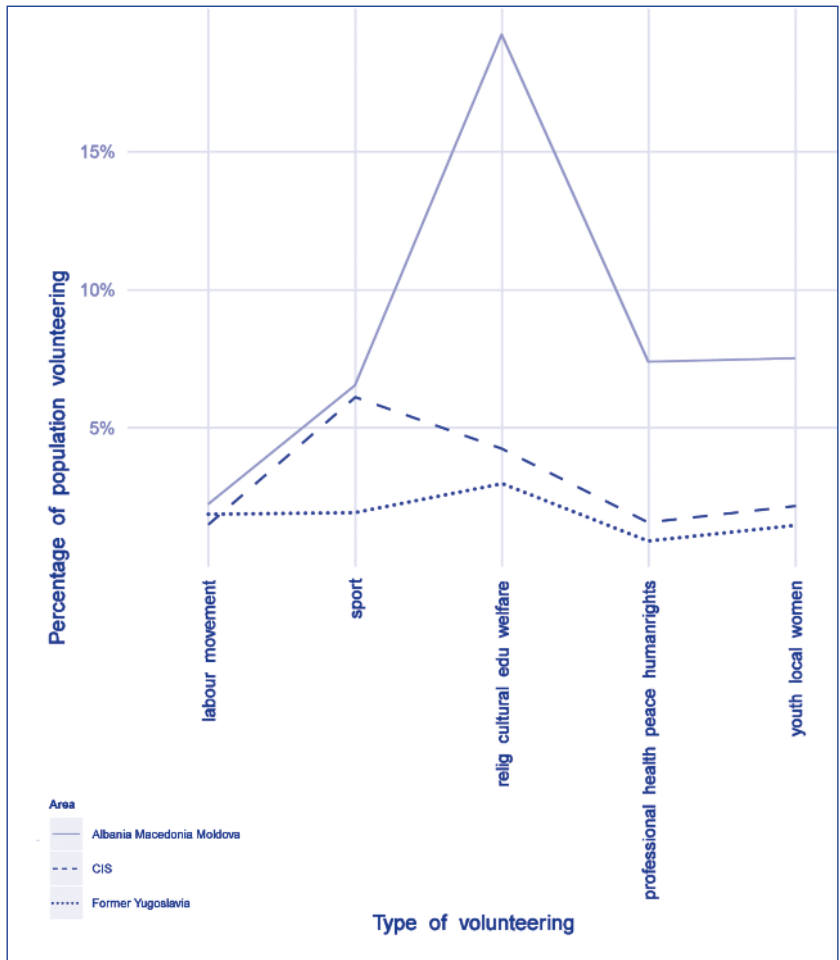


Figure 5. Percentage of volunteer population by country group and type of organization\*  
 Source: Powell, 2009

Overall, as Figure 5 illustrates, volunteering in religious and cultural organizations is the most popular form of volunteering. However, if we discount Albania, the former Yugoslav Republic of Macedonia and Moldova, volunteering in sport organizations is the most prevalent. Labour movement volunteering is almost equally popular in all three groups of countries, which means it is relatively unpopular in Albania, the former Yugoslav Republic of Macedonia and Moldova. The remaining two groups of volunteer organizations are relatively similar in level and popularity in the different groups of countries, with levels in Albania, the former Yugoslav Republic of Macedonia and Moldova much higher than elsewhere. Overall, the former Yugoslavia and the CIS countries are quite similar, with levels somewhat higher in the former Yugoslavia, where sport volunteering is particularly popular.

\* Reanalysis of data from WVS wave 4: 1999-2004

Albania, the former Yugoslav Republic of Macedonia and Moldova are the most involved in nearly every type of volunteering organization, including the less popular types.

In the next set of diagrams, the overall results for doing unpaid work for all the different volunteering organizations taken together in all the different countries are broken down by age, sex, etc. The results are discussed briefly after the final set of diagrams.

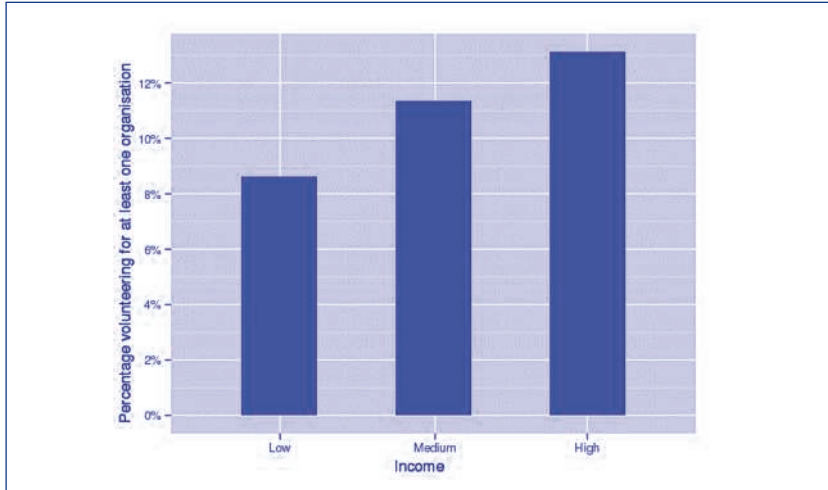


Figure 6. Percentage of volunteer population charted by income groups\*  
Source: Powell, 2009

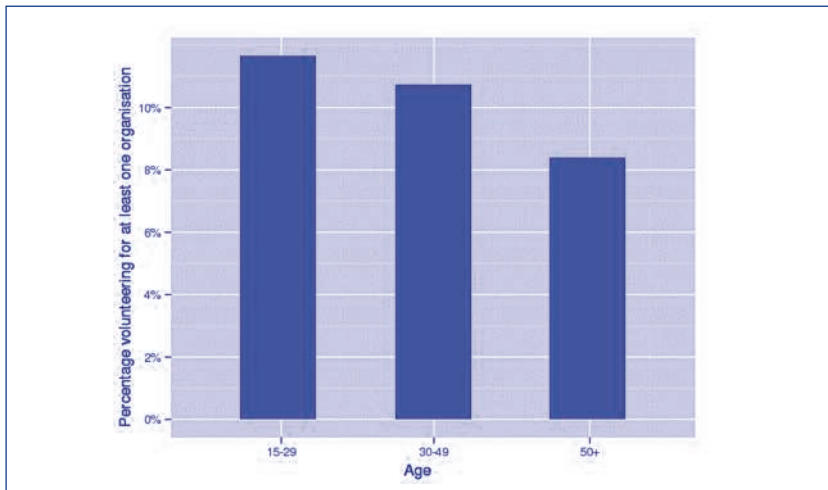


Figure 7. Percentage of volunteer population charted by age group\*  
Source: Powell, 2009

\* Reanalysis of data from WVS wave 4: 1999-2004

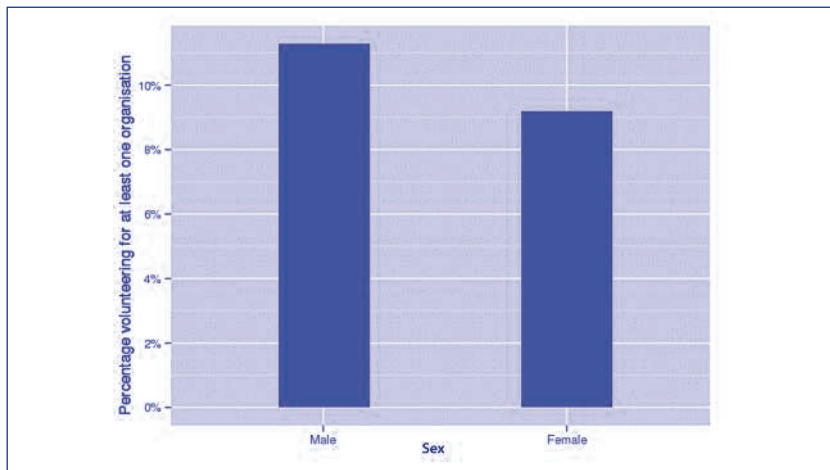


Figure 8. Percentage of volunteer population charted by sex\*

Source: Powell, 2009

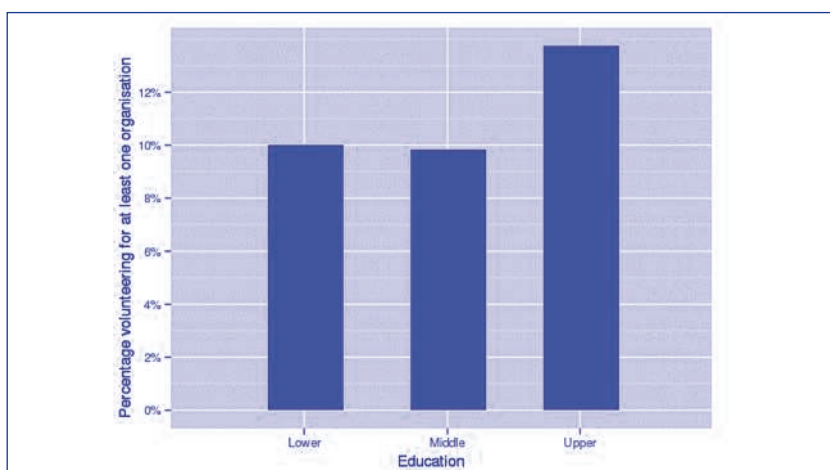


Figure 9. Percentage of volunteer population charted by education group\*

Source: Powell, 2009

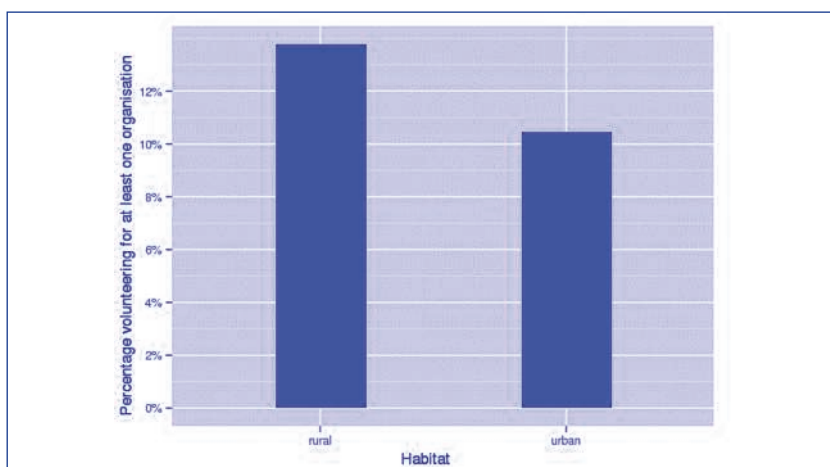


Figure 10. Percentage of volunteer population charted by habitat location\*

Source: Powell, 2009

\* Reanalysis of data from WVS wave 4: 1999-2004

In the last set of diagrams, the results for doing unpaid work for different groups of volunteering organizations are broken down by group of countries, sex and other variables.

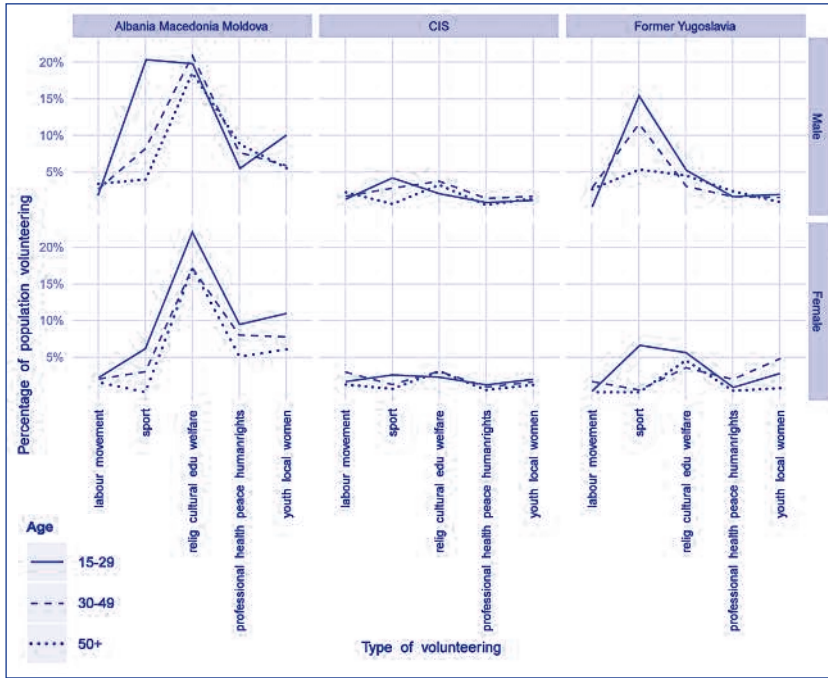


Figure 11. Engagement in different kinds of unpaid work in the Region by group of countries, sex and age\*  
Source: Powell, 2009

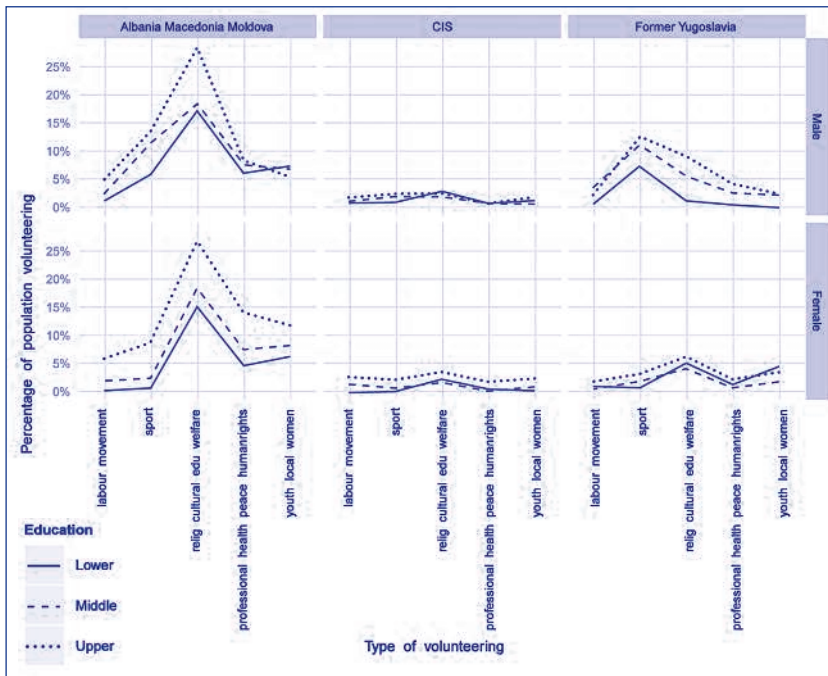


Figure 12. Engagement in different kinds of unpaid work in the Region by group of countries, sex and education\*  
Source: Powell, 2009

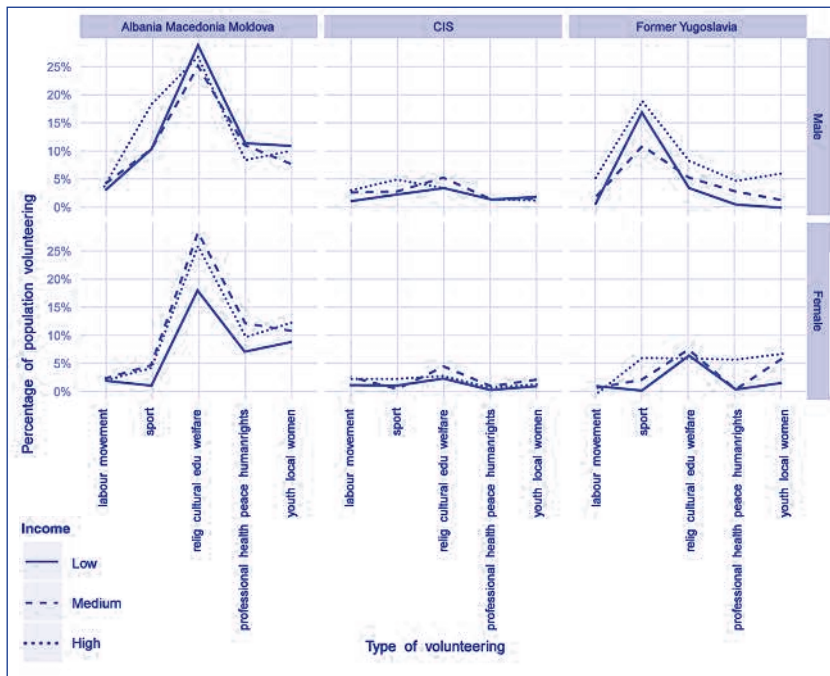


Figure 13. Engagement in different kinds of unpaid work in the Region by group of countries, sex and income\*  
Source: Powell, 2009

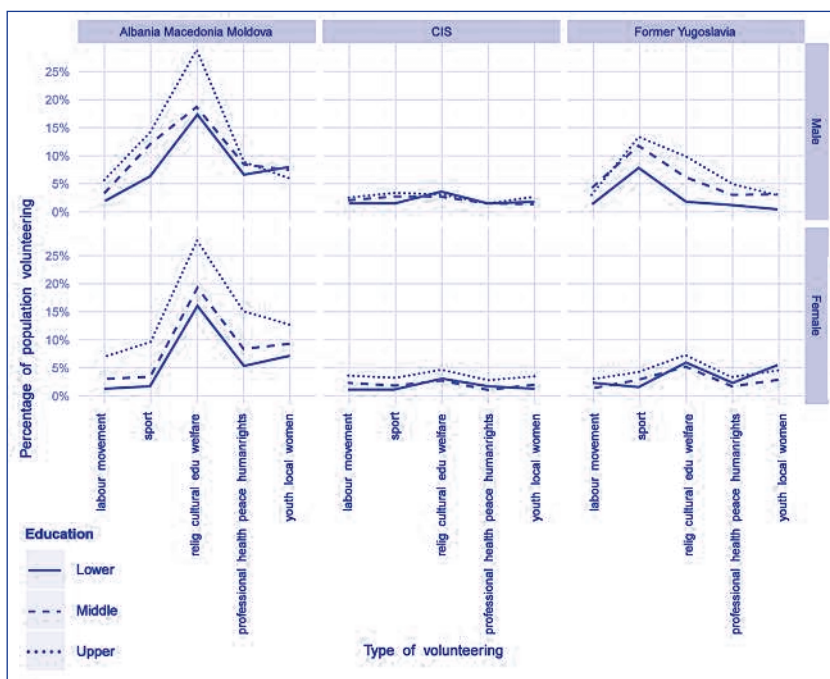


Figure 14. Engagement in different kinds of unpaid work in the Region by group of countries, sex and habitat (urban/rural)\*  
Source: Powell, 2009

\* Reanalysis of data from WVS wave 4: 1999-2004

## Age

The Local Experts engaged in eight countries in the Region report overwhelmingly that volunteerism is most popular amongst young people. Indeed, UNV is currently supporting initiatives targeting young people in the Balkans and CIS regions. Yet, while younger people do volunteer more on average (Figure 7), the picture is much more mixed when one takes a closer look at the types of volunteerism underway. As illustrates, different forms of volunteering are clearly more popular depending upon the age group involved. The WVS data tells an interesting story – for example, sports volunteering in the former Yugoslavia is very popular with all men above 50, but only with women up to the age of 30; in all the other countries, it is very popular with men up to 30, but not with women or older men.

Throughout the writing of this report, however, it became clear that the access which national and international reviews and reports have to information on volunteering is always filtered through the eyes of key local sources who, in general, pay more attention to some forms of volunteering than others. Often these are forms which seem more suited to an international audience. For example, youth volunteerism is much more visible – at least to international agencies and their researchers - than volunteering in other age groups.

## Gender

Overall, men in the Region are reported to volunteer a little more often than women. The Local Experts reported that women are most likely to be found volunteering to help children, disabled people, orphans, and the elderly; whereas men tend to volunteer for management tasks, disaster mitigation and environmental protection projects. However, according to the WVS data, the differences do not seem so strong. Although the data does indicate that men are most likely to volunteer in sports and labour-movement organizations, and women are most likely to volunteer in religious organizations, one could conclude that their roles and tasks within these organizations may be different.

The interest profiles are most different between men and women in former Yugoslavia. In some countries, there has traditionally been an expectation on women, especially from higher social classes, to do voluntary humanitarian activities. In Croatia at the beginning of the 20th century, there was even an obligation for girls between 18 and 20 years of age to serve as ‘one-year volunteers’ (Šilović-Karić, 2004, cit. in Bagić, 2006). Some vestiges of this tradition are still alive today.

## Urban / rural

The nature and extent of volunteerism varies very much from city to countryside. Some areas in the Region are so remote that they are completely cut off in winter, and mutual cooperation is very strong. For example, the VIO Khirad operates in Khorog, Tajikistan, a remote part of the country that borders Afghanistan and China. Khirad plays an important role in the survival of communities around it by providing education, health and social services, as well as in supporting reconstruction activities at a local hospital.

There is also a gender twist to the urban/rural distinction, as illustrated in . In Albania, the former Yugoslav Republic of Macedonia and Moldova, men in rural areas are much more likely to be engaged in religious or cultural volunteering than in urban areas, whereas in the other countries, this is only true for women. Some members of our focus groups said that there is a shortage of male volunteers - especially in rural areas - for service provision projects. They said that men were not interested in providing services such as health care or looking after old people. On the other hand, many of the tasks involved in conducting a 'hashar' involve heavy labour and are nearly always carried out by men.

### **Income and education**

Although volunteering is perceived as being less prevalent amongst excluded groups, such as the Roma, the data on exclusion and ethnicity recorded in the WVS do not allow this question to be followed empirically in any straightforward way.<sup>30</sup> In nearly every case, people with higher education volunteer more than people with secondary education, who in turn volunteer more than those with only primary education. This difference holds across country groups and types of volunteering. However, the picture with regards to income is much less clear. Overall, those with high incomes volunteer more. Religious volunteering is an exception, however, with differences between the income levels being much less clear.

## **4.3 TRENDS IN VOLUNTEERING**

Looking at the WVS time series data, overall the trends in the Region in terms of volunteerism-relevant values and behaviour are positive (Welzel & Inglehart, 2006). However, the detailed developments since 1990 are a little more surprising. Initially, some of those societies for which data is available showed a retreat towards survival values. Some social scientists, such as Loukianov & Mikhailova (2001), interpret those initial changes as being times of increased volunteering and civic solidarity, followed by a phase of 'post-honeymoon decline.' Loukianov describes how practical interests, such as pursuing a career path rather than a more idealistic effort to create a new society, are often in the forefront of an individual's motivation to volunteer. Siemienska (2002), too, is pessimistic about whether the activism of the 1980s in Poland has truly stabilized into a progressive civic culture. Nonetheless, she believes that the younger generation in Eastern European countries is becoming almost indistinguishable from their peers in Western Europe in terms of civic values and behaviour.

This points to a broader contrast: The transition has been more traumatic in the Soviet successor states than in the non-Soviet societies of Eastern Europe. Still, informal civic activism is not declining, but is actually increasing in the Region. This is in line with predictions made by Inglehart more than 25 years ago that declining rates of traditional political mobilization would be

30. For example, the ethnic label 'gypsy' was available in some of the WVS surveys for some countries, but very few respondents used this label for their ethnicity.

associated with rising rates of social activism, and accompany an inter-generational shift from survival to self-expression values (Inglehart, 1977).

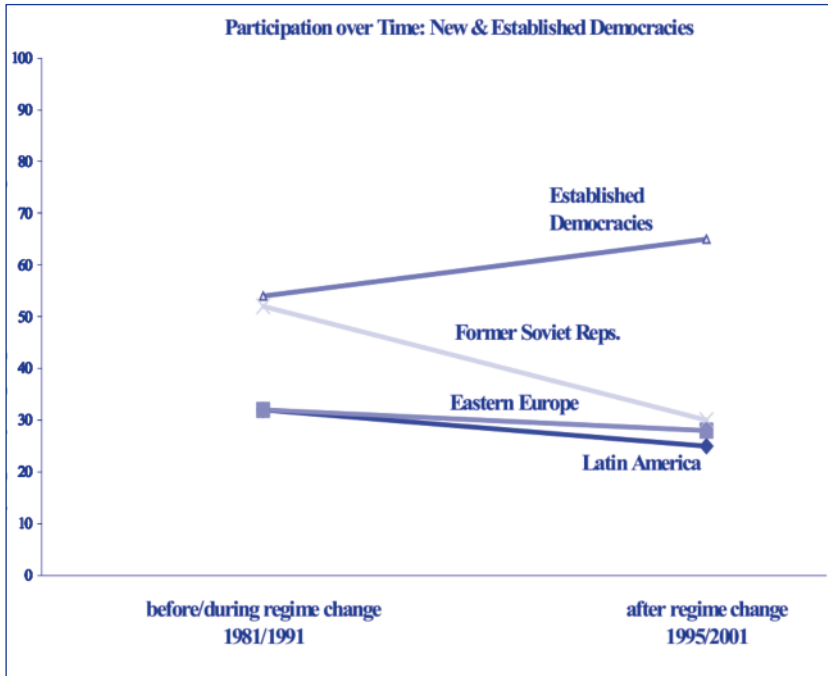


Figure 15. Participation before, during and after transition  
Source: Inglehart/Catterberg, 2002

Understanding demographic trends can also help in planning how much effort to dedicate to volunteerism in different sectors of society in the future. A generally ageing population in most of the countries, and a tendency for the birth rate to reduce as countries develop, may mean increasing prospects for including more older people in volunteering.

Reported levels of youth unemployment in the region are alarming. For example, youth unemployment was nearly 60 percent in the former Yugoslav Republic of Macedonia; 65-95 percent in Tajikistan; around 30 percent and rising in Armenia; and at least 25 percent in Russia overall, and much higher in the south. So, volunteering may be a meaningful option for a very large number of young people, both in order to give them something meaningful to do and also to provide possible routes to employment.

There are also substantial numbers of young people leaving the Region to work abroad. Effective planning must consider how best to engage this diaspora, which could represent a significant resource for the countries of the Region in terms of finance and expertise; in campaigns to address the MDGs; and in encouraging volunteerism. These perspectives are expressed in the following text:

*"If you think that the only chance to make your dreams come true is outside of Moldova, you may be right.  
If you think that you just need a job outside of the country to live decently and have a family, you may be right.  
If you are a girl you may think that you need a wealthy man to afford the things you always wanted, you may be right.  
If you consider yourself unlucky because your parents could not give you enough money to buy the car you always wanted to drive, you may be right.  
If you think that you have no future in Moldova, you might be right.  
If you feel that things could be different for you here, we don't know if you are right or wrong, but you should Join Us!  
We welcome people with different perspectives."*

*(ThinkMoldova, 2009)*

A final question which can be addressed, if not answered, here is to what extent the stronger countries in the Region (for example Croatia, Russia or Kazakhstan) will take the initiative to launch their own international volunteerism projects.

## 5 THE ENVIRONMENT FOR VOLUNTEERISM IN THE REGION

THIS CHAPTER EXPLORES THE POTENTIAL OPPORTUNITIES FOR DEVELOPING VOLUNTEERISM IN THE REGION BY LOOKING MORE CLOSELY AT THE CURRENT VOLUNTEER ENVIRONMENT. IT PROVIDES A CLEARER PICTURE OF STAKEHOLDER GROUPS, BASED ON DATA THAT HAS BEEN SYNTHESIZED FROM LOCAL EXPERT EXPERIENCES, FOCUS GROUP INTERVIEWS, AND BEST PRACTICE SURVEYING. FINALLY, THE CHAPTER TAKES A BRIEF LOOK AT LAWS ON VOLUNTARISM<sup>31</sup> IN DIFFERENT COUNTRIES.

### 5.1 STAKEHOLDERS

In this section, we will present a ‘natural history’ of many different kinds of volunteerism stakeholders prevalent in the Region. Different stakeholders are grouped into the following categories, which have evolved from the analysis of the different kinds of stakeholders most frequently described by the Local Experts who have contributed to this report.

- Local communities
- Local and national VIOs
- Networks of local and national VIOs
- Volunteer Information Points (VIPs)
- Businesses
- Religious organizations
- Media organizations
- Governments
- Local foundations
- Foreign organizations as donors
- International VIOs

The information in this section is based on four sources:

- systematic surveys of VIOs in their countries, conducted by the Local Experts, who sent out invitations to key sources to give information on the main organizations, including the number and type of volunteers;
- information given during the focus groups (see Chapter 7);
- information given in the Best Practice Surveys (see Section 6.3); and
- deskwork conducted by the Local Experts and the main author.

One challenge in outlining the main groups of stakeholders in the Region is that the boundaries between paid work, informal and formal volunteering can be quite unclear. In Tajikistan, wages are so low that one commentator described most paid work as a kind of volunteering.<sup>32</sup>

31. The word voluntarism, rather than volunteerism, is used here because the former is used more often in English translations of these Laws.

32. Based on information from the 2008 VSO Tajikistan feasibility study

Focus group participants in the east of the Region stressed more the idea that a volunteer is *entitled* to get something back in terms of job skill, potential employment, a trip abroad, etc. In the west of the Region, the volunteering sector is more professionalized, and volunteerism and paid work are somewhat more clearly distinguished.

### **Local communities**

#### *Mutual aid and self-help; nonformal and informal community organization*

In rural areas, this kind of volunteerism certainly involves more volunteers than all the formally organized voluntary organizations together. For example, a quite extensive list of key volunteerism organizations provided by Tajikistan gives a total of around 25,000 volunteers. If these were all the volunteers in the country, it would mean that less than half of one percent of the population volunteer. This figure is quite at odds with the reports that most of the community in the villages takes part in traditional forms of volunteering.

In many countries of the region, volunteerism has a strong tradition through the '*mahalla*' (local community) system. In Uzbekistan, for example, community-based committees, which undertake initiatives at the local levels to improve the livelihood of citizens, are active in the mahallas. Indeed, since 1994, the mahalla have been given increasing responsibilities for channelling social assistance from the central government. Under Uzbek law, the Mahalla Fund is an officially registered non-government, non-commercial organization (Coudouel, Marnie & Micklewright, 1998). This kind of self-organized mutual aid mostly takes the form of *hashar/asar*, as discussed in Section 3.3.

Volunteering in rural Macedonian communities is centred around special events or periods of the year: preparation of carnivals, collecting grapes and celebrating big religious holidays. Just about everybody volunteers in villages, from schoolchildren to pensioners. Families get involved in voluntary actions, whether for a common goal or for the benefit of other families, according to the motto, "I'll help you today and you'll help me tomorrow." This voluntary work helps to make tiny family budgets last longer.

This tradition is also practiced in Armenia and Azerbaijan, especially during spring time when municipalities organize post-winter cleaning of courtyards and tree planting. In most countries of the Region, the residents of an apartment block who share a common courtyard help to tidy and maintain it.

In Tajikistan, volunteering required or sponsored by the State is still very much in evidence, in the form of '*subbotniks*.' On certain occasions, such as national holidays like Navruz, anniversaries of cities or independence, the Government announces national *subbotniks* when every enterprise, school, university, governmental agency or institution in the whole country has to clean the streets, plant trees and so on.<sup>33</sup> Although the work done in these activities can be very useful for the community, those taking part in them do not always have a real choice whether to participate or not. Thus, these

33. Based on a country team interview, conducted by S. Abdujabborov, with A. Sodik, Head of Apparatus, Ministry of Culture, Government of Tajikistan, on 20 January 2009

activities are certainly not always examples of volunteerism. They are mentioned here because it is not always easy to draw a clear line between what is freely carried out and what is not.

All over the Region's traditional areas, it is common for extended families and even whole communities to participate in cleaning their neighbourhoods before weddings, festivals, baptisms and funerals. This is a significant form of bonding volunteerism, as one nuclear family is usually unable to meet all the expenses on their own.

Not only do hashar, asar and moba still continue in more isolated communities, but these traditional forms of volunteerism are also being leveraged by international agencies to address the MDGs. This kind of initiative is related to the community-driven development model (CDD) championed by the World Bank (Mansuri et al., 2003).

### **Tradition for Development<sup>34</sup>**

A joint EU and UNDP initiative in Uzbekistan is the Enhancement of Living Standards (ELS) Programme, which has been working in various regions of Uzbekistan since 2005. One of three key elements is "empowering local communities for improved social welfare by encouraging communities to implement self-help schemes and undertake rehabilitation of social services infrastructures." The ELS team meets with the respected people of a local community: village elders, women activists, or representatives of the local authority, and helps them to select the most pressing issues of that particular area by using the MDGs as a starting point. Local residents decide for themselves what should be done to make their community life better. Then, the EU and UNDP estimate the funds that are needed to solve the problem.

One of the unique concepts of the ELS project is that it engages the time-honoured practice of hashar. Local people do not usually have money or resources to donate, but they can contribute their labour, equipment and skills. So, the ELS project reinforces people's belief in their capacity to influence their own development.

This model has been used to encourage members of a village to work voluntarily for the benefit of the whole community. The project, which aims to improve the water supply in the regions of Karakalpakstan and Namangan, has helped around 5,000 people gain access to clean, running water in their communities.

### *Advocacy, campaigning and activism*

It is particularly hard to get any idea of the overall dimensions of these kinds of volunteerism, which, as discussed in Chapter 4, are becoming more common in the Region.

34. (Waterwiki.net, 2009) The information provided in this case study has been released under CC-BY-SA -: <http://creativecommons.org/licenses/by-sa/3.0/>

### **Enough! Working for Action**

In Albania, the Mjaft! movement has 10,000 members and about 1,000 regular volunteers. They are active in environmental protection, Mjaft! was awarded the annual United Nations Vienna Civil Society Award in 2004. The movement tackles a variety of issues such as elections, environmental problems, energy crises — whilst consistently applying and furthering its primary philosophy of combating civic apathy and promoting citizen participation. (MJAFT! Movement, 2009)

This is because advocacy campaigning increasingly uses new media to call for better governance or effect other changes. Bloggers may help to monitor progress on key issues relevant to MDGs in many countries of the Region. Activist blogs are often in the forefront of calling for better governance (Goldstein, 2007). Some of their volunteer work can be followed on various web portals, such as [globalvoicesonline.org](http://globalvoicesonline.org) e.g. which itself is translated regularly by volunteers into Albanian, Serbian and Macedonian (globalvoices, 2009).

### **Local and national volunteer involving organizations (VIOs)**

Amongst organizations that involve volunteers, there is quite a clear split in the Region between ‘new’ and ‘old.’

#### **‘New’ VIOs ...**

... Have been founded since the transition. Their major source of funding is usually the Western organizations and their agenda is often driven by those organizations. They tend to be relatively professional and generally do not have very wide support from the public, at large. This type of organization is more typical for post-industrial societies (Inglehart, 2003; Welzel, Inglehart, & Deutsch, 2005).

#### **‘Old’ VIOs ...**

... Have often been around for decades and are well recognized by the general public. They are less likely to be funded from outside a country, and they may even be supported by a national or local government. They tend to include more citizens from broader sections of the public than the newer VIOs (Fioramonti & Heinrich, 2006, p. 14), but also have a larger proportion of passive members. Some examples of formalized ‘old’ VIOs include mountain rescue teams, the Red Cross/Red Crescent, veterans’ organizations, associations of the disabled and volunteer fire departments.

*“Volunteer fire services are especially important in Croatia, where there are 58,800 volunteer fire fighters; the first volunteer fire brigade was established in Varaždin in 1864 and is the pillar of the Croatian Fire Fighting Association which was founded in 1874.” (CTIF, 2009)*

Both ‘old’ and ‘new’ VIOs can impact the MDGs, but in different ways. The ‘new’ VIOs tend to be better at advocacy and campaigning, whereas some of the ‘old’ VIOs provide substantial levels of service where State provision is weak. Some of the Region’s countries saw a massive number of new voluntary organizations spring up after the transition, with over 100,000 being

formed in Russia in the 1990s (Salamon, 2001, p. 4). This new breed of NGOs is very much modeled on their counterparts in the rest of the world.

The new VIOs have made great strides but are also still open to much criticism.

- The management board concentrates mainly on project implementation; new VIOs often do not have a meaningful strategy development function.
- The majority are 'one-person shows' run by charismatic individuals. This is both a blessing and a curse. This means low turnover of leadership, and can be related to unproductive infighting between NGOs (Proskuryakova, 2005, p. 26). The leader is often the only person providing direction and taking responsibility for fundraising activities.
- The mission in most NGOs is very broad, which will allow them to apply to different projects, but also means that agendas tend to be set by donors.
- In the focus groups held during the preparation of the present report, respondents reported that these kinds of organizations and their officers are viewed with suspicion by many – even though some of these respondents are themselves officers in NGOs.
- CSOs in the region are viewed as prone to corruption, though not as much as governments (Fioramonti & Heinrich, 2006, p. 19). This means that NGOs may avoid the role of distributing aid as it may leave them open to accusations of corruption (Dervishi, 2002, p. 10).

These criticisms apply in a rather different form to the formal or informal organizations that spring up in response to community-driven development initiatives brought in from the outside. CDD tends to activate local elites, as is well documented in the literature (Mansuri et al., 2003) and in the Civicus CSI (Fioramonti & Heinrich, 2006, p. 16). While this is to some extent intended, it does also open these projects up to criticism about the lack of transparency and nepotism.

Some VIOs that were important in the old regimes have succeeded in negotiating the transition well. Sport organizations, one of the most popular forms of VIO (especially for young male volunteers), are a good example. Sport volunteering not only promotes sport in local communities, but also makes larger special sporting events possible. In Kazakhstan, for example, a special department has been established under the organizational committee of the Asian Winter Games 2011 to recruit and train volunteers. It aims to recruit more than 1,000 volunteers for Astana and 2,000 volunteers for Almaty to help with organization of the games. Volunteers are expected to help with cleaning streets, regulating traffic, providing first aid and guiding tourists.

A very important sector in which there are a few old VIOs (but an increasing number of new ones) is religious and cultural volunteering. There has been a very rapid expansion - in some cases an explosion - of membership in religious communities and organizations. For instance, in 1991, there were just 68 mosques in Kazakhstan; by 2007, there were 1800 (Amana Media Initiative, 2007).

The two main religious groups in the Region are Russian Orthodox and Islam. Both groups are extremely powerful. Volunteers can help with the upkeep of places of worship, work in orphanages and hospitals, distribute meals for the homeless and needy, organize fundraising and teach children.

These organizations play an important role in looking after the interests of their constituents and advocating for their rights. Many of them, especially religious organizations, also provide voluntary social services, both to their own constituents as well as to others (i.e. they are associated with both bonding and bridging volunteering, and in some cases address various MDGs).

On the other hand, various smaller religious groups, using much less resources, achieve effective results. Through their dynamic activities, the Jewish religious community (known in Central Asia as the Hesed) provides a vivid example of religious volunteerism. From 2000 to 2007, for instance, the Hesed association in Almaty, Kazakhstan, conducted 113 training sessions in home care, leadership skills, youth leadership and workshops for volunteers.<sup>35</sup>

In Russia, Heseds in the Jewish religious organization 'Idud Khasadim' carry out programmes for people of all ages to meet the social, educational and cultural needs of the community. Programmes are implemented by volunteers who give their time and skills to help people in need and to support the Jewish community. More than 2,000 volunteers assist more than 100,000 people in need.

Volunteering on religious holidays is a tradition, particularly in Islam: giving to those living in poverty; distributing food, especially at the end of Ramadan; and helping to build mosques.

Nauryz is a traditional New Year celebration across the Central Asian region. It encompasses not only festive celebrations, but also work for the common good. During Nauryz, a wide variety of work is carried out, from tree planting and cleaning streets and parks, to constructing new pavements and giving lectures on environmental protection for schoolchildren. Companies and wealthy individuals organize charity campaigns for orphanages, boarding schools, old people's homes and people in need.

### **Networks of local and national VIOs; Volunteer Information Points (VIPs)**

Volunteer Information Points are local or regional centres that act as intermediaries between VIOs and volunteers. They help match volunteers with placements, and can help to ensure that volunteers do work which they are really motivated to do (Clary et al., 1998). This matching service is particularly useful for small VIOs.

Networks and regional centres are not usually themselves VIOs, but they help to coordinate the work of their member VIOs. They also provide a unified voice for lobbying in the interests of volunteers and volunteerism. The overlap between Volunteer Information Points and local centre networks is fluid. Two

35. See Mitsva Association of Kazakhstan website at [http://www.mitsva.kz/heseds\\_e.shtml](http://www.mitsva.kz/heseds_e.shtml)

examples from Croatia and the former Yugoslav Republic of Macedonia demonstrate what is being done in South-East Europe (see boxes).

These networks, where they exist and function, can play a very important second-tier role in supporting frontline VIOs, especially because the vast majority are small and have few resources. For example, the National Assembly of the Youth Organizations of Azerbaijan Republic (NAYORA) says it represents more than half of all youth NGOs in the country.

### **Croatia: Regional Volunteer Centres and Volunteer Centre Networks**

In Croatia, there are four regional volunteer centres: the Volunteer Centre Osijek, the Volunteer Centre within the Association for Civil Society Development SMART, the Volunteers Centre within the Association MI and the Volunteer Centre Zagreb. The main purpose of the regional volunteer centres is promoting and developing volunteerism on the local, regional and national levels. It is done through education in the area of volunteer management, educating the public about volunteerism, acquainting potential volunteers with volunteering opportunities – coordinating the organizations' needs of volunteers with citizens who want to volunteer, organizing informational and promotional campaigns, writing and publishing publications regarding volunteer management and conducting researches on volunteerism. Regional volunteer centres take proactive steps by offering their support in organizing volunteering.

The Croatian Volunteer Centres Network is a joint project of the four regional centres mentioned above. The Volunteer Centres Network encourages the development of volunteerism in Croatia by influencing public policies and legislation, promoting and establishing educational standards in the area of volunteerism and volunteer management, informing the public about volunteerism, ensuring quality standards of the services provided by volunteer centres, and developing good practice in volunteerism.

Networks can also be a good intermediary between foreign organizations and small local initiatives. Certainly, international networks also have an important role to play in this regard. Crucially, they can help to bring together civil society in neighbouring countries during or after a conflict. The UNV/UNDP RIVER SEE programme is one such initiative. It seeks to develop regional confidence and facilitate valuable linkages between the populations and governments in the Balkan region. Its overall objective is to contribute to regional integration, social cohesion and poverty reduction in the Balkans by strengthening networks through East-to-East volunteer exchanges, promoting volunteerism and proactive citizenship, building the capacity of civil society to deal with local development and governance processes, and establishing regional cooperation between civil initiatives. It also aims to better include young people from the Balkans in the European Voluntary Service programme (EVS). (RIVER SEE, 2008)

Internet-based initiatives like the Armenian TOKTEN (Transfer of Knowledge Through Expatriate Nationals) pilot project, which took place from September to December 2008, can help to engage an otherwise remote diaspora to volunteer their time. In the Region, too, some of this second-tier functionality is now moving online. There have been some attempts to place volunteerism opportunities either in dedicated volunteering placement websites, or as part of larger existing job websites, such as [www.careercenter.am](http://www.careercenter.am) in Armenia. Although members of the focus groups who participated in this report doubt the viability of online activities, a glance at the statistics for how dial-up and broadband Internet penetration has exponentially grown across the Region suggests otherwise.<sup>36</sup>

**The Former Yugoslav Republic of Macedonia:  
The Volunteer Center of Macedonia (VCM)**

The VCM centre is coordinated by the Youth Cultural Centre in Bitola. It currently implements its activities through six Volunteer Info Points in six towns throughout the country. It was established in 2006, with the main goal of promoting local-level volunteering activities and lobbying for the Law on Volunteerism.

VCM is currently coordinating the first placements of local volunteers into public institutions and civic associations in seven towns in the former Yugoslav Republic of Macedonia. As part of this programme, fifty volunteers from six different municipalities are placed in schools, kindergartens, museums, institutions for children with special needs, Roma community NGO's, women's rights NGO's, local Red Cross organizations, homes for children without parental care, centres for social work, homes for elderly people, libraries and hospitals. All procedures and practical arrangements are implemented in accordance with the provisions of the Law. This project started in September 2008, and volunteers have been placed since January 2009. Some of these institutions have already begun including these placements in their budget for 2009, which would be spent to cover volunteers' costs for food and travel.

At the same time, VCM keeps a database on current volunteers and volunteering positions; organizes training for volunteers and volunteer supervisors; and assists in developing new volunteering positions and matching available volunteers. VCM continuously promotes volunteerism at the local and national levels, and especially targets state-level institutions that are reluctant to cooperate (Talevski, 2006).

The Russian Consortium of women's NGOs "... works as a coalition of 98 women's groups from 37 Russia's regions. The Consortium is a member of the international network of Women's Consortium of CIS-USA, working since 1993. The international network groups 200+ women's organizations: 30 from the USA, over 100 from Belarus, Moldova, Ukraine, 98 from Russia." (Proskuryakova, 2005, p. 68)

36. Based on summary report of Central Asian broadband and internet markets at: <http://www.reportlinker.com/p058455/2007-Central-Asian-Broadband-and-Internet-Markets.html>

## Businesses

Business in the Region both promotes and financially supports volunteerism, particularly to VIOs as part of their corporate philanthropy activities.

One new example is a project in Ukraine funded by Intel, together with UNV and UNDP. The project addresses the issue of youth inclusion, a new concept for Ukraine, with the introduction of innovative approaches such as: using volunteerism as a tool for achieving local development goals; bridging the gap between young people from rural and urban areas; introducing ICT as a tool for youth social activism; creating an environment for social community projects; and fostering inter-generational dialogue. (UNDP, 2009)

Corporate volunteering, on the other hand, is rare in the Region, and is generally only found in the big multinationals.

### Tapping Into Corporate Expertise

UNV's Corporate/Private Sector programme (CPS) allows volunteers, mostly individuals who work for multinational companies outside the Region, to provide short-term advisory services to support business development in interested countries. Missions last between one week and a maximum of three months. Host institutions/clients are small and medium enterprises, associations of enterprises, local NGOs, and governmental institutions such as ministries of commerce, industry, and tourism. The programme does not support multinationals or companies employing more than 250 employees. Volunteers serving on CPS missions are highly qualified individuals with solid expertise in their field. These volunteers are management executives, retired industry leaders, university staff, senior professionals, independent consultants or expert teams from corporations. The most active participating company in the Region is Kraft Food Company, which mobilizes their employees on short-term volunteer assignments and offers technical expertise in food production and processing. Assignments are fully funded by Kraft. UNV records indicate that since 2001, 82 Kraft corporate volunteers have served in 23 countries, including Albania and Bosnia and Herzegovina.

Over the past several years, the concept of corporate social responsibility has been making a slow, but promising, start in some of the Region's countries, notably Croatia and Serbia. Unfortunately, this start is now being adversely affected by the current economic crisis. The Local Expert from Croatia reports difficulty even getting companies to respond to enquiries about corporate volunteering. Nevertheless, a minority is beginning to implement programmes, and some recruiters say they credit volunteering experience when evaluating employment applications.

In Kazakhstan, a country strategy on social responsibility of business organizations ('Paryz') has been initiated by the President. Coordinated by the Ministry of Social Protection of the Republic of Kazakhstan, it covers agreements between business organizations and CSOs in the country. In 2008, at least 4,000 social project funding agreements between business organizations

and local entities (schools, kindergartens, poor families, etc.) were signed<sup>37</sup> under this initiative. Similarly, private foundations are also involved in encouraging social responsibility. Since 1991, for instance, the Seimar Fund in Kazakhstan has been bringing together businesses to raise money for social projects that include voluntary activities.

Most big firms in the Region are involved in some form of local philanthropy, which sometimes supports volunteerism by engaging VIOs. In Azerbaijan and other oil-producing countries, big foreign oil firms such as Exxon are involved in corporate giving. In many cases, this kind of support goes beyond merely transferring money to include a more visible involvement with volunteerism organizations. It is amongst these firms where the biggest potential to introduce corporate volunteering exists.

Finally, companies across the Region are becoming interested in supporting the Youth Banks model, which has been extensively tested in the Caucasus by the Eurasia Foundation (Eurasia Foundation, 2009). Although it is not primarily a volunteerism model (as well as funding youth-initiated social programmes, it also promotes entrepreneurship and small-business start-up amongst young people), those involved are usually volunteers.

### **Religious organizations**

Religion is strongly related to concepts such as duty, community and virtue, which are key to shaping how different communities volunteer. Different religious traditions have different understandings of these concepts and, thus, have encouraged the development of correspondingly different volunteer traditions and institutions (Salamon & Anheier, 1999). Religious organizations are involved in volunteerism not only as VIOs (see section 5.1), but also in a variety of other ways: in promoting more universalist values of volunteerism; as the beneficiaries of volunteerism (for example, when members of a local congregation volunteer to participate in the upkeep of a church, mosque or temple); and as powerful social forces that can influence government policy and public opinion on a wide range of issues.

### **Media organizations**

Media volunteering is not yet well developed in the Region and, overall, media organizations are not important as VIOs. In terms promoting volunteerism, however, the media are an extremely important stakeholder. As focus group participants noted, the picture presented of volunteerism and volunteers through the media is judged to be critical in determining volunteer involvement and growth.

### **Governments as stakeholders**

National governments are important stakeholders not only as VIOs, but also as forces that are in a position to create an enabling environment for the realization of volunteerism. According to Salamon (2001, p.12) from a global perspective, countries with the largest social welfare spending also have the

37. According to an interview, conducted by the Kazakhstan Local Expert, with N.G. Tverdovskaya, Ministry of Social Protection, Republic of Kazakhstan

largest non-profit sectors. This dispels the often-heard argument that increasing the role of volunteerism will encourage governments to reduce their services to citizens, and indicates that the opposite is much more likely to be true.

Survey results show that governments in the Region have a wide mix of attitudes to volunteerism, which vary from requiring it, attempting to control or suppress it, attempting to encourage it, co-opting it and cooperating with it in order to outsource service provision. State education systems have a particularly powerful role to play in helping young people form an opinion about volunteerism and in promoting or suppressing pro-social values. In some cases, they also require or recommend volunteerism-like activities.

All over the world, states sponsor volunteerism programmes and/or expect volunteering to have patriotic themes and goals. This element seems to be quite strong in the east of the Region. One expert interviewed in Azerbaijan expressed the opinion that volunteerism should be associated with national morale, as a part of the people's cultural values. Similarly, Russia's youth development strategy for 2006-2010 specifically highlights volunteerism as a way to increase patriotism.

Especially in the countries of the former Soviet Union, where the socialist system lasted a whole lifetime, the government, ministries, and local/regional authorities do not have any other experience to refer to other than the Soviet. So, the organizations they now encourage, not surprisingly, resemble old practices.

### **Volunteering for Development...and Cross-cultural Exchange**

An example of an organization in Russia which receives official government support is the Russian Union of Youth (RUY). Founded in 1990, this NGO now has offices in 75 regions of Russia and more than 200,000 individual members. Over a million young people have participated in its programmes. It also participates in a US – Russian volunteering initiative, the 'Russian-American Volunteer Initiative' (RAVI), which is a bilateral Presidential Initiative that was established by former presidents Vladimir Putin and George Bush (September 2003, Camp David). Launched in 2004, RAVI aims to strengthen friendship and understanding between the youth of Russia and the US by organizing youth volunteer internships in both countries. The programme has included the following topics: HIV/AIDS prevention, cultural and historical heritage preservation, informational and communication technology for marginalized groups, tobacco and drug addiction prevention, sexual diseases, sports, healthy nutrition and healthy life style, student self-government, help to children with limited abilities, help to people from social risks group, and volunteerism development. (RUY, 2008)

Further to the west of the Region, some NGO respondents complained that although they had freedom to do whatever they wanted, as soon as their volunteer initiatives meet with any success and positive feedback in the society, they are taken over by local authorities. On the positive side, this can be seen as a sign that their programmes are recognized as useful and successful, and government support may make their sustainability more likely.

### **Creating Unity and Patriotism**

The state programme 'JasyI El' (Green Nation) for 2005-2007 was developed to fulfil the Kazakh President's address to the nation in February 2005, in which he discussed interim results and priorities in national development. In the framework of this programme, the government supported student teams to improve urban and rural infrastructure across the country and to plant trees. This was a kind of seasonal employment of youth based on the Soviet Komsomol Unions, through which young people could earn modest amounts of money to pay for their studies. All counties in the country had teams, and more than a million citizens took part in the 'JasyI El' campaigns. This programme was seen as having consolidated the youth of Kazakhstan and increased the feeling of unity and patriotism.<sup>38</sup>

### **Local foundations**

The power of local foundations depends, in part, on the amount and distribution of a country's wealth. One large donor in the Region is the Seimar Social Fund in Kazakhstan. It completed 85 projects on volunteerism, charity, and patronage from 2005 to 2008, with a total funding of more than USD 7 million.

### **Foreign organizations**

From the 'new' VIOs, many - if not most - projects are funded by foreign organizations and can be distinguished according to whether the project was viable *before* the foreign money arrived. There are some examples of organizations that are successful without any significant direct funding at all.

*"Administered entirely by youth volunteers, Geronimo in Moldova has successfully advocated for the adoption of a youth strategy by the local government, and has worked to mainstream the concept of gender equity in the community. The organization runs without a budget and a condition in "Local Leadership" course is to never ask for foreign financial assistance as there are sufficient resources within the communities themselves."*

*(Moldova Country Report, p. 21)*

In the focus groups conducted for this report (see Chapter 7), VIOs expressed the understandable desire for long-term partnerships. Sveti Nikole Macedonia, for example, has been funded by one donor continuously for almost nine years (the Swedish CSO Kvinna Till Kvinna).

38. Official website of the State Youth Development Policy Fund, <http://www.zhastar.com> Article about implementation of "JasyI El" programme, <http://www.zhastar.com/content/view/16/78>

The 'old' VIOs mostly manage without foreign help, but may be supported by local or state governments.

### **International VIOs**

International volunteers were involved in initiating or helping to conceive some of the most interesting examples of 'new' VIO activity presented in this report. For example, some of the inspiration for the remarkable small NGO Geronimo in Moldova, noted above, came from the town's first Peace Corps volunteer. Although some stakeholders in the region may see Peace Corps and other volunteering agencies as enforcing the foreign policy of the West, rather than supporting them to reach the MDGs, the fresh perspective many international volunteers bring offers a community with unique cross-cultural exchange and learning opportunities.

Participants in the Moldovan focus groups gave examples of the foreign volunteers that come to Moldova and usually have a very different perspective on the situation in the country. Those volunteers are considered to be role-models for the rest, and usually are helpful in raising self-esteem among the Moldovan volunteers. One example was a Christmas event for orphanages, where instead of thinking about a charity action to raise money for the gifts, foreign volunteers decided to directly ask a supermarket to provide them with sweets and toys. The Moldovan volunteers were very surprised to see that the supermarket agreed.

Some international organizations specialize in the VSO model of sending specialists who share their skills and experience to introduce new technology or ways of working. If their expertise is properly placed and integrated, multiplier effects mean that their impact on the MDGs can be quite substantial.

In Tajikistan, Mercy Corps uses voluntary agricultural extension workers to demonstrate greenhouse use and construction. They estimate that the number of greenhouse users in their communities increased by a factor of 10 one year after being shown their use. As a consequence, this activity directly impacted on MDG1.<sup>39</sup>

As briefly mentioned above, international programmes also have the potential to contribute to intercultural understanding. The Roma-Gadje Dialogue (RGDTS, 2009) is an interesting example of a hybrid project that not only sends Western European volunteers to Roma communities (mostly in Eastern Europe), but also sends Roma volunteers to the West as well as from one Roma community to another (see box). In so doing, this approach to volunteerism contributes to raising awareness of the Roma's plight as one of the most socially excluded groups in the Region..

39. Based on a country team interview, conducted by A. Binnie, with B. Westerman, Mercy Corps Country Director, on 14 January 2009

### **Broadening Skills and Expanding Perspective**

RGDTS is an innovative voluntary service programme that engages both Roma and non-Roma (“Gadje”) volunteers in Roma communities in Europe, including Eastern European countries such as the Ukraine. RGDTS is active in:

- a) giving the Roma, especially those from communities in Central and Eastern Europe, opportunities to journey outside their own communities. In so doing, they volunteer in social, environmental and cultural projects in Eastern, Central and Western Europe that will broaden their knowledge and skills, and enable them to contribute to the further development of their own communities after their service, and
- b) putting non-Roma (Gadje) volunteers into local community projects involving Roma for one or two years and, after their voluntary service, encouraging involvement in public education activities in their own countries and regions. (RGDTS, 2009)

Many international organizations have local offices that involve in-country volunteers. A critical problem with some of these organizations is that they tend not to penetrate deep into society, especially in rural areas. In some cases, cooperation even with the state sector seems to be limited. Faith-based organizations and those with historical contacts, such as the Red Cross/Red Crescent, tend to fare better. Funding from international sources is also important for the activities of many local VIOs. They sometimes pay for rent and staff costs, as well as for project materials.

There are also a number of volunteers, mostly young, who leave their home countries for extended periods of time to carry out voluntary service in another country. The numbers coming from the Region are still quite low, and the access to programmes which enable them to partake in out-of-country volunteerism - such as the European Voluntary Service - varies greatly. Importantly, these programmes can have lasting effects on the participants (Powell & Bratović, 2007) and may start them on a road of lifelong involvement in volunteerism. However, because many young people in the Region are very keen to leave their countries at least for a while, it is hard to establish how much these individuals are motivated by volunteerism versus the opportunity to travel.

### ***Examples of international organizations which involve local volunteers***

#### **Aga Khan Development Network**

“The Aga Khan Development Network (AKDN) is a group of development agencies with mandates ranging from health and education to architecture, culture, microfinance, rural development, disaster reduction, the promotion of private-sector enterprise and the revitalization of historic cities.” (AKDN, 2008) It also has a foundation that provides substantial help to volunteerism all over the Region, but mostly in countries with large Muslim populations, such as Bosnia and Herzegovina, Kazakhstan, Kyrgyzstan, and Tajikistan.

## **Greenpeace**

National Greenpeace organizations have many, mainly young, volunteers who volunteer irregularly on monitoring illegal dumping, launching petitions, advocacy and office work. Greenpeace Russia has around 5,000 volunteers.

## **Red Cross / Red Crescent**

The International Federation of Red Cross and Red Crescent Societies is the world's largest humanitarian organization. It claims to have nearly 100 million volunteers. It has a special status in international law, and some countries have their own national laws pertaining to the organization, as well.

It encourages and makes heavy use of different forms of volunteering, from formal short-term volunteering to long-term voluntary service and informal actions. In terms of claimed numbers of volunteers, the Red Cross/Red Crescent dwarfs all other international organizations. For example, in Azerbaijan, it claims to have 16,000 volunteers and 170,000 members.<sup>40</sup>

## **Rotary International**

Rotary International "is the world's first service club organization. Its more than 1.2 million members worldwide that volunteer their time and talent further the Rotary motto, 'Service Above Self.'" It sends mostly technical volunteers to the Region, and also has branches in most of the countries of the Region. One of its flagship projects is PolioPlus, which involves volunteers to help eradicate polio all over the world. The Rotarians are generally people with relatively high incomes, among them owners and managers of business and state corporations, international organizations and financial structures.

In total, there are about 90 Rotary clubs in Russia, with 1,500 members, plus more than 300 members of the Rotaract youth movement. All these people are regular volunteers with a long-term commitment. They may take part in public events; help orphaned, disabled, and elderly people; and provide financial support for the needy. Members spend an average of about five hours per month on volunteer work.

## **Service Civil International (SCI)**

SCI "is a worldwide voluntary service organization and peace movement." International work-camps are central to SCI's work and take a variety of forms. Every year, about 5,000 volunteers participate in work-camps in over 80 countries. For this reason, it can be classified as an international sending organization; however, it also has national member organizations which place local volunteers locally (mainly on short-term work-camps). For example, the Republican Headquarters of Student Brigades in Armenia places 250 Armenian volunteers per year in work-camps abroad, and in long- and medium-term projects locally.

40. See Azerbaijan Red Crescent Society homepage at: <http://www.redcrescent.az/assistant.php?page=about&lang=1>

### **United Nations Volunteers (UNV)**

United Nations Volunteers programme is the UN organization that contributes to peace and development through volunteerism worldwide. UNV contributes to peace and development by advocating for recognition of volunteers, working with partners to integrate volunteerism into development programming, and mobilizing an increasing number and diversity of volunteers, including experienced UNV volunteers, throughout the world. UNV embraces volunteerism as universal and inclusive, and recognizes volunteerism in its diversity, as well as the values that sustain it: free will, commitment, engagement and solidarity. UNV has both international volunteers who work in-country, and so-called 'national' volunteers. Several hundred UNV volunteers are placed yearly in the Region.

### **Voluntary Services Overseas (VSO)**

VSO has been sending international volunteers overseas to support development objectives for over fifty years. Until 2007, VSO had a large programme in Kazakhstan to support social inclusion and poverty objectives. Prior to this, the organization worked in Russia and parts of South-Eastern Europe. In 2008, VSO registered in Tajikistan. Since this time, it has attracted skilled professionals to work within both local organizations and state bodies in order to strengthen local capacity to meet Tajikistan's development priorities.

### **YMCA**

Since 1844, the YMCA has grown to become a worldwide voluntary movement of more than 45 million members from 124 national federations affiliated through the World Alliance of YMCAs. The organization exists in more than 124 countries worldwide, including nearly all the countries of the Region. Alongside a World Service programme, they engage volunteers locally in work for refugees, the disabled and HIV/AIDS prevention.

## **5.2 HOW DOES LAW AND POLICY IN EACH COUNTRY HELP OR HINDER VOLUNTEERISM?**

Why have a law on volunteering? Loud and clear answers to this question were given by respondents in countries without such a law during the focus groups carried out for this report. The social insurance status of volunteers should be clarified in law, a point which was brought up repeatedly in countries without such a law. For example, in Armenia, "natural persons, who voluntarily perform work for the benefit of the recipients" can not have any official status as volunteers and, instead, have to be classified as 'interns'; in contrast with volunteering, internship in Armenia is regulated by law, interns can sign contracts, and their expenses can be paid by organizations; conversely, volunteers' expenses can not be legally reimbursed. So, in countries without a law on volunteering, VIOs may be forced to hide the details of what they are doing and how they engage volunteers.

On the other hand, in many European countries with high levels of volunteering, such as the United Kingdom, there is no law on volunteering, and a

law on volunteering cannot, in and of itself, guarantee an environment that nurtures voluntary activity. It is important to look at the entire legal environment, including other laws and regulations which might affect volunteering, such as legal frameworks that are linked to employment, social security and health insurance.

Certainly, a comprehensive law on volunteering is perceived as the best way to ensure a legal environment that nurtures volunteering during the rapid changes experienced within the Region's civil societies. Virtually all of the Region's countries have, through their voluntary sectors, made serious attempts to introduce laws on volunteering. These attempts have had various degrees of success. A number of countries, such as Azerbaijan and Armenia, continue to struggle in efforts to adopt their draft laws.

For those countries which have recently adopted laws on voluntarism,<sup>41</sup> or are involved in drafting such laws, the experience has generally been positive. The process usually involved extensive consultation and the involvement of a range of stakeholder groups. Generally speaking, the laws and drafts are quite similar and go a long way to clarifying the status of volunteers in the Region. Most laws, and the drafts currently in preparation, provide for:

- a definition of volunteering, sometimes including length of service and the maximum compensation that can be paid to volunteers;
- the introduction of a formal legal instrument — a contract on volunteering — that specifies minimum rights and duties for both volunteers and for organizers of volunteering activities, provides general guidelines as to appropriate provisions for a volunteer contract, and permits volunteers and organizations to clearly define their relationship;
- the obligation to keep evidence from the volunteering work, including the issuance of a volunteer record book;
- fines for both parties in case of inappropriate implementation of the provisions of the law;
- in some cases, protection of unemployment and other insurance benefits for volunteers;
- in some cases, tax-free status for expenses associated with the volunteers, such as costs of food and travel; and
- regulation and encouragement of volunteering in the local and/or national government institutions.

It should also be pointed out that laws can be restrictive, as well as enabling, towards the work of VIOs and other volunteering stakeholders. The law in the Republic of Srpska, one of the two entities making up Bosnia and Herzegovina, actually forbids volunteering for longer than six months in an attempt to prevent volunteers from exploitation. This means that long-term voluntary service is not possible, or is not covered by the law. Some stakeholders in the focus groups expressed concern that laws could be too bureaucratic, and require too much time and paperwork from organizations that are already very thinly stretched.

41. Although the word 'volunteerism' is preferred in this report, the word 'voluntarism' is used here because it is most frequently used in English translations of these laws.

Of all the other policy instruments that promote volunteering, the most frequently mentioned is a national youth strategy. Most of the Region's countries now have one, and the majority of them mention volunteering as desirable. However, respondents in many of the countries criticized the strategies as being 'empty words' and difficult to monitor.

Subregion	Country	Law on volunteering? If so, since when?	National youth strategy or policy
South-Eastern Europe	Albania	no	yes, since 2007, mentions volunteerism
	Bosnia and Herzegovina	not at state level, various drafts	not at state level.
	Croatia	yes, 2007	yes, 2004
	FyR Macedonia	yes, 2007	yes, 2005, mentions volunteerism
	Montenegro		yes, 2006
	Kosovo	no	yes, 2009
	Serbia	no, various drafts	yes, 2008
Caucasus	Armenia	no, drafts 2004 and 2008	yes, 1999, 2006
	Azerbaijan	no, draft 2008	yes, 2002, mentions volunteerism
	Georgia		
Central Asia	Kazakhstan	no	yes, 2004
	Kyrgyzstan	no	
	Tajikistan	no	yes, volunteerism recognized
	Turkmenistan		
	Uzbekistan	no	
Western CIS	Belarus		
	Ukraine	no	
	Moldova	yes, 2010	yes, 2004-9, 2009-13, mentions volunteerism
	Russia	no	yes, 2005

Table 4. Volunteering laws and national youth strategies in the Region\*  
Source: Country reports and other information provided by the Local Experts.

Another set of laws and regulations which substantially affects volunteering are those concerning education. In most countries, volunteerism-like activities form some part of the educational programme in certain disciplines. Work experience is required or encouraged in some higher education courses. The nature of this work can vary from something like volunteering, well supervised and officially recognized, to more or less forced labour. For example, in certain professional fields, such as law and medicine, graduates in the former Yugoslav Republic of Macedonia are required to work as 'apprentices' or 'trainees' for vocational training and independent work in their chosen profession prior to taking their professional exam. These different kinds of formalized apprenticeships can play an important role in ensuring that graduates have practical skills (which they may otherwise lack), as well as academic knowledge.

\* Where cells are blank, information was not available.

Service learning is part of the some university course curriculum in Croatia (Ćulum, 2007). Service learning is important in our context not because it is voluntary (it isn't), but because it can potentially lead to pro-volunteering attitudes amongst students.

None of the Region's countries has compulsory general civic service, although some amount of civic service is required from students in some countries. Similarly, some countries are now phasing out compulsory military service. Russia and Armenia continue to have compulsory military service, but allow civic service as an alternative. Experience from other countries that have had the civic service option shows that such service can, indeed, positively affect the volunteerism landscape (AVSO, 2005, p. 357).

## 6 THE IMPACT OF VOLUNTEERISM IN THE REGION ON THE MILLENNIUM DEVELOPMENT GOALS

THIS CHAPTER PRESENTS THE RESULTS OF A SURVEY OF BEST PRACTICES IN VOLUNTEERISM THAT WAS CARRIED OUT FOR THIS REPORT. THE FIRST SUBSECTION PRESENTS AN OVERVIEW OF WHICH MDGS ARE MOST IMPACTED BY THE BEST-PRACTICE EXAMPLES GATHERED, AND SOME COMMONALITIES FROM THE EXAMPLES. THIS IS FOLLOWED BY A CLOSER LOOK AT THE CHALLENGES FACED IN MEASURING THE IMPACT OF VOLUNTEERISM. FINALLY, THE CHAPTER CONCLUDES WITH SOME OF THE MOST INTERESTING CASE STUDIES.

### 6.1 SCORES FOR IMPACT OF VOLUNTEERISM ON THE MDGS

#### Overview

As part of compiling this report, new data was gathered on the impact of volunteering through a 'survey of best practices' in the Region. The aim of this survey was not to quantify the *total* or *average* impact of volunteerism in each country, but just to illustrate what is possible. Individuals and organizations in each country were invited to submit examples of substantial impact on the different MDGs. The Local Expert in each country then selected 5-10 of the best examples and scored each one according to the given criteria. The scores for each country were gathered into a table and combined.

The results are quite striking. Firstly, whether we rank MDGs according to the number of case studies or by the scores given to the case studies that are relevant for each MDG, the ranking is almost identical: The area of impact that appears most often and that also receives the highest average score is 'contributing to social inclusion' (which was added as a separate goal that is particularly relevant in the Region).<sup>42</sup> Three more MDGs also scored well: combating HIV/AIDS, eradicating extreme poverty, and promoting gender equality. Although many projects also aimed to help those living in poverty, in many cases it was hard to decide what counts as extreme poverty.

These scores reflect a combination of different factors. They do not attempt to reflect the average or total contribution to the MDGs; what they do is give a subjective view about what volunteerism in the Region does best.

Further details about how the examples were selected are given in Appendix 1.

42. Another additional goal was also mentioned, 'contributing to the development of civil society,' but this has been excluded from the table because nearly all the projects covered this goal to some extent.

	Number of case studies	Ranking of MDGs according to scores given by Local Experts (9 is best)
Plus: Contributing to social inclusion	20	9
6. Combat HIV/AIDS, malaria and other diseases	13	8
1. Eradicate extreme poverty and hunger	13	5
3. Promote gender equality and empower women	10	4
2. Achieve universal primary education	7	6
8. Develop a global partnership for development	7	7
7. Ensure environmental sustainability	6	3
4. Reduce child mortality	3	2=
5. Improve maternal health	3	2=

Table 5: How the Local Experts rated their best practice projects in terms of the MDGs and two additional criteria\*  
Source: Powell, 2009

### Some common features

Without a doubt, to achieve all the MDGs will require the help of millions of volunteers all over the globe. Looking at these and other examples thus gives us an important indication of the *specific issues* that arise when assessing how volunteerism in the Region impacts MDGs:

- Many projects, especially in rural areas, show features of community-based or community-driven development (CDD), which is perhaps the most efficient way of adapting intervention to the needs of local communities - more efficient than private enterprise in many domains. These kinds of activities can contribute to several MDGs.
- One problem is that, in some of the countries, poverty is not acknowledged as a problem by the state. Proskuryakova (2005, p. 69) reports that Russia,

*“...is a proud member of the G8 and writes off the debt to Highly Indebted Poor Countries (HIPC). Therefore, there is no state funding available to CSOs to tackle the problem of poverty addressed by (the) MDGs. Secondly, foreign foundations’ exodus from Russia is for the most part due to high GDP per capita due to oil and gas revenues, so foreign foundations too, do not see poverty as a matter of concern for civil society.”*

- Anti-poverty volunteerism in the Region is very effective when working on single issues. Although it may highlight the plight of individual excluded groups, it is less likely to highlight general poverty or exclusion, as such. Social exclusion is multidimensional and requires multi-disciplinary analyzes and responses.

\* The first column shows the number of case studies claimed to impact a given MDG. The second column shows the adjusted total score given by the Local Experts, and the final column shows the average adjusted score per mention.

- There are plenty of projects working on inclusion of minorities and people with disabilities. But, alongside projects working *for* excluded people, are there projects *with* excluded people, in which they are themselves included as volunteers? Such inclusive practice is, in fact, less common, although there are some positive examples. In Russia, for instance, former homeless people, former drug addicts and former victims of violence volunteer together with students and schoolchildren in the 'Oratorium' centre in Astrakhan. The CSO 'Nochlezhka' in St. Petersburg maintains a shelter and offers food and work (selling the newspaper that the CSO publishes) for homeless people. Given that there are almost no state shelters, this is an important type of assistance to homeless people (Proskuryakova, 2005, p. 82).
- In the context of mass unemployment, particularly (but not only) amongst the youth, volunteering can offer young people a unique opportunity to break out of the conundrum 'no job without experience; no experience without a job.'
- In most of the countries in the Region, there is at least some involvement in the international campaigns, days and events directed at one or another of the MDGs. The AIDS memorial quilt campaign, for example, is active in Russia (Nedzelsky, Gardner, & Frolov, 1993).
- Environmental action is, in most countries, still at an "awareness-raising" stage, which often takes the form of very visible activities to draw attention to the visible, public forms of untidiness, waste and pollution, rather than on more intangible issues such as sustainable energy and conservation.
- There is much pressure on housewives in the Region not to volunteer because they are expected to stay at home and look after the family (Dervishi, 2002, p. 14). However, both the WVS analysis and the information from the Local Experts indicate that women are involved almost as much as men in volunteering, albeit in different kinds of work. Still, relatively few projects, organizations or traditions have a specific gender focus. This is despite the fact that these societies, through their governments, have committed to strengthening gender equity through the MDG targets. Thus, as countries make further formalized efforts to address this commitment, their societal value structures are likely to become more amenable to gender mainstreaming, as well.
- Although many of the 'new' CSOs in the region remain driven by the agendas of international donors (Fioramonti & Heinrich, 2006, p. 17; Proskurjakova, 2005, p. 30), there are some that were started spontaneously by volunteers who worked, at least at the start, for no money. This means that there is some future perspective for genuine and sustainable responses to the MDGs.

As mentioned above, the aim of this survey was not to quantify the *total* or *average* impact of volunteerism in each country, or the Region, but just to *illustrate what is possible*.

Getting more robust assessments of volunteerism's scale of impact is difficult. There are several toolkits to measure impact. Two of the most widely used are the *Volunteering Impact Assessment Toolkit* (IVR, 2004) and *Measuring Volunteering: A Practical Toolkit* (UNV & Independent Sector, 2001). However, the methodologies used to actually measure the impact of volunteering in the Region remain relatively modest. Standardized instruments and more sophisticated designs, such as pre-post assessments or the use of comparison groups, either of which can help answer the question, "What would have happened if the volunteers had not been here?" are almost unknown.

An opportunity for assessing impact more systematically is opening up through the new laws on volunteering (see Section 5.2). Some of the local stakeholders made this suggestion themselves. For example, the Croatian Local Expert suggested imposing "an obligation to gather information on the frequency and extent of volunteering activities (by enforcing the law on volunteering, which will regulate deadlines for delivering annual reports and other important information required of the volunteer organizers by the Ministry of the Family, Veterans' Affairs and Inter-generational Solidarity) and include the economic value of volunteer work into the GDP." But, until this happens, impact can only be assessed through narrative reporting, site visits, and educated guesswork. For example, a survey conducted by UNV in Kazakhstan during 2002 calculated the contribution of volunteerism to GDP at about 3.8 percent (Kargbo, 2002).

In the annex to resolution 56/38, the UN General Assembly recommended that governments "establish the economic value of volunteering" to boost its visibility and credibility, and stimulate supportive policies (UN General Assembly, 2008, p. 7). This suggestion goes hand-in-hand with the model adopted in the *Handbook on Non-Profit Institutions in the System of National Accounts* (UN Dept. of Economic and Social Affairs, 2003), which presently covers eight countries (but will be extended to another 30, including Azerbaijan). This initiative is now being considered by the ILO (ILO, 2008a), and would employ an addition to Labour Force Surveys and use a definition of volunteerism compatible with that of the UNV: 'All unpaid activities done willingly for the benefit of persons outside the family' (ILO, 2008b).

This kind of data collection, whether as a requirement through a law on volunteering or through labour force surveys, will make it easier to calculate, on the basis of an estimate of the total time people spend volunteering, the value of this work in monetary terms or as a percentage of the GDP.

### **Multiplier effects of technical input**

The potential for impact of volunteer technical experts introducing new technologies and practices is very large, particularly in areas in which governments lack (or can not afford) technical expertise, such as with addiction and

HIV/AIDS issues.<sup>43</sup> A single volunteer expert can, in principle, have a large effect, but this kind of impact is very hard to estimate because it is difficult to be sure how much contribution the individual has made or what would have happened if the volunteer had not been there.

### **Does a focus on MDGs underestimate the impact of volunteerism?**

Volunteerism has a positive impact on many other important goals that are not covered by MDGs. For example, the focus on MDGs, as principles agreed to by 191 UN Member States, puts the issue of human capital benefits, as well as civil society development and good governance, to one side. They also bypass two of the strongest achievements of volunteerism in the Region: (1) looking after the elderly, sick and disabled people, and (2) contributing to social inclusion. Neither of these, however, are specifically mentioned in the MDGs.

In the discussion about the effects of volunteering, there is a strong focus in Western Europe and North America on the positive effects on a volunteer, especially young volunteers. This focus is traditionally weaker in the Region, where the interest tends to be almost exclusively on the benefit to others. Yet, there is plenty of evidence that volunteering can have significant positive effects on the volunteers, which may be relatively small on the individual level, but which add up to very substantial improvements to the human capital of society as a whole when enough people volunteer. One systematic overview of research (Wilson & Musick, 1999) uses primarily longitudinal data and finds evidence for positive effects of volunteerism<sup>44</sup> on active citizenship, well-being, mental health, physical health and occupational status. These effects are of sufficient sizes that they can be expected to make significant contributions to GDP and indirectly to some of MDGs.

Finally, sport volunteering, which can have many positive effects such as improving public health and engaging youth (and which, as previously noted, ranks very high in the region) is not well covered by the MDGs.

## **6.3 BEST PRACTICE EXAMPLES OF IMPACT ON THE MILLENNIUM DEVELOPMENT GOALS**

The eight project descriptions presented in this section represent some of the most successful and diverse volunteer initiatives that have been taken place in the Region.

### **Geronimo ■ Moldova**

Geronimo's activities were started in 2002 by a group of rural high school students who were waiting to start university. The non-governmental

<sup>43</sup> Based on an interview, conducted by Local Expert G. Sheripkanova.

<sup>44</sup> However, these results do not hold across the board. For instance, voluntary activity in social and cultural organizations, but not political organizations, is associated with higher social trust.

programme is administered entirely by youth volunteers and run without a budget. It never asks for foreign financial assistance because it operates under the principle that there are sufficient resources within the communities, themselves.

One of the main focuses of Geronimo's efforts has been the revitalization of the rural infrastructure, particularly the parks and schools. The majority of kindergartens and primary schools in the Criuleni community were in deplorable condition. The absence of running water and stove-heating, along with mould, may have been directly linked to the constant hepatitis epidemics that plagued the schools. However, with long-term common effort between parents and the local council, most of the educational institutions were modernized and rebuilt. Money and material for the reconstruction was raised by parents, in collaboration with volunteers.

Geronimo also works on gender equality by providing increased opportunities for rural women to organize and debate local issues. The programme is also spreading its method and message via a part-time course in local leadership, youth participation and community development. This course lasts seven to eight months, and consists of 70 percent independent practical work in the local community and 30 percent theory. So far, about 150 students have graduated successfully from the leadership course. Since 2006, the course itself has been replicated in Singerei and Orhei.

One of the leading members became, at the age of 19, the youngest elected councilman in his district of Criuleni, and one of the youngest in Europe.

## **Motivatie (Motivation)**

### **■ Moldova**

Motivatie is the first NGO in Moldova to deal exclusively with the disabled population. Volunteers have always been an indispensable part of human resources for the organization, especially in terms of contributing and initiating new projects.

Young people with disabilities in Moldova - especially those with physical disabilities - have little chance to study in schools because of difficulty in accessing public buildings and transport. As a result, they spend most all their time at home. The death rate among disabled children is ten times higher than the general child mortality rate, with cerebral palsy the dominant cause of mortality. Motivatie seeks to affect this statistic through programmes that increase these individuals' quality of life.

The NGO has logistical support from the Moldovan government and Chisinau's City Hall. The spectrum of activities undertaken includes summer schools, sports tournaments (table tennis and basketball), social and cultural events, resources and information centres (including specialized literature for disabled people), advocacy and awareness-raising, wheel-chairs distribution, etc. The most important activity involves volunteers who are mainly university students from Chisinau universities, and who are mostly future social workers. They carry out a total of 70 to 80 home visits each month to train young people with disabilities and their families how to live in an inde-

pendent and self-sufficient way. In addition, there are two-week training courses with disabled children and parents.

### **Association of Volunteers for Victim / Witness Support in Court Proceedings** **■ Croatia**

The Association of Volunteers for Victim/Witness Support in Court Proceedings is active in several municipal and country courts in Vukovar, Croatia. It protects and offers legal and emotional support to victims and witnesses before, during and after court proceedings. The Association wants to change the current condition in which witnesses and victims, especially victims of violence against women, are left to themselves when coming to court, often without any information on what they can expect and who they can talk to if they need help.

Over 100 volunteers work two hours per week. This work is funded by Vukovar Municipality and the British Embassy in Croatia. The project is implemented in cooperation with the county court offices for support to victims and witnesses in Vukovar, Zadar and Osijek, as well as with the municipal criminal court in Zagreb. Together with the Ministry of Justice and UNDP, authorities aim to make this voluntary work an integral and sustainable part of court administrations.

The Association involves volunteers from all walks of life and helps all victims who need their support. Nearly 90 percent of the volunteers are women, and the Association is best known for helping victims of gender-based violence.

### **Khiraad** **■ Tajikistan**

This NGO is situated in Gorno-Badakhshan Autonomous Oblast (GBAO), in the remote eastern part of Khorog, Tajikistan, which borders Afghanistan and China. It provides key community services, such as educational and sport activities, work with young people, and cultural appreciation. Prominent undertakings include the establishment of the Khiraad cultural centre (done by physically converting an existing building) and the reconstruction of laundry and bathrooms in a local tuberculosis hospital. The vast majority of work is done by dozens of volunteers.

The NGO contributes to MDG 3 ('promote gender equality and empower women') by involving women and men equally in its activities, even though it is located in one of the most conservative and poor regions of Tajikistan, where girls sometimes even do not receive primary education. It also contributes to MDG 6 ('combat HIV/AIDS, malaria and other diseases') through reconstruction of the tuberculosis hospital and its youth activities, which help to reduce drug use among adolescents.

It supports itself through its services (educational and sport activities) and grants.

## **Mercy Corps and USAID Development Assistance Programme (DAP)**

### **■ Tajikistan**

The development assistance programme (DAP) in Tajikistan has the primary goal to reduce household food insecurity and vulnerability. The programme has been in place for about three and a half years, and includes volunteers in about 100 communities of the Rasht district (Rasht Valley) who volunteer 10-25 hours per week. They provide training courses, via a cascade training methodology, to pregnant women and young mothers and their families. Lessons cover health issues and household food production and preservation, including introducing the use of greenhouses.

The greenhouse project resulted in the establishment of 2,500 household greenhouses within 12 months without further direct contributions from Mercy Corps. Because the volunteers are from local families and are respected, they had greater access to young mothers and were trusted to support and not contradict local traditions and norms. The programme is proven to positively influence maternal health and child mortality.

## **Osvobođenje (Liberation) Counselling and Education Against Substance Abuse and HIV/AIDS**

### **■ Kazakhstan**

The 'Counselling and Education Against Substance Abuse and HIV/AIDS' programme is run by the NGO 'Osvobođenje' (Liberation) in Kyzyl-Orda, Kazakhstan. The current group of full-time volunteers consists of former addicts who want to help others to work through the problems of substance addiction. They are trained to give information and counselling to patients of a narcotics centre, and to educate students about the dangers of drugs and alcohol. These volunteers are crucial to the work of the programme, because they have personal experience with substance abuse, and, therefore, can give effective help to others who are trapped in narcotic and alcohol abuse. The organization is partly financed by a government fund.

## **Sozidanie Foundation / The Spring Week of Good**

### **■ Russia**

Up to 1 million people in 43 regions with more than 300 cities annually volunteer in tens of thousands of activities as part of the 'Spring Week of Good.' It is held in Russia every year during April. It is derived from the 'All-Union Lenin Communist Subbotnik,' which used to be held on April 22nd (Lenin's birthday) and included the collection of garbage from public places and concerts in hospitals. After the collapse of the command economy in Russia, this habit continued as more voluntary occasional spring cleaning actions in various regions. In 1992, it was called 'Easter Charity Week' in Moscow and, later in 1997, it was replaced by the annual all-Russian activities 'World Youth Service Day' and 'Spring Week of Good'. The Russian government supports these actions mainly via the education and/or youth departments of local and regional administrations.

The campaign now helps socially vulnerable groups, such as the lonely, disabled, sick, and young. The campaign has also provided assistance to large families, educational institutions, and the local community, as a whole, in addition to supporting animal and environmental causes. Hundreds of organizations and enterprises sponsor these activities.

Foundation Sozidanie was a co-initiator of 'Spring Week of Good' together with the Russian Centre of Volunteerism Development, and the Foundation now coordinates it.

### **Armenian United Nations Association (AUNA)**

#### **■ Armenia**

The 'Confidence-building in the South Caucasus' project administered by the AUNA seeks to raise awareness about United Nations values, principles and programmes, and especially about the MDGs. Volunteers are involved in organizing exhibitions, essay contests, debates, and MDG Promotion Weeks preparing mini-films dedicated to the MDGs; and presenting during different events. The stand-out activity, however, is the Model UN, which engages hundreds of students in simulations of UN bodies, e.g. General Assembly, Security Council, Economic and Social Council, etc. Participants assume the role of diplomats representing the UN Member States, and discuss the issues that are currently on the UN agenda. The volunteer 'diplomats' strive to reach solutions to global challenges facing the world community through negotiations and the principles of diplomacy.

The project is also active regionally. Since 2006, six regional Model UN Conferences have been organized during winter and summer holidays in Tskhneti, Georgia, involving nearly 200 students from Armenia, Georgia and Azerbaijan.

## 7 STRATEGIES FOR INCREASING THE IMPACT OF VOLUNTEERISM

THIS CHAPTER PRESENTS THE RESULTS OF A SERIES OF FOCUS GROUP DISCUSSIONS, WHICH WERE HELD DURING THE PREPARATION OF THIS REPORT IN EIGHT COUNTRIES OF THE REGION. THE GROUPS DISCUSSED POTENTIAL STRATEGIES FOR INCREASING THE IMPACT OF VOLUNTEERISM ON ACHIEVING MILLENNIUM DEVELOPMENT GOAL TARGETS. THE FIRST SECTION SUMMARIZES THE DISCUSSIONS ON THE INDIVIDUAL STRATEGIES, WHILE THE SECOND SECTION DRAWS SOME OVERALL CONCLUSIONS.

### 7.1 HOW CAN THE IMPACT OF VOLUNTEERISM BE INCREASED?

In order to best explore this question, and in preparation for focus group discussions, the report team compiled examples of (potential) policies, advocacy strategies and awareness-raising messages, and created a common list of the best suggestions, which were then developed further by the team members based on their own ideas. These suggestions were then discussed in focus groups held by the Local Experts. Which messages and strategies are most likely to encourage more people to volunteer with greater impact? Which groups, in which countries, can best be targeted with which strategies and messages? Between four and six focus groups were carried out in each country (nine in Russia), and included VIO staff and volunteers, as well as beneficiaries in both urban and rural settings.

The main task of the focus groups was to identify ways to increase the impact of volunteerism in each country. The main method was discussion of specific strategies, which has been developed based on the suggestions sent in by Local Experts in each country, but the groups were also encouraged to discuss this in any other additional way that they wanted. All suggestions were primarily about formalized volunteerism, rather than about hidden volunteerism (such as activism or mutual help).

The answers given are summarized here. Each answer is preceded by the suggestions provided initially by the Local Experts working together:

#### ■ Campaigning to promote volunteering

*Strategy: Running a publicity or awareness-raising media campaign (television, newspapers, radio, etc.) to encourage more people to volunteer*

**Questions:** What kind of image do we want to present? What groups should we target? Which media would we use?

**Suggestions posed by the Local Experts:** Present famous people saying they have been volunteers; link volunteering to popular images, e.g. music, sport; address people's concerns that volunteering is just being exploited;

encourage women to volunteer; encourage minorities to volunteer (this was a very popular suggestion in all the countries).

Although potential young volunteers were the prime target group for most of the respondents, some focus groups said that this strategy should also target their parents. Participants mentioned their own personal difficulties in explaining to their parents their decisions to volunteer.

*“Many parents do not let their daughters and even sometimes their sons be engaged in volunteerism activities. They consider it a waste of time and useless, even possibly harmful.”*

*Ilham Ali Yusif, Azerbaijan Youth Tourism Club*

Some respondents gave examples of successful campaigns, and nearly all had ideas about how to make them successful. One idea, for example, was to link with businesses and famous personalities. Most respondents believed that in order to create ‘value’ in the public’s mind, longer presentations about volunteerism, including videos, are needed. Some groups pointed out that campaigns of this nature are easy to do, but hard to do well. They underlined the need to build capacity on promotion and public relations skills. One group also mentioned the other side of campaigning – ‘naming and shaming’ officials who obstruct volunteerism.

### ■ Improving laws and policies on volunteerism

*Strategy: Passing a law or amending and improving existing laws and regulations in order to regulate and encourage volunteerism*

**Questions:** Which laws at which level? National, regional? How should this idea be implemented to make it a success? What should definitely be avoided when implementing this idea?

**Suggestions posed by the Local Experts:** Improve health and social insurance coverage for volunteers; recognize time spent volunteering.

The answers given in different countries depend on whether there is already a law implemented in that country or not.

Perhaps surprisingly, even in the countries that already have a law (see Section 5.2), there was just as much discussion on this point. On one hand, there is a need to clear up weaknesses in implementation of current laws, for instance informing volunteers of their rights. On the other hand, the new laws give rise to or reveal new problems that need addressing. So, the Croatian groups suggested developing a model for institutional recognition of volunteer work as a prerequisite for long-term development of a volunteer culture, which included the idea of receiving service or employment benefits. The Macedonian groups pointed out the contradiction that many NGOs, which had earlier supported and been involved in promoting the establishment of a volunteering law, still do not officially register their volunteers, nor observe all the law’s provisions now that it exists.

As to the countries without such a law: Stakeholders in Tajikistan had very mixed feelings about how relevant or realistic this goal would be. In Armenia, without a law on volunteering, this was the topic that was most fiercely supported by the participants. The main issues are insurance and accreditation. Russian stakeholders also had heated opinions, with some criticizing what they saw as the traditional opinion that the government needed to establish a law and everything would be solved. In reality, the federal government and volunteer organizations are far from each other, while municipalities are closer to the people. Encouraging volunteerism, thus, needs to start from the local level. Some in Moldova pointed out that a law can be very useful, but not just any law. If not carefully prepared, it could backfire and actually make life worse for VIOs and volunteers.

### ■ Promoting volunteerism in the education system

*Strategy: Providing students with opportunities to volunteer inside and/or outside schools; provide information on volunteerism*

**Questions:** How often does this happen already? What are the advantages and disadvantages for schools and students? What kinds of volunteering would make sense?

**Suggestions posed by the Local Experts:** Volunteer weekends; integration of volunteerism values and/or activities into the curriculum; service learning.

Respondents reported that there are already quite a lot of activities in schools, and that school programmes have a correspondingly big potential. Most respondents opined that “volunteering must begin in school to lay the foundations of volunteering,” as a way of guaranteeing that future generations will have civic values.

Some groups thought that this approach was particularly suited to rural areas because students in villages usually have more spare time than their counterparts from urban areas. The teachers who work in these areas are usually very young, with more enthusiasm and readiness to prove their motivation and skills to their principals. Others stressed that it is important to design the course to include the participation of the parents, together with the students, and also to use peer education.

### ■ Organizing public events

*Strategy: Holding public events to encourage and promote volunteerism*

**Questions:** What groups of people would we want to participate? What events are there already?

**Suggestions posed by the Local Experts:** A volunteering day or week; celebrating International Volunteer Day on 5 December; a marathon, march, competition, photo or film exhibition or competition; a national volunteering award.

All countries pointed out that they already have volunteerism events, and most thought that focus should be placed on improving those events that already exist. Most of the suggested methods are already used, but tend to be too small in scope.

Some groups discussed the difficult issue of how to make these events really multi-organizational, rather than parochial.

### ■ **Creating volunteer centres / networks**

*Strategy: Establish volunteer centres (or improve them if they exist already) that are independent of any particular volunteering organization, and provide resources to volunteering organizations and volunteers*

**Questions:** What is available already? What is missing? Establish or improve one national centre, or establish or improve a network of local centres?

**Suggestions posed by the Local Experts:** Provide a 'one-stop-shop' where potential volunteers can find out what is available; centres do advocacy work for volunteerism.

The FyR Macedonian respondents discussed the recent establishment of several volunteer centres, or Volunteer Info Points (VIPs), with actual placement of volunteers in institutions during January 2009.

Some respondents pointed out that the financial sustainability of currently existing centres is not ensured. Therefore, adequate strategies for future management of such centres need to be developed, perhaps at the national level. The issue of management of such centres is open to discussion, but currently the knowledge and experience is located in the organizations that are promoting volunteerism and are organizing VIPs, so their capacities should be used appropriately.

The Tajikistan respondents again expressed the fear that this kind of networking would be grounded by partisanship, and respondents in Kazakhstan reported that in order to have any chance of being recognized by government authorities, small organizations need to unite.

Some groups pointed out that this kind of networking can nowadays be facilitated by using websites and other kinds of new media.

The Moldovan groups discussed the fact that such centres exist already in Moldova, but are not efficient. According to the participants, there are 26 centres for youth within the country that are well equipped (Internet access, library and central heating system) and are particularly active in the rural areas. At the very beginning, these centres were sponsored by UNICEF. However, they currently are self-financed so they have limited their projects and the areas of activities.

## ■ Encouraging volunteer placements in local and state institutions

Strategy: *Encouraging and making it easier for potential volunteers to find good voluntary positions in institutions such as schools, health service, enterprises, etc.*

**Questions:** How easy is it now to volunteer in an institution? What are the advantages and disadvantages for institutions? For volunteers?

**Suggestions posed by the Local Experts:** Training for managers in how to manage volunteers; better regulation of legal status of volunteers and protection of paid workers; regional or local databases of placements; work with government to identify specific needs.

The FyR Macedonian stakeholders, who have some experience with this kind of approach, pointed out that there is currently extremely high motivation and interest among potential volunteers for long-term volunteering compared to the actual interest and ability of institutions/organizations to provide such positions for volunteering.

Overall, there was a lot of interest in this approach. The discussion resembled that on corporate volunteering: a promising approach that is still in its infancy. Many thought “we will cross that bridge when we come to it,” i.e. there are more pressing problems in volunteerism right now.

## ■ Promoting volunteerism in rural areas

Strategy: *Encouraging new and old forms of volunteerism outside cities*

**Questions:** What forms of volunteerism are there outside cities? What are the differences between volunteering in cities and outside? What forms are traditional, what forms are new? What kinds of volunteering would make most sense?

**Suggestions posed by the Local Experts:** Encourage mobile volunteer teams to provide volunteer services and/or promote volunteerism; encourage families and/or groups of friends, neighbours, etc. to volunteer together; promote asar/hashar and/or other traditional forms of volunteerism.

This topic raised a lot of discussion, though more about the concept of volunteering in rural areas than concrete suggestions for how to best exploit it in order to reach MDG targets.

These suggestions were particularly interesting in those countries with large rural populations, such as Tajikistan:

*“Volunteerism exists in rural areas, but it is called something different. This could be transformed into something more useful if people start using it not only during wedding parties and funerals, but also for the betterment of the community, as a whole.”*

Other groups suggested that the awareness about involvement in civil society processes is still limited in these areas.

One suggestion was to select and train individuals who will become future leaders of different rural groups with various objectives and priorities. Those people would further strengthen the links between positive traditions of volunteering and organized forms of active citizenship among rural or isolated populations.

In Armenia, one respondent mentioned that the rural mentality towards volunteerism differs from the urban perception by being more pragmatic and conservative, noting that people from rural areas (and not from urban settings) must organize volunteering within the villages and that results must be tangible (e.g. school repairs would attract more people).

In Moldova, the general perception was that rural areas are more open and more active in terms of volunteerism. Thus, focusing on the villages would be beneficial in terms of promoting volunteerism on the national level.

### ■ Researching to demonstrate impact of volunteerism

*Strategy: Carry out new research (or compile existing research) on the impact of volunteerism*

**Questions:** What kind of information would persuade decision makers? Which decision makers should be targeted? Is it possible to gather the right kind of evidence? What kind of information is available already?

**Suggestions posed by the Local Experts:** Collect and present economic evidence to decision makers to persuade them of volunteerism's value; present evidence to the general population of how volunteerism can benefit themselves and their communities.

This was one of the least popular suggestions and did not provoke much discussion. Lack of evidence for the impact of volunteerism was not seen as a pressing need.

Some respondents pointed out that the problem is more of publishing and utilizing existing data. Others suggested that the best way to do this kind of research is to strengthen links with academic institutions.

### ■ Encouraging corporate volunteerism

*Strategy: Firms encourage and enable employees to volunteer in the community*

**Questions:** Does this happen already in our country? What kinds of firms are/might be interested? What might the benefits and disadvantages be for firms? For employees?

**Suggestions posed by the Local Experts:** An award to highlight firms introducing corporate volunteering; a resource centre for interested firms or employees; extending corporate volunteering in state institutions.

Although the score given to this suggested strategy was not very high, there were quite lively discussions on it, and participants certainly did not dismiss it out of hand (not even in the poorer countries such as Tajikistan). There was a feeling that the time was not yet quite right, but just beginning in some countries such as the former Yugoslav Republic of Macedonia and Croatia. There was a lot of openness to including elements of volunteering within the state sector.

Many problems were mentioned, particularly noting that potential volunteers have less and less time in a worsening economic climate.

Key factors for the success of this kind of activity in the Region were mentioned, such as:

- publishing good practice examples
- securing approval from higher management
- partnering with NGOs
- training
- overcoming political interference and influence, which decrease opportunities for meaningful engagement
- working first on passing volunteering laws where they do not yet exist, as a prerequisite to corporate volunteering
- persuading companies of volunteerism's benefits

### ■ Establishing exchange programmes for VIO staff

*Strategy: Enable people working in volunteer organizations to visit and spend some time in other organizations*

**Questions:** What could officers learn from visiting other organizations? How often does this happen already? Where could they learn the most? Should this take place locally, nationally or internationally?

**Suggestions posed by the Local Experts:** Visit best-practice organizations to learn how they succeed; integrate with corresponding partnerships/networks of organizations.

There was no special enthusiasm for this suggestion amongst most types of focus groups, and even the groups of VIO staff gave it a lower priority than other suggestions. Nevertheless, there was some awareness that VIO capacity-building is important: There is no point encouraging more people to volunteer if there is no capacity to efficiently and effectively assign them to appropriate placements, monitor their progress, assure quality standards, and so forth.

## 7.2 SUMMARY OF FINDINGS FROM FOCUS GROUPS

The participants of all 41 focus groups were also asked to reach a consensus ranking of the different suggestions. shows combined results for all eight countries. While none of the strategies were rejected by the participants outright, they were most keen to promote volunteering through campaigns in the media, and also believed in the importance of adequate laws and policies. At third place, they also wanted to promote volunteerism in the education system.

Strategy	Average score	(1= best)
Campaigning to promote volunteering		2.62
Improving laws and policies on volunteerism		3.03
Promoting volunteerism in the education system		3.04
Organizing public events		3.6
Creating volunteer centres / networks		3.82
Encouraging volunteer placements in local and state institutions		4.08
Promoting volunteerism in rural areas		4.67
Researching to demonstrate impact of volunteerism		5.13
Encouraging corporate volunteerism		5.53
Establishing exchange programmes for VIO staff		6.76

Table 6: Final ranking of suggested strategies to improve impact of volunteerism

The general impressions from focus groups were as follows:

- All different kinds of stakeholders had something to say, and the differences between them were not so very strong, except that NGO staff were somewhat more in favour of conducting exchanges.
- Nearly all stakeholders understood volunteerism primarily in terms of 'visible' (rather than 'hidden') volunteering carried out by 'new' VIOs.
- The most lively conversations were about introducing volunteerism as a habit in young people, implementing a law on volunteering, prioritizing rural issues and awareness-raising.
- It can be said that many respondents just see volunteerism as a 'good thing,' and the main problem is to get more people to do it. There was less focus on what volunteerism is trying to achieve.
- Very few used MDGs as a framework for thinking about the goals of volunteerism.
- The biggest issue which came up and which was not directly scheduled for discussion was financing of volunteerism. When most international donors are implementing exit strategies and the government still has not established sustainable procedures and practice for support of civic associations, the importance of small local or big national fundraising campaigns becomes crucial.

## 8 CONCLUSIONS AND RECOMMENDATIONS

JUST AS THE MILLENNIUM DEVELOPMENT GOALS ACT AS A 'ROADMAP' FOR MAKING GLOBAL PROGRESS IN HUMAN DEVELOPMENT, THIS CHAPTER EXAMINES HOW THE INFORMATION AND STRATEGIES FOR VOLUNTEERISM PRESENTED EARLIER IN THIS REPORT CAN BE USED TO ACHIEVE PROGRESS IN THE REGION. THE FIRST SECTION LOOKS AT STRENGTHS AND WEAKNESSES, OPPORTUNITIES AND RISKS. THEN, FOUR STEPS ARE SUGGESTED TO IMPROVE VOLUNTEERISM'S CONTRIBUTION TO THE MDGS IN THE REGION. THE NEXT SECTION ADDRESSES THE ISSUE OF BRANDING OR SOCIAL MARKETING OF VOLUNTEERISM, AND THE FINAL SECTION MAKES SOME RECOMMENDATIONS FOR SPECIFIC GROUPS OF COUNTRIES.

### 8.1 STRENGTHS: WHY CAN VOLUNTEERISM HELP TO ACHIEVE THE MILLENNIUM DEVELOPMENT GOALS IN THE REGION?

**Because it supports the very survival** of some remote rural communities.

**Because it is a sleeping giant.** Voluntary participation has involved hundreds of thousands of people in the recent history of the Region's countries, not only in everyday survival, but also in moments when they have perceived an urgent need such as responding to natural disaster, war, and environmental threats. If and when these populations perceive achievement of MDGs to be a sufficiently urgent need, they will respond with the same conviction, energy and courage.

**Because it is everywhere.** There is a broad array of different forms of unpaid work for the benefit of others carried out in the Region:

- informal mutual help in the community
- collective action to help individuals and even the whole community in times of need
- unpaid work for religious organizations, often performed by older, less educated women in rural areas
- those more organized forms of volunteering which have survived from or through the socialist regimes, such as sports clubs, mountain rescue clubs, Red Cross, professional and cultural associations
- occasional (often annual) mass actions involving thousands or even, in Russia, millions

However, those involved are very unlikely to define much of this work as 'volunteering.' Much of it is what we have called 'hidden volunteerism,' in particular, mutual aid and self-help.

The bulk of volunteerism in the Region is probably best expressed as bonding, rather than bridging, volunteerism. By this we mean volunteering which is for the benefit of people known to the volunteer personally.

**Because it is, or was, collective.** By far the biggest, best-known and most popular forms of voluntary work in at least some of the Region's countries during the past were not individual, but collective acts, such as the mass short-term work programmes (*radne akcije*) in the former Yugoslavia. There are strong memories, at least amongst many of the older generation, of enjoyable and effective volunteerism.

**Because it can help reduce social exclusion.** Volunteerism for excluded people is quite strong in the Region. This is good news, as social exclusion can be seen as the Region's greatest problem. However, inclusive practices still need to be strengthened. When excluded people volunteer, they make a step towards becoming included. This is particularly true for unemployed people, who paradoxically are not frequent volunteers and, yet, who are particularly in need of improved chances on the job market, which volunteering can bring them.

## 8.2 WHAT ARE THE WEAKNESSES OF VOLUNTEERISM IN THE REGION?

### **It is reactive, rather than pro-active**

All the countries in the Region have gone through dramatic social restructuring in the last two decades, yet key social goals and MDGs, in particular, are often unmet. One might expect that individuals and civil society organizations in the Region would focus on pro-active forms of volunteerism, such as advocacy and campaigning, to preempt the worst effects of these transitions. Instead, they have responded to changes through generally more reactive forms of volunteerism, such as providing mutual aid and services.

### **There is a backlash amongst the young**

The younger generation cannot understand the mindset of the older generation, who enjoyed taking part in mass compulsory action. They are very much anti-state and anti-collectivism. On the other hand, they are more open than their parents to bridging volunteering.

### **There is a split between "new" and "old" CSOs**

Very few of the newer civil society volunteerism organizations have a broad base of support. They tend to be professionalized and are sometimes seen as elitist by the general population. There are many donor-driven projects that would not have happened without donor money. At the moment, there are not many initiatives filling the big gap between 'new' and 'old' CSOs. There is little real cross-fertilization and synergy of approaches between the local and international, Western-sponsored initiatives. The best examples are when cross-fertilization takes place, in which new volunteerism initiatives are developed on the basis of mutual respect. This kind of cross-fertilization seems the most likely way to develop meaningful and sustainable contributions to the MDGs. If these two worlds are to meet, they can only do so on equal terms, and not with the Western approaches denigrating the Eastern approaches as 'primitive,' 'pre-modern' or 'anti-modern' forms of volunteering.

Key volunteerism stakeholders ‘talk down’ the Region, and they exaggerate the amount to which volunteerism in the Region is behind the West. Very often they do not perceive hidden volunteerism to be real volunteering.

### **There is less uptake of the ideas of universalist volunteerism**

The network of ties that establish rights and duties to mutual help seems to be wider than in the West, and particularly where the state social care is weakest. In contrast, the idea of universalist volunteerism - helping those to whom one has no ties at all, and in the name of nothing except perhaps common humanity – seems to be somewhat weaker. Moreover, the concept of universalist volunteerism is not as valued or idealized as much as it is in the West.

### **Political activity may be an Achilles’ heel**

All over the Region, there is controversy about volunteer organizations being involved in political and elite-challenging activity, though this controversy is much stronger in some countries than in others. Governments may feel they need to shut down politically active organizations when these organizations are perceived to overstep the mark, especially if they are funded from outside the country. This can even mean that volunteerism, as a whole, can become discredited in the eyes of potential state partners and beneficiaries.

## **8.3 WHAT ARE THE OPPORTUNITIES AND RISKS FOR EXPANDING THE IMPACT OF VOLUNTEERISM?**

Overall, societies over the last 30 years have been moving away from survival values towards the values of self-expression. At the same time, they have moved away from traditional values towards secular ones. Western societies are ‘ahead’ of the others in this development, though all are moving in approximately the same direction.

As former socialist societies develop economically, the value structures of their citizens change in two ways, both of which are relevant to volunteerism. On the one hand, they tend to move from traditional to secular values - a move which is associated with less volunteering because greater emphasis is placed on employment, earnings, and participation in new economic opportunities, rather than on participation in the ‘state system.’ On the other hand, as people’s standard of living increases, they tend to develop stronger values of self-expression as opposed to survival values, and this tendency is associated with more volunteering.

Economic development means drastic changes in volunteer practices, and countries in the Region are at different points in this transition. Bonding volunteering and bridging volunteering tend to be inverse complements in the sense that where one is strong, the other is weak. For example, in Tajikistan, where most of the country is rural and a large part of rural life depends on voluntary work, there is virtually no national-level support structure for bridging volunteerism. With economic development, however, forms of bonding volunteerism - while still immensely important in rural areas - will gradually

lose importance over the next couple of decades, and forms of bridging volunteerism like civic participation will increase in importance throughout the Region.

At the same time, the character of these individual forms of volunteerism is changing to be more inclusive. For example, civic participation is more likely to be for the benefit of marginal groups. This is consistent with the empirical finding that the difference between the Region and the EU is not primarily on the traditional/secular dimension, but on the survival/self-expression dimension. Specifically, identifying with 'causes' outside one's own group – such as heterosexual people supporting gay rights – is a phenomenon most associated with self-expression values. These changes increasingly lead to the formalization of certain kinds of volunteerism, specifically voluntary service to others, civic participation and advocacy volunteerism. Boundaries become clearer, NGOs become more professionalized, and often smaller (but more committed) numbers of people are involved in any one particular voluntary service.

Certainly, informal, spontaneous and one-off forms of volunteerism in the Region remain very much alive. Yet, they, too, are changing in character. Neighbourhoods are still extremely important for volunteerism, especially in the east of the Region. However, the primary social groups are increasingly those brought together by causes and ideas: issue groups and 'tribes' constituted through new media, rather than through physical proximity.

Improving the impact of volunteerism in the Region isn't about teaching the East how to volunteer. It is about managing the changing balance between bonding and bridging volunteering.

Indeed, the meaning of 'community' is changing rapidly in the world. Although many of the Region's countries are not yet very well connected into new media, this situation is changing, perhaps more rapidly than the citizens of the countries concerned probably expect. The growth of Internet use from 2000 to 2008 has exploded ten-fold in some of the Region's countries (Miniwatts Marketing Group, 2009). That means that planning now has to take into account a level of connectivity that may currently seem unrealistic.

Closely linked to this, there is some concern as to whether civil societies and education systems are ready for what pro-social behaviour is going to (have to) look like in ten years' time. While formal civic participation is still lower in the Region than in Western Europe, there are some indications that informal civic activism is already increasing quite fast and seems to be stronger than in the new EU countries.

Meanwhile, the future political climate across the Region is completely uncertain. Most donors and international agencies are using a roadmap that has led the countries in the Region's west to slowly approach the EU's sphere of influence and values. However, the increasing influence of China and the return to influence of religions such as Islam and the Orthodox Church may

influence or revise this process in ways as yet unforeseen. Equally, although the influence of the Russian Federation decreased in the years following 1990, the situation is changing again now.

## 8.4 IMPROVING VOLUNTEERISM'S CONTRIBUTION TO THE MDGS: FOUR STEPS

### Step 1: Identify existing forms of volunteerism

Especially those that thrive without foreign help. Include 'old' as well as 'new' NGOs, 'hidden' as well as 'visible,' 'bonding' as well as 'bridging' forms of volunteerism.

Consider engaging intermediaries, such as anthropologists, who might be better at identifying these forms. Or, work through local networks, especially those that are not too focused on 'universalist' volunteering.

### Step 2: Identify change agents and volunteers

For example, encourage an open dialogue with religious organizations and communities to see how the growing interest in religion can be harnessed for MDGs. Engage with existing volunteer sports organizations, which have massive breadth and depth of influence in the Region.

### Step 3: Devise ways for these change agents and volunteers to sustainably get more of what they want through new volunteerism projects that could be even more focused on the MDGs ...

Be frank and candid about the different real motivations for volunteering, the 'what's in it for me' factor, both on the part of front-line volunteers and change agents in VIOs. Donors and agencies should be similarly frank and candid about their own agendas.

It might well be that the inclusion of more 'old' NGOs will prove a challenge for international agencies without experience with these kinds of partners. Create business development plans that make sense for VIOs. Where possible, they can be helped to develop their own sources of income, which would help to free them from the agendas of donors.

### Step 4: ... but keep it concrete

- Very popular and successful forms of volunteerism in the Region are one-off actions, such as subbotniks, which are directed at very visible problems (often environmental, such as cleaning a riverbank) to which individuals can make a clear contribution.
- Most of the best volunteer practices in the Region contribute to the MDGs; however, they are also idiosyncratic and do not fit easily into the MDG framework. One could perhaps say that what they do best can indeed be *translated* into the MDG terminology, but this remains a translation.
- Embrace the fact that the explicit goals for many volunteer initiatives will probably be much more specific and local than the MDGs themselves.

- The most successful volunteerism projects in the Region tend to be single-issue campaigns. Even organizations that have managed to maintain a profile above and beyond individual campaigns, such as Mjaft! in Albania (Traynor, 2005), are very campaign-focused. What holds it all together is more about style and attitude, than about the promotion of a specific ideal.

## 8.5 BRANDING: CELEBRATING THE DIVERSE FORMS OF VOLUNTEERISM

Stakeholders throughout the Region agree that the most important and promising strategy for increasing the impact of volunteerism is to re-brand volunteerism as something attractive to do. But, this should not take the form of “teaching volunteerism basics to people” (respondent in focus group in Azerbaijan), but as celebrating something that ordinary people *already* do.

(Re-)Branding of volunteerism should:

- present volunteering as poly-motivated, something everyone can benefit from in different ways while helping (rather than as a specifically altruistic phenomenon), whether this motivation is related to career, employment, socialising, education, compensation or the pursuit of ideals, and whether it benefits the volunteers or their families or communities;
- build capacity on volunteerism promotion and provide professional consulting and resources, rather than assuming that anyone can do it;
- not assume that one size fits all, or that the communication targets identified in this report can be covered in one campaign;
- present the differences (just as much as the similarities) between different forms of volunteering; indeed, they do not need to be presented as different ‘forms of volunteering,’ at all;
- be aware of the gendered aspect of volunteering; women and men in the Region usually volunteer in different ways, in different contexts, and for partly different reasons;
- affirm and leverage these various different forms without trying to re-name them or appropriate them for a global initiative; (it does not matter what t-shirts the volunteers are wearing, and in fact many of them aren’t the sort of people who wear t-shirts anyway);
- highlight how volunteering can be an expression and exploration of one’s self identity;
- stress links with existing forms and traditions of volunteering, and celebrate/encourage both bonding and bridging forms of volunteerism;
- link activities in with the 10th anniversary of the International Year of Volunteering in 2011;
- provide opportunities for groups and/or families to volunteer, as well as virtual groups and networks; and
- be open to the ideographic legacy of the socialist period, at least in countries with a more positive attitude to the socialist past.

### **Countries with mass (youth) unemployment**

Mass youth unemployment for the foreseeable future in many of these countries means that promoting volunteering as an alternative route to employment should be 'a no-brainer.'

Anticipate the forthcoming surge in the use of Web portals for finding employment by providing and placing volunteering opportunities at these websites.

### **Countries without strong backlash against mass organized activity**

Leverage the tradition of 'days of volunteering,' often organized on religious or secular holidays, which is still very strong in many countries.

### **Countries with rural populations and a tradition of hashar**

Leverage asar/hashar as a form of community-driven development. These kinds of volunteering should not be disparaged as not 'real' volunteering. In fact, they can be seen as the heart of CDD, which is considered to be a method of choice in development strategy.

### **Countries which might adopt a law on volunteering**

The overriding concern for current VIOs in countries without a law on volunteering is that they need such a law in order to be able to protect and expand their base of volunteers. However, they should be guided by VIO networks in countries that have recently passed such a law in order to avoid common pitfalls.

### **Countries which have a law on volunteering**

Ensure networking with the voluntary sector in countries that have recently adopted such laws in order to ensure that the drafts are of the highest quality. Support a network of decentralized volunteer centres and encourage CDD, which can help keep the donors at a distance and increase the relevance of activities.

### **Countries where working on formalizing volunteerism makes sense**

Work towards adopting quality standards in volunteering. Develop a model for institutional recognition of volunteer work as a prerequisite for long-term development of a volunteer culture and a system of receiving service or employment benefits.

Examine where unpaid work is required in educational institutions and adopt quality standards so that the experience is useful for both the student and society, and so that the experience encourages the student to engage in future volunteer activities.

Ensure that useful impact monitoring data is included in the documentation that CSOs must provide to governments under the new laws on volunteering.



## **APPENDIX: RESEARCH METHODOLOGY USED IN THIS REPORT**

### **APPENDIX 1. SELECTION OF COUNTRIES FROM THE REGION**

Two countries were to be selected from each subregion:

**South-Eastern Europe:**

Albania; B&H; Croatia, Kosovo, the former Yugoslav Republic of Macedonia, Montenegro, Serbia

**Central Asia:**

Kazakhstan, Kyrgyzstan, Tajikistan, Turkmenistan, Uzbekistan

**Caucases:**

Armenia; Azerbaijan; Georgia

**Western CIS:**

Russia, Belarus, Ukraine, Moldova

As the set of countries involved is quite small and fairly heterogeneous, random sampling is not a meaningful procedure. Instead, it was decided to hand-pick the countries in order to ensure that the countries selected reflect as far as possible the variability on key development indicators within the entire Region and within each subregion. Looking at tables of the combined Human Development Index (HDI) for each country, as well as individual indicators such as GDP and education index, it can be seen that most development indicators are highly correlated with one another in the Region. Thus, HDI can be used as an adequate single proxy for development in these countries.

On the other hand, there were some other policy-relevant desiderata for this study that are not necessarily related to HDI, in particular:

- include at least one country with a functioning law on volunteering;
- ensure a reasonable balance of the main religions in the region, (Orthodox Christianity and Islam, perhaps including non-believers as a separate category) as likely rough proxies for cultural factors;
- include at least one country from the following categories: without compulsory service, with compulsory military service with no alternatives, and with compulsory service with civic service alternatives;
- include one or two countries with candidate status for the EU, or which have signed an SAA;
- include at least two countries with a UNV presence in the country, i.e. Kazakhstan, Kyrgyzstan, Uzbekistan, Bosnia and Herzegovina, Albania, Croatia and Ukraine.

So a two-step selection process was followed:

- in each region, take the country with the highest and the lowest HDI. Exclude Serbia, Montenegro and Kosovo because an HDI ranking is not available for them; and
- check that this selection satisfies other policy-relevant criteria; if not, amend accordingly.

The first selection was as follows:

**South-Eastern Europe:**

Croatia, the former Yugoslav Republic of Macedonia

**Central Asia:**

Kazakhstan, Tajikistan

**Caucuses:**

Armenia, Azerbaijan

**Western CIS:**

Russia, Moldova

In the second step, it was confirmed that this selection satisfies the other policy-relevant criteria:

- 1: Croatia and the former Yugoslav Republic of Macedonia both have a law on volunteering and are the EU candidates
- 2: There are predominantly Muslim (Azerbaijan, Kazakhstan, Tajikistan) and Orthodox (the former Yugoslav Republic of Macedonia, Moldova) countries, as well as majority Catholic (Croatia), atheists (Russia), and others (Armenian Apostolic)
- 3: Armenia, Moldova and Russia all have substitute compulsory service; Croatia has no compulsory service
- 4: Kazakhstan and Armenia have the UNV offices

As a result, this selection was retained.

The research carried out for the present report included a series of focus groups, which were held in order to find out what suggestions key stakeholders have for improving the impact of volunteerism in the Region. The focus groups were carried out as follows:

First of all, examples of (potential) policies, advocacy strategies and awareness-raising messages were gathered by deskwork in each country, and a common list of the best suggestions were then developed by the research team working together on the basis of this deskwork and their own ideas. Most suggestions were primarily about formalized volunteerism, rather than hidden volunteerism such as activism or mutual help.

These common suggestions were then discussed in focus groups held in each country by the Local Experts: Which messages and strategies are most likely to increase more people to volunteer, and with greater impact? Which groups, in which countries, can best be targeted with which strategies and messages? The Local Experts were also encouraged to use any other techniques they wanted to stimulate additional discussion on how to increase the impact of volunteerism.

The Local Expert in each of the selected countries held at least four focus groups (nine in Russia), as follows:

- at least two focus groups with relatively homogeneous groups of volunteers;
- at least one group from a large city, and at least one group from rural areas;
- at least one group of voluntary organization staff of approximately comparable levels;
- at least one group of people from beneficiary areas or organizations; and
- if desired, additional groups in these categories and/or groups with other kinds of stakeholders relevant to the situation in the country. They did not need to be directly involved in volunteerism themselves, but they needed to be well informed about it.

Care was taken to make sure that the groups comprised people with similar backgrounds and roles, particularly to avoid having respondents from different levels in a hierarchy. So, for example, project staff were interviewed in one group, and directors from various voluntary organizations in another.

Additional considerations for inviting respondents to the focus groups were as follows:

- not more than two people from the same organization in one focus group; and
- not more than four people from the same organization in all the groups taken together.

The basic principle was that while each focus group should be relatively homogeneous, the groups taken together should represent a good mix that approximated the variety of volunteerism, or at least formal volunteerism, in the country.

The Local Experts then conducted the groups according to the following instructions:

Preparation: Translate/adapt the titles of the 'ideas for increasing the impact of voluntarism,' sections A to J below. (We will call the strategies 'ideas' in the focus groups, as this word might be easier to understand and translate). Print or write out just the titles of the ideas with very large letters, one per A4 page. You might also want to print out the questions for each idea<sup>45</sup> on separate sheets to make it easier for you to lead the discussion, since the ideas will not come in the same order as printed here. You might want to exclude up to three of the ideas with each focus group if you are sure that your participants will not understand them, or have no information/opinions on them.

The main theme of the focus groups should be ways to increase the impact of volunteerism in your country. The main method will be discussing specific strategies below, but the groups are also encouraged to discuss this in any other additional way you like.

Introduce the ideas all at once by putting the corresponding A4 sheets (with the titles of the ideas) where everyone can see them (stick them on the wall or put them on the floor if you are sitting in a circle). Encourage people to ask questions or to express their general opinion about the ideas. (This is to avoid you presenting them in a specific order that might focus people's attention on the first few and leave less time for the others). At the end of this phase, make sure that you have said just enough about each one, including reading the 'definition' for each idea (see Table 7), so that everyone understands each idea. Now, ask the group which idea is most promising for increasing the impact of volunteerism in your country. If necessary, explain that the ideas may overlap. For example, one idea might be part of another idea. Explain that even so, they should choose the one which is the most promising single idea. When they have agreed about the most promising, ask them to put all the others in order so that the most promising is first and the least promising is last ('ranking'). You can do this by re-arranging the A4 sheets on the floor or the wall until a consensus has been reached about their order. Then, go through the ideas one by one in this order, according to the following guideline. Again, it is more important to ensure a natural and lively debate on these topics than it is to follow the guideline exactly.

45 The ideas are listed in section 7.1.

Type of respondents	Place	Number participating	Number participating									
			A policy	B campaign	C public event	D corporate	E research	F institutions	G network	H exchange	I edic	J rural
AVERAGE			3.0	2.6	3.6	5.5	5.1	4.1	3.8	6.8	3.0	4.7
Macedonia	Management structures	Bitola	6									
Macedonia	Volunteers from towns/villages	Negotino	10	1	2				6	4	5	3
Macedonia	Beneficiaries	Stip	9		4	3			1	5	2	
Macedonia	Volunteers from cities	Skopje	10	4	2	3	6		1			5
Tajikistan	Young urban Volunteers	VSO Office	10	2	3							1
Tajikistan	Young Volunteers (Rural focus)	Kurgan-Tube	15	10	3	8	4	7	5	9	6	2
Tajikistan	Beneficiaries/ volunteers (mature male group of former drug	Kurgan-Tube	10	1	4	2	8	7	10	5	9	3
Tajikistan	Mature female volunteers (Rural focus)	Kurgan-Tube	8	8	2	3	7	1	5	9	4	6
Tajikistan	Volunteer Co-ordinators	Dushanbe, VSO Office	10					1	2			
Armenia	Volunteers	Yerevan	9									
Armenia	Volunteers	Gumry	9	2	3		4			1		
Armenia	Organizations	Gumry	11	1	2		3					
Armenia	Organizations	Yerevan	5	7	2	5	3	8		1	6	4
Armenia	Beneficiaries	Yerevan	8	1	4	5	10	7	8	2	9	3
Croatia	CSOs – 5	Rijeka	10	4	1	6	10	3	2	7	9	5
Croatia	Local municipality -2	Osijek	11	7	4	2	9	5	2	6	10	3
Croatia	Local municipality, local committee president - 1	Tenja	12	6	3	5	9	8	1	4	10	2
Croatia	CSOs – 5	Split	19	5	10	9	8	6	2	3	7	1
Croatia	Business sector representatives	Zagreb	4	2	5	1	3	8	6	5	9	7
Croatia	Member of the National Board for the Development of	Zagreb	8									
Azerbaijan	Staffs of NGOs, volunteer project coordinators, project man	Baku	6	1	1	2	1	1	1	2	2	1
Azerbaijan	Young people who worked as volunteers with these and ot	Baku	7	1	1	1	3	2	4	1	3	1
Azerbaijan	Beneficiaries - women, youth and children organizations, so	Baku	9	3	2	2	3	4	2		3	2
Azerbaijan	Representatives of local NGOs, local communities	Sheki	10	2	3	1	3	4	4	1	2	2
Moldova	Volunteers from the rural area	The Academy of Economic Studies, room	11	2	3		6			5	7	1
Moldova	Volunteers from town	Kiev 16/1	9	1	4		8		7	3	6	2
Moldova	Voluntary organisations staff	Red Cross	7	1	3	4	10	9	7	6	8	2
Moldova	Beneficiaries	UNIT Centre for Youth	7	2	5	8	6		4	7	1	3
Russia	1.Focus group for city volunteers	Conference hall of "Golden Ring" hotel, city c	15	5	1	2	4		3			6
Russia	2.Focus group for NGO management	NGO "International Investment center" office	7	3	1	2	5		4			
Russia	3. Focus group for rural volunteers	Rotary club office, small city of Troitsk, Mos	12	2	1	4	3					
Russia	4. Focus group for NGOs and other formal and non-formal st	NGO "Vera" office, city of Belgorod, Belgor	10	2	1	5	6		4			3
Russia	5. Focus group for NGOs and other formal and non-formal st	city of Rostov, Rostov Oblast	8	2	1	3						
Russia	6. Focus group for city volunteers	Rotary Club office, city of Krasnodar, Krasn	6	3	1	2	4		6			5
Russia	7. Focus group for NGOs and other formal and non-formal st	Yekaterinbourg, Sverdlovsk Oblst	12	1	2	3	4					
Russia	8. Focus group for NGOs and other formal and non-formal st	NGO "Center of social and educational initiat	7	2	1	5	6		4	7	3	
Russia	9.Focus group for beneficiaries	NGO "Oratorium" office, city of Astrakhan,	6	1	3	4	5		2			
Kazakhstan	Volunteers	Almaty	10									
Kazakhstan	NGO +volunteers	Atyrau	9									
Kazakhstan	Expat volunteers	Atyrau	4									
Kazakhstan	Beneficiaries	Mahambet	4									
Volunteers									Score = 1			
Management									Score = 2			
Beneficiaries and others												

Table 7. Focus group prioritizing of the strategies for increasing the impact of volunteerism on the MDGs  
Source: Powell, 2009

The scores given by each focus group to each suggestion were then added up and the mean score was taken for each suggestion, with a low score indicating a high ranking. The results are given in the corresponding report section, 6.1.

### **Launching the Best Practices Survey in each country**

In each selected country, the survey was publicized in a variety of ways by the Local Expert (and by UNV offices in those countries that were not selected for this research, but which have UNV offices). Emails, faxes and letters, as appropriate, were sent by the Local Expert to relevant stakeholders, asking them to nominate case studies (using a one-page form sent by a certain date) that exemplified the impact of volunteerism. The Local Experts were encouraged to write directly to projects they already knew about, and which they thought should be covered. However, they also made considerable effort to contact a substantial number of organizations or initiatives with which they had not had contact.

### **Scoring and selecting the best case studies**

After receiving the written Case Study reports, the Local Experts entered the names of the case studies into a table and scored them as follows:

- positive impact of each volunteer's work (0-10)
- cost-effectiveness ("value for money") (0-5)
- extra points for innovative, unusual, promising approaches (0-5)
- including volunteers from groups that are socially excluded (0-5)
- additional, discretionary points for any other factors that seem important to the Expert and not covered so far (0-5)

In countries where the Local Expert was working as part of a research team, this process was conducted in the team.

They then selected between two and five case studies, which they considered to have had the most significant impact. To the extent possible, these selections needed to cover at least two or three MDGs, and/or address socially excluded groups, and/or help to build civil society. Similarly, selections needed to include one or two cases of innovative methods/formats, such as volunteering in the private sector and online volunteering. For these selected cases, the Local Experts collected another 1-2 pages of detail for each one (usually asking the organization concerned for some more background information).

The total points awarded for each Case Study were then entered into a combined table by the Regional Researcher. These scores were divided by the average number of points given to the projects in the country to which the Case Study belonged in order to correct for the tendency to give more generous scores in some countries than in others. The resulting corrected scores had an average of '1' both in each country and overall. The case studies reproduced in Chapter 6.3 were selected by the Regional Researcher from those which had high corrected scores, and which also clearly contributed to the MDGs. Thus, some projects which scored highly were not reproduced in Chapter 6 because the connection to the MDGs was not as clear as in some other projects.

Next, in order to assess the relative contribution of each Case Study to the MDGs, new scores were constructed as follows: For each MDG, the corrected scores from the first calculation for all projects that contributed to that MDG (according to the Local Expert) were added up.

### **Timeframe for selection of case studies**

Although any case studies since 1990 could be included if they were of exceptional interest, priority was given to those that were still active. Projects that, by their nature, do not happen all the time, but which could be expected to happen with regularity (e.g. a summer camp), were counted as 'still active.'

### **Validation**

The Local Experts were told to make certain that these case studies are more or less accurate and to make reasonable efforts to check the claims. They were also told that the Regional Researcher and/or UNV might independently check two or three of the case study reports. On one or two occasions, the Regional Researcher made changes regarding the assignment of which projects contributed to which MDGs.

The World Values Survey is a series of representative household surveys that primarily focus on assessing human values. It is carried out all over the world, including in many of the Region's countries. Four WVS surveys have taken place thus far: 1981-84, 1980-93, 1989-1993 and 1999-2004. These data are integrated into one dataset to facilitate time series analysis, and are provided for reanalysis free of charge by interested researchers (WVS 2009). More information on the survey is available at [www.worldvaluessurvey.org](http://www.worldvaluessurvey.org)

### Substantive variables analyzed for this report are:

- variables a064 to a077: membership of organizations (data from wave 4 only);
- variables a081 to a094<sup>46</sup>: unpaid work for a wide range of organizations;
- these two sets of variables were also summarized into four new variables: membership of at least one organization and unpaid work for at least one organization; mean number of organizations for which the respondent works; and mean number of organizations of which the respondent is a member; and
- variables e025-e029: 'elite-challenging behaviour' measured by the question whether people have already participated in a petition, a peaceful demonstration, a boycott, an unofficial strike or the occupation of buildings (wave 2, 3, 4).

### The following socio-demographic data was also used as independent variables:

- income groups (three levels) x047r
- age groups (three levels) x003r2
- education level (three levels) x025r
- sex x001
- habitat (urban/rural); this data was not immediately available for the countries in the Region, so the existing variable x049, which records the size of the settlement, was very simply recoded just into two levels, under 20,000 coded as 'rural' and over 20,000 coded as 'urban'

The sample was weighted with two simultaneous weight variables, one for country sample size and one to correct stratification inside each country. All analyses were conducted, and graphics produced, with the statistical software R (R Development Core Team, 2009).

### Caveats

It should be noted that the 1999-2004 data give very high scores for volunteering for Albania, Moldova and the former Yugoslav Republic of Macedonia (especially in rural areas), and these scores are quoted and analyzed without comment in other studies (e.g. Ruiters & De Graaf, 2006; Kaasa & Parts, 2008). Yet, similar questions in earlier waves, about the extent to which one is an active or inactive member of various organizations, give much lower values for these countries in this reanalysis. The results from this reanalysis, however, are identical with those from at least one report using the same waves (UN Dept. of Economic and Social Affairs, 2003, p. 283).

46 Excluding a088

## Clustering countries and forms of volunteering

On the basis of the WVS 1999-2004 data, countries were clustered into larger groups based on the data about the types of organizations for which their citizens volunteer. At the same time, the types of organizations were clustered into groups based on the country data that showed whose citizens volunteer in them. It must be pointed out that this data was only available from ten countries for this wave.

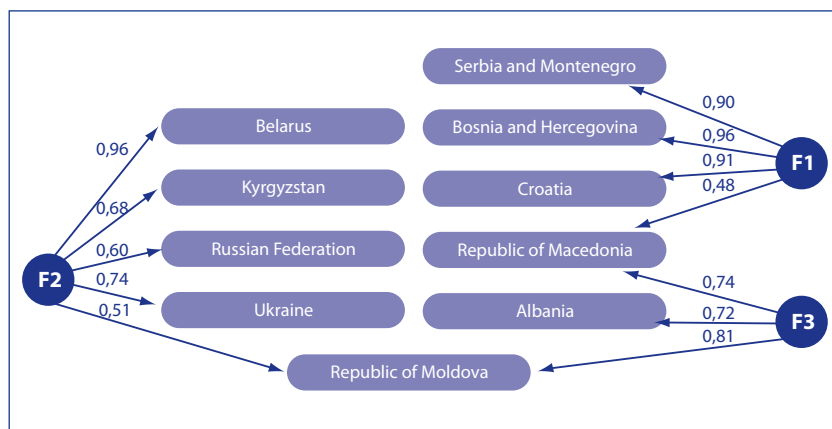


Figure 16: Factor analysis results of country-level means for unpaid work done for different kinds of volunteerism organizations  
Source: Powell, 2009

This clustering analysis resulted in a table set up with countries in the rows and types of volunteering organizations in the columns. The values in the table were the percentage of people doing unpaid work for each of the types of organizations in each country. In this way, the clustering procedure was based on country-level, not individual-level, data.

Alongside the heat-map procedure presented in section , which was used for a preliminary exploration, the procedure FACTANAL<sup>47</sup> was used to cluster the countries with oblique rotation. The result for three factors is very amenable to interpretation, showing one factor (F2 in the diagram) that accounts for the CIS countries, one (F1 in the diagram) that accounts for the countries of former Yugoslavia, plus one factor consisting of Albania with cross-loadings from the former Yugoslav Republic of Macedonia and Moldova. In fact, these cross-loadings are so strong that the three factor scores formed for subsequent analyses were as follows: Albania, Moldova, the former Yugoslav Republic of Macedonia; the rest of former Yugoslavia (Croatia, Serbia, Bosnia and Herzegovina); and the rest of the CIS (Ukraine, Russian Federation, Kyrgyzstan, Belarus).

47 FACTANAL is part of R: R Development Core Team (2009)

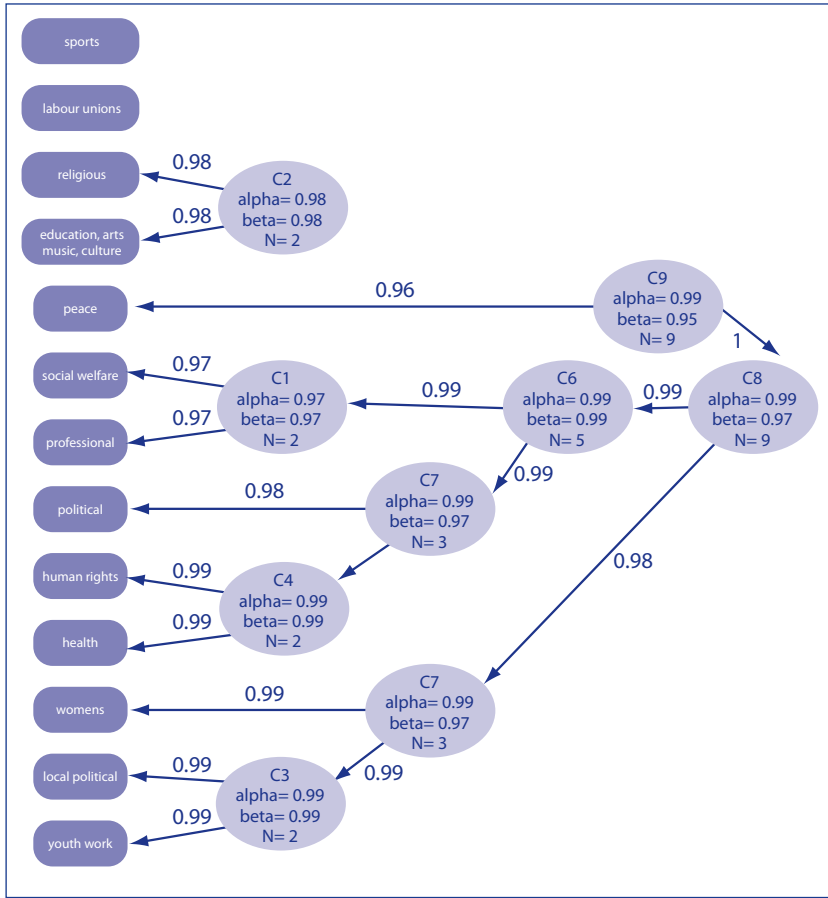


Figure 17: Cluster analysis results of means for unpaid work done for different kinds of volunteerism organizations  
 Source: Powell, 2009

The results for grouping the types of organizations were rather different. The ICLUST procedure (Revelle, 2009) used as factor analyses produced unstable results. The results showed labour movement and sport volunteering standing strongly on their own. There was also a clear cluster that included religious and educational/arts/music/cultural volunteering. However, this initial grouping was not satisfactory because it produced clusters of very different sizes. This meant that when new cluster-level scores were formed for expressing the percentage of citizens volunteering for (any of) the organizations in the clusters, these cluster-level scores were very different, which made comparing the profiles for different clusters across countries very difficult. Thus, clusters that were broadly compatible with the ICLUST analysis were constructed, but which also provided total volunteering scores that were roughly similar across clusters.

The solution which was adopted is presented in Section 4.2.



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