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# **Volunteering Project- Europe**

## Tools and techniques for Volunteering Programme Design

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International Federation of Red Cross and Red Crescent Societies  
First Draft, August 1999

# Introduction

## Welcome!

Welcome to the first draft of the Volunteer Programme Design Toolkit. This toolkit has been produced by the Secretariat of the International Federation of Red Cross and Red Crescent Societies in Geneva for National Red Cross and Red Crescent Societies in Europe. This first draft is intended for initial consultation and testing. If it is successful, it will be expanded and developed into a toolkit for a wider global audience.

## Who is it for?

This toolkit is aimed at the following people in Red Cross and Red Crescent National Societies:

- Policy Makers—people who are involved in formulating policy proposals, and those who make decisions on policy proposals;
- Project and Programme Designers—people who are involved in starting new projects or programmes that involve volunteers, and those who are involved in developing or evaluating existing projects or programmes. This group may include project managers and internal and external facilitators.
- Programme Managers—people who are responsible for running Red Cross or Red Crescent volunteer projects, and who want to develop, expand or improve their projects.

## What does it do?

This toolkit tries to do two things:

- Provide a series of practical tools which can help at different stages of a volunteer programme design or development process
- Provide a framework in which additional tools, techniques, ideas and resources can be inserted into the toolkit, and shared with other toolkit users.

## How can it be used?

The toolkit is intended to be as flexible as possible, and to be used in many different ways, depending on the situation.

### **As a development process**

Primarily this toolkit offers a process for programme development, which concentrates on volunteering aspects. If it is used as a complete programme design process, it needs to be used in conjunction with other tools and techniques. For example, to understand the needs of client groups, techniques such as the Federation's Vulnerability and Capacity Analysis (VCA) or Participatory Rural Appraisal (PRA) can be used. This toolkit can then help to match the needs of people in vulnerable situations to the interests and capacities of potential volunteers.

### **For specific tools**

Each tool or technique can be used alone to address a specific issue, or to communicate a specific idea. For example, it contains worksheets and example job descriptions that can help you if you want to develop a volunteer job description.

### **As continuous reference**

As you learn and increase your experience in volunteer programme development, you can use the toolkit as a place to store ideas and materials.

### **To share your experience**

The toolkit provides a framework in which ideas, experiences and lessons learned can be shared with other toolkit users and people involved in volunteer programmes.

## **The future**

If it is successful, there are many ways in which we can develop this toolkit. For example, access to the Internet could offer a cheap and fast way of updating and sharing ideas. We welcome your suggestions.

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## How to use this Toolkit

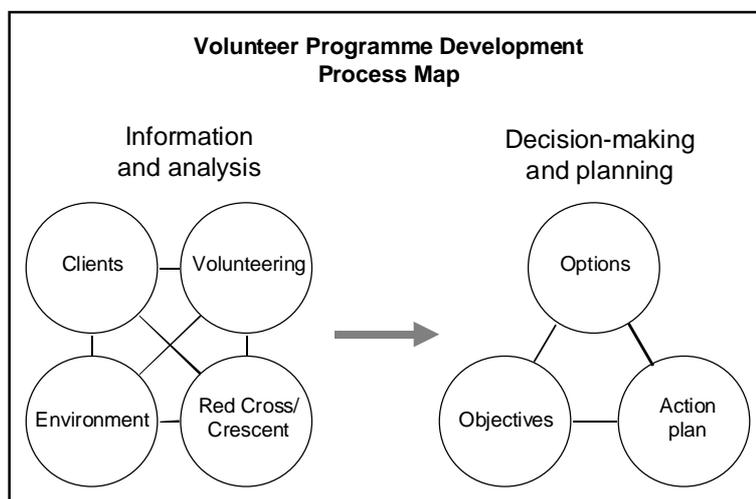
### The Process Map

The heart of this toolkit is the Process Map. It provides an overall framework for the development of volunteer projects and programmes. The process map is shown in the diagram (below). It consists of seven 'Core Areas' (Clients, Volunteering, Environment, Red Cross/Crescent, Options, Objectives and Action Plan). Each Core Area is the focus of research and discussion during the development process. The tools and techniques in this toolkit are intended to help the work for each Core Area. The process map is covered in more detail under OVERVIEW: Process Map.

### The Tools

There are four types of tools found in this toolkit:

- **Worksheet** – a worksheet tool consists of an explanation and a blank form that can be filled in by a person or group doing the activity. A worksheet lists questions or suggestions that should help a particular task.
- **Discussion** – a tool for group discussion. It gives a brief outline of a subject, and then lists questions to be discussed in a small group. These can often be used in conjunction with the case studies.
- **Analysis** – an analysis technique tool offers a way of collecting information, or thinking about an aspect of programme design. They can be used individually or in groups.
- **Briefings** – a briefing provides summary information collected from research about an aspect of volunteer management or programme design. They can be used as handouts for groups, or as basic reference materials.



Each tool is allocated to one Core Area in which it is thought to be most useful. Tools may be used in other circumstances at other parts of the process, and for dealing with specific tasks or projects. You may also want to use tools for training or communication purposes, outside of a programme development process.

### Building up the toolkit

This toolkit is not intended to be a complete guide to volunteer programme development. It is hoped that as you use the toolkit, and develop your experience with programme design and development, you will add your learning and experience into the toolkit. The toolkit provides a structure that enables new ideas, tools, techniques and information to be stored for future reference, and shared as widely as possible with others.

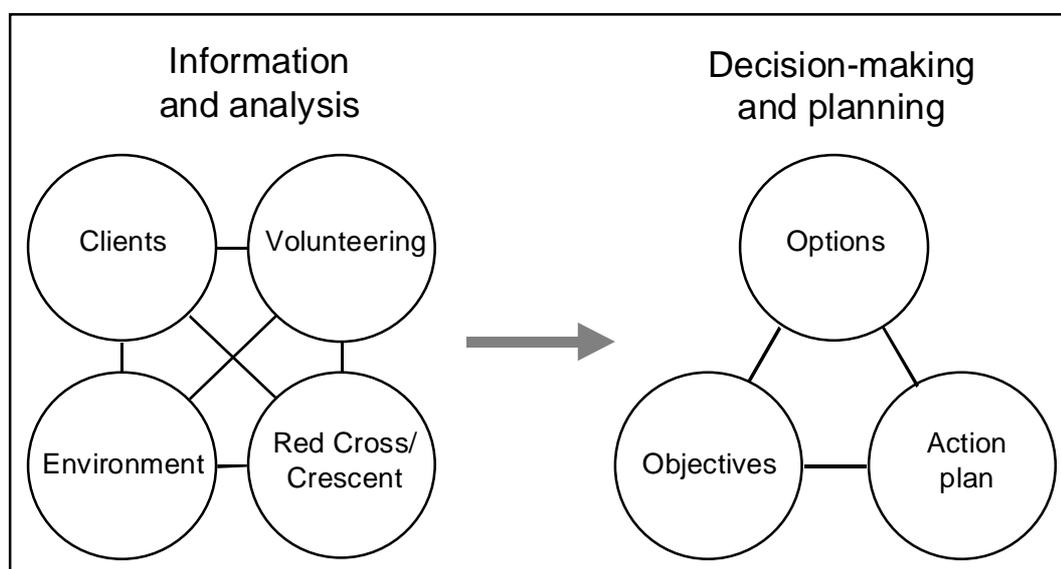


## Process Map

### Purpose

This process map gives an overview of the Core Areas of programme development. The map shows how the Core Areas are linked, and indicates what needs to be analysed and discussed. The map has two sections – analysis and information gathering, and decision-making and planning. The Core Areas do not have to be tackled in any one order, though, on the whole, it is helpful to carry out most of the information gathering and analysis before starting the decision-making and planning.

The outcome of this process is a project or programme plan that contains objectives, indicators and major activities. The process map can be used to develop a Logical Framework plan.



### How to use

The following describes the main questions in each Core Area that need to be answered by the programme development team.

#### Core Area – Clients

An analysis of client needs and capacities

- Who might be the project's clients?
- Why are they vulnerable?
- What capacities do they have?
- What action, or range of actions, can be taken to reduce their vulnerability?

[See Vulnerability and Capacity Analysis, Federation]

#### Core Area – Red Cross/Red Crescent

An analysis of the National Society's goals and strategy.

- What is the National Society's mandate?
- What does the National Society want to achieve? What is its vision?

- What capacities does it have? What are its core competencies?
- What kind of programmes does it want to develop?

[See CAPI, Characteristics of a Well-functioning National Society]

### **Core Area – Volunteering**

The past, present and future of volunteering.

- Who volunteers? Why?
- Why don't people volunteer?
- What is the government's view and policy?
- What are other organisations doing with volunteers?
- What are the opportunities for us?

### **Core Area – Environment**

A view of how the project will affect and be affected by its environment.

- What are the social, economic, technological, political and ecological trends?
- How might these trends affect clients?
- How might they affect the project?
- What are the institutions and organisations that work with the National Society and with the client groups?
- What is the National Society position in that institutional network?
- What opportunities and threats are there?

### **Core Area – Options**

- In what ways can the project work to reduce the vulnerability of the clients?
- In what ways does the National Society have the capacity to act?
- What resources would the National Society need in order to carry out the activities?
- What are the advantages and disadvantages of each option?
- Are volunteers appropriate to carry out any of the activities?
- What might volunteers do? What might paid staff do?

### **Core Area – Objectives**

- What will the project or programme achieve?
- How will you know when you achieve it?
- What assumptions are you making?

### **Core Area – Action Plan**

- What tasks need to be done to achieve the objectives?
- Who will be responsible for making sure the work happens?
- What resources are needed?
- How will you attract and retain volunteers?

## Volunteers' Motivations

### Purpose

This handout is a briefing for volunteer programme designers. It describes the different sorts of motivations that volunteers have, and suggests the implications for volunteer managers and designers. It can be used as a handout for information, or as the basis of discussion for training and programme design.

### Description

Volunteers' motivations are complex and are not easily understood. It is tempting to place a label on volunteers' motivations ('person A is motivated by altruism, person B is motivated because they want the training'). Such simplistic explanations, however, are likely to do the person an injustice, and mean that the volunteer manager will not get the best out of her or his volunteers.

This handout describes five different types of motivation. In practice, most people will be motivated by some combination of these types, and possibly, many other factors besides. However, the usefulness of these motivational types is that they may help managers to recognise some of the ways in which people are motivated. Consequently, a manager can devise action to increase or change levels of motivation.

It also helps to recognise that not all (in fact very few) volunteers are motivated by 'altruism'. Managers who assume that people volunteer from altruism are likely to be those that assume, whatever the conditions, whatever the type of work, people will come forward to volunteer, and will continue to volunteer. As most volunteer managers will recognise, this is never the case.

### Five Motivational Factors

#### Altruism

People with an altruistic motivation volunteer because they want to help others. This does not mean that self-sacrifice is involved. Altruistic motivation derives from a perception that other people are in need, or will be in need, and that action from the volunteer will alleviate the situation.

People who are motivated by altruism often come forward to volunteer, but may leave quite quickly, especially if their expectations are not fulfilled. They might also lose their altruistic motivations early on, and become more *socially* motivated (see next section).

#### Social Motivation

People who are socially motivated volunteer because of the rewards brought by contact with other people. Social motivation can take many forms, such as enjoying others' company, sharing common experiences, developing social contacts for business or social prestige. The feeling of belonging and the enjoyment of others' company are significant factors in the length of time for which people volunteer.

The social nature of volunteering helps to explain one of the reasons why people *don't* volunteer. People see a volunteer group more as a social group than a workplace group, and so require a *personal* invitation to join in. It is more like a cocktail party than an office.

### **Goal-directed motivation**

People who are motivated by an organisation's goals usually believe in, and want to work towards those goals. Goal-directed motivation is connected with a person's desire to help an organisation to fulfil its goals. It is usually related to a cause that has some personal meaning for a volunteer. Organisations with strong cause-related missions can and do motivate and encourage volunteers through an appeal to their cause.

An organisation that has difficulty communicating its goals clearly may have difficulty recruiting volunteers that believe in its goals.

### **Material motivation**

People who are motivated from a material perspective seek some tangible reward from volunteering. Many people volunteer because they need to achieve some personal goal or fulfil personal needs (other than social needs) that can be satisfied through voluntary work. Examples include undertaking voluntary work for the training and skills, for a more impressive CV (résumé), or for work experience.

### **Social responsibility**

People who are motivated by social responsibility usually have an ideological belief in the need to help others. They believe that it is their duty, if they are able, to work for the benefit of others in more vulnerable situations.

Social responsibility is similar to altruism, but different in one crucial respect. It is similar, in that people who volunteer for socially responsible reasons do so with no expectation of direct personal benefit, and because they believe that their action can make a difference. It is different to altruistic motivations because it can be the product of social and community pressures. These pressures may take the form of a need to conform, and a need to help other members of a volunteer's own community.

It is possible that volunteering from social responsibility is more common in 'collectivist' cultures – in which social ties and communities are strong, and less common in 'individualistic' cultures in which personal gratification is emphasised over communal survival.

### **Questions for Discussion**

- Choose one of the factors listed above. How would you try to recruit people who are primarily motivated by this motivational factor?
- What are the implications for a volunteer project if people who are recruited are primarily motivated by altruism?
- What might you do to increase the motivation of people who primarily have a *material* motivation?

## Legal Factors Worksheet

### Description

This tool is for people designing, developing or evaluating a volunteer programme. The checklist helps to ensure compliance with legal requirements. It can be used either by an individual to help with research, or for group discussions.

### Purpose

The purpose of this checklist is to ensure that volunteer programmes comply with all relevant legal requirements affecting volunteering.

### How to use

In general, legal influences on volunteering fall into five categories. The list below identifies the categories, and gives examples of the ways in which they affect a volunteer programme. Use the worksheet to research the situation in your country and area and write down the laws that may affect you. Bear in mind that a lack of legislation might have as far-reaching an affect as the existence of legislation.

1. Legal status of voluntary organisations and associations. These laws:
  - § establish the legal identity and organisational status (for example, as a limited company, a ‘société co-opératif’)
  - § establish accountability mechanisms (for example by requiring audited accounts to be sent to a relevant government body each year)
  - § establish the taxable status (for example, by exempting voluntary organisations from corporate tax)
  - § make other financial provisions (for example, by giving some Red Cross societies a percentage of lottery income, or gambling revenue)
2. Laws that regulate the activity of volunteers and establish their rights in terms of their relationship with paid workers, welfare systems and taxation. These laws might determine when volunteers could be legally recognised as employees, whether they are entitled to benefits or requirements such as insurance protection, health provision, holidays, and so on.
3. Laws and policies that encourage or require people to enter voluntary service. These might be in the form of government organised employment training schemes, or schemes that are alternatives to military service for young people.
4. Laws and professional standards that regulate activity in areas such as health care and social work, and may require volunteers to be qualified, or have a particular level of training and experience.
5. Laws that regulate the workplace environment, whether of volunteers or paid staff, and require such measures as insurance, lifting devices, proper office chairs, and so on.



Laws and policies	How will the law (or lack of law) affect this programme?	What action should/could be taken?
1. The legal status of this organisation		
2. Laws regulating volunteers' activities and rights		
3. Laws and policies encouraging/requiring volunteering		
4. Laws and professional standards regulating this area of activity		
5. Laws that regulate the workplace environment,		



## Political Views of Volunteering

### Description

This tool describes eight different ways in which volunteering can be seen by governments and organisations. The way in which volunteering is seen by a government can profoundly affect public perception and the way in which organisations plan and manage their volunteering activities.

### Purpose

This tool is intended for group discussion. Appropriate groups may be those being trained in volunteer management, those involved in policy making, or those involved in programme design, development or evaluation.

### How to use

The tool lists and describes eight ways in which volunteering can be perceived. Ask participants:

- What is the political view of your own country?
- What is your personal view?
- What impact does the state's political view have on the project (or volunteering in general)?
- Is there any action that might be appropriate?

## Eight Political Views of Volunteering

### **Humanist**

Volunteering is a way of showing the human spirit of caring for each other. It takes place outside the influence of government and the market, and the result of this activity is a stronger community and a more human environment.

### **Free market**

Voluntary work is a way of providing good quality health and welfare services cheaply and effectively, and which can be funded by the state or by private profit. Volunteering takes place in a 'mixed economy of welfare' in which private, public and non-profit service providers compete for contracts to provide welfare services.

### **Entry to labour market**

Voluntary work is a form of 'low-grade' labour in which people who cannot find work can develop work skills and experience. Volunteering is a useful tool for government to reduce the unemployment figures, and promote employability.

### **Total state service provision**

It is the state's role to provide all health and welfare services. If voluntary work is necessary, it implies that the state is not fulfilling its responsibility. In this case, voluntary work can be seen as either:

- a challenge to the government and a public sign that it is not achieving its objectives, or;
- a way of supporting the government, and covering up signs that it is not achieving its objectives.

### **Radical**

Voluntary work tries to change the existing structures or foundations of communities or states. It can do this by campaigning, or by trying to change established attitudes such as racism or sexism. Volunteering is therefore a challenge to a conservative state.

### **Economic necessity**

Governments cannot always provide sufficient health and welfare services with its limited funding. Volunteering is therefore a way in which a government can encourage greater provision of services with less money. People in a country that recognise the limits of the resource available would be happy to provide their time free of charge.

### **State support**

Governments require people to give their time free of charge in the common interest. People who do not give their time and do not participate in activities to build stronger communities do not support the government, and may be seen as opposed to the interests of the state.

### **Civil society**

People who volunteer are contributing to a strengthening of the fabric of their community. The role of volunteers in delivering services, in advocating for vulnerable people, in campaigning for environmental causes is an essential part of a strong and free democracy. Volunteering should be promoted because it helps to guarantee freedom and democracy.

## Members and Volunteers

### Description

The purpose of this briefing note is to describe and clarify what are called in the Red Cross and Red Crescent movement ‘members’ and ‘volunteers’. This briefing paper defines both ‘members’ and ‘volunteers’ and describes some of the different ways that National Societies in Europe distinguish them.

### Members

‘Membership’ can have two forms:

- A **legal status**: most commonly, ‘membership’ is a legal status that is described in a National Society’s statutes or rules. The rules will describe what a person has to do to become a member (for example: sign a form, pay a subscription, or take a course in the Fundamental Principles). The rules will also—usually—describe what rights and responsibilities a person has when he or she becomes a member. This usually includes the right to vote in branch and national Red Cross or Red Crescent elections, and the responsibility to behave according to the Fundamental Principles.
- A **fundraising or supporting status**: in some cases membership is a means of fundraising for and supporting the National Society. A member pays a subscription or a minimum donation each year, and in return, for example, the member receives information about the National Society’s activities and achievements.

In the first case, when membership is a legal status, a National Society gains **legitimacy** from having a membership that is representative of the population of the country in which it is based. The legitimacy increases if membership includes people who are also clients or beneficiaries of the National Society’s activities. Because members vote in elections, they also form an **accountability** mechanism for a National Society. If members are not happy with the work of a Branch or national chairman/woman or committee member, they can vote for someone else at the next elections.

Membership is a *governance* consideration. Who members should be, and what rights and responsibilities they have are questions that are part of the overall discussion about how a National Society should be governed.

### Volunteers

A volunteer is someone who volunteers. Volunteering is an *activity* that is carried out by people who work:

- **without payment** (although they should be reimbursed for their expenses)
- of their own **free choice**
- for the **benefit of others** or their communities.

In the Red Cross and Red Crescent Movement, volunteering is usually an **organised** activity. Volunteering is a means for a National Society to achieve its objectives, and for people to develop themselves and their communities.

Volunteering is an activity. If a National Society wants to know how much volunteering activity goes on, it needs to measure the amount of time that people spend volunteering, not just the number of people who volunteer. One person who volunteers for two days a week volunteers for twice as long as fifty people who volunteer for one day a year. Employees of a

National Society can also be volunteers, if they do things outside of their normal working hours, that are different from their normal working tasks. For example, a typist for a National Society can be a volunteer if, for example, they collect money for the Red Cross at a weekend, or act as a beach lifeguard in the evenings without expecting to be paid for the work.

### Four possibilities

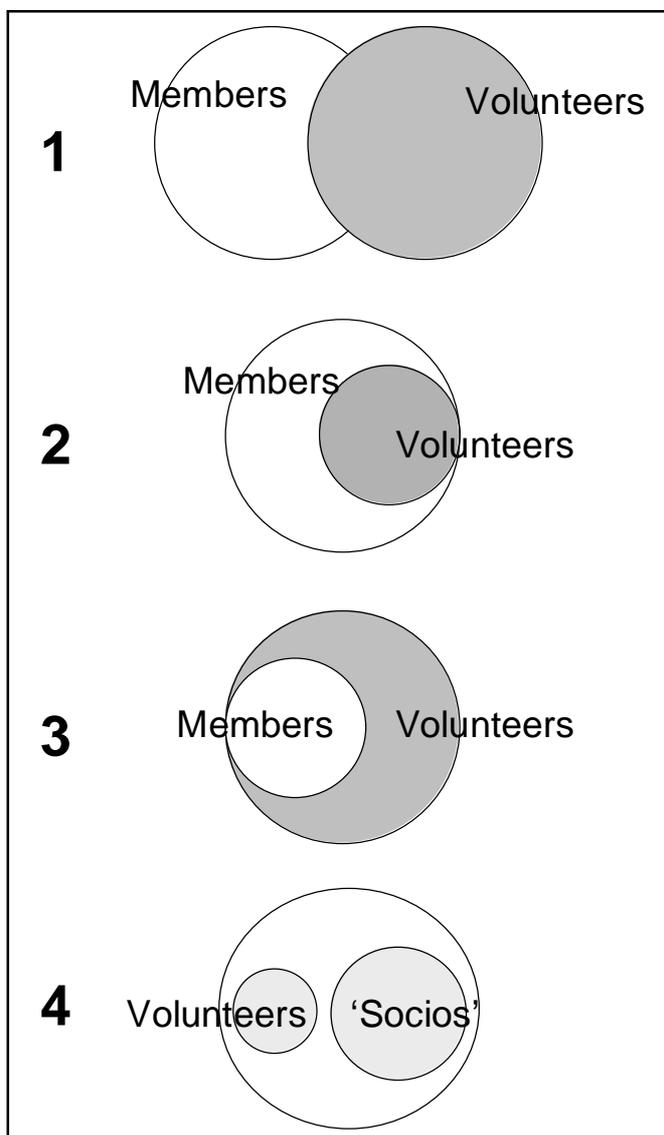
The names ‘member’ and ‘volunteer’ can be given to anyone who fits the right criteria in a National Society. The diagram shows four possible ways in which a National Society can organise the relationships between ‘volunteers’ and ‘members’.

**Model 1** illustrates the Hellenic Red Cross. The HRC has people it calls volunteers and people who are members. Not all the people who volunteer decide to join as members. Likewise, some people are given membership status because of their donations, or their moral support, but they choose not to give active service. Some people both give their time regularly, and have chosen to become members.

**Diagram 2** illustrates the Swedish Red Cross. In Sweden a person can choose to be a member in return for signing a form, and paying a subscription. If a person decides to volunteer, he or she must also join as a member. In fact, people usually join as members first, and later decide to volunteer. In this case, all people who volunteer are members, but not all members volunteer.

**Diagram 3** illustrates the British Red Cross, in which people who volunteer can choose whether or not to be a member, but members are expected to volunteer for at least some activity. In practice, few members are not volunteers, but not all volunteers decide to become members.

**Diagram 4** illustrates the Spanish Red Cross that has two separate categories – volunteers and ‘Socios’. Socios are members who pay a subscription. Volunteers are people who give their time in voluntary work. In practice, there are few Socios who are volunteers, and few volunteers who are Socios. Both groups, however, are entitled to vote in elections, and can therefore be regarded as members.



# Federation Volunteering Policy

*Approved by General Assembly, October 1999*

## 1 Introduction

The purpose of this policy is to:

- 1.1 reinforce the importance of volunteering to the International Red Cross and Red Crescent Movement.
- 1.2 establish basic values and attitudes of National Red Cross and Red Crescent Societies towards volunteering.
- 1.3 set out the responsibilities of National Red Cross and Red Crescent Societies towards their volunteers.
- 1.4 set out the rights and responsibilities of people who volunteer for a Red Cross or Red Crescent Society.

## 2 Definition

*Volunteering* in the Red Cross and Red Crescent Movement is an activity that:

- 2.1 is motivated by the free will of the person volunteering, and not by a desire for material or financial gain or by external social, economic or political pressure;
- 2.2 is intended to benefit vulnerable people or their communities;
- 2.3 is organised by recognised representatives of a national Red Cross or Red Crescent Society.

*A Red Cross or Red Crescent Volunteer* is a person who carries out volunteering activities for a National Red Cross or Red Crescent Society, occasionally or regularly.

*A Red Cross or Red Crescent Member* is a person who has formally agreed to the conditions of membership as required under the National Society's constitution or rules, and is usually entitled to elect representatives on governing bodies, and to stand for election.

*Red Cross or Red Crescent Volunteers* may or may not be *Members* of their National Society. This policy refers to *Red Cross or Red Crescent Volunteers*.

## 3 Scope

This policy applies to all recognised National Red Cross and Red Crescent Societies who are members of the International Federation of Red Cross and Red Crescent Societies.

## 4 Basic Principles

Volunteering is a means for an individual or group to put into practice the Movement's Fundamental Principle of Voluntary Service.

The member National Red Cross and Red Crescent Societies of the Federation and the Federation Secretariat:

- 4.1 are committed to promoting volunteering as a significant and positive contribution to improving the lives of vulnerable people, and to strengthening communities and civil society;
- 4.2 recognise and value volunteering as a means of creating and supporting a network of people who are available to work for a National Society in an emergency;
- 4.3 value all volunteers primarily for their individual contributions, enthusiasm and commitment, as well as for the experience and skills they can bring;
- 4.4 are aware of and value informal volunteering in communities, outside the formal organisation of National Society programmes and activities.

## 5 Statement

### 5.1 National Red Cross and Red Crescent Societies shall:

- 5.1.1 provide a code of conduct approved by the national governing body that sets out the rights and responsibilities of both the National Society and its volunteers;
- 5.1.2 recruit volunteers for specific, explicitly described roles or tasks;
- 5.1.3 recruit volunteers on the basis of their commitment and potential;
- 5.1.4 actively seek to recruit volunteers irrespective of their race, ethnicity, sex, religious belief, disability or age;
- 5.1.5 ensure that there is appropriate participation of men and women in National Society volunteer programmes for effective and gender-sensitive delivery of services and activities;
- 5.1.6 provide appropriate training that will enable a volunteer to meet his or her responsibilities towards the Movement, the specific task or role they were recruited to carry out, and for any emergency response activity they may be asked to carry out;
- 5.1.7 provide appropriate equipment for the task or role they are asked to carry out;
- 5.1.8 reward and recognise volunteers whenever possible and appropriate, and provide appropriate personal development opportunities;
- 5.1.9 ensure that volunteers' views and ideas are actively sought and acted upon at all stages of programme design, development, implementation and evaluation;
- 5.1.10 reimburse reasonable expenses incurred by volunteers in the course of carrying out approved volunteering tasks;
- 5.1.11 provide appropriate insurance protection for volunteers;
- 5.1.12 ensure that volunteering work does not substitute for, and lead to loss of, paid employment;

- 5.1.13 ensure that, when people need to be paid to perform a task or work, they are recognised as employees, contract workers or casual labour. As such, they should be covered and protected by any relevant employment legislation applicable, such as minimum wages, contract protection and other legal rights and responsibilities;
- 5.1.14 provide appropriate training and development opportunities for existing and potential governance volunteers;
- 5.1.15 seek to promote co-operation and partnerships with organisations in civil society and public and private sectors that encourage volunteering.

## **5.2 All Red Cross and Red Crescent volunteers are expected to:**

- 5.2.1 act in accordance with the Fundamental Principles of the International Red Cross and Red Crescent Movement and promote their dissemination;
- 5.2.2 respect the Regulations on the use of the emblem and to prevent its misuse;
- 5.2.3 strive and work for the highest standards of service;
- 5.2.4 sign, and behave in accordance with, the National Society's code of conduct for volunteers, rules, and/or the Federation's Code of Ethics and Fundamentals of Voluntary Service<sup>1</sup>;
- 5.2.5 be available in an emergency, as agreed with the National Society, and according to their skills and abilities.

## **5.3 All volunteers have the right to:**

- 5.3.1 choose to become a Member of their National Society, as defined by the statutes;
- 5.3.2 have appropriate training or personal development to be able to undertake their agreed tasks or role;
- 5.3.3 have appropriate equipment provided to be able to undertake their agreed tasks or role;

## **5.4 The Federation Secretariat shall:**

- 5.4.1 support National Societies in their work with volunteers;
- 5.4.2 identify and support research projects that will help to strengthen National Society activities that promote volunteering;
- 5.4.3 seek to promote co-operation and partnerships with organisations in civil society and public and private sectors that encourage volunteering.

## **6 Reference**

Volunteering affects most aspects of National Red Cross and Red Crescent Societies' activities; in particular, programme development, implementation and evaluation, and local, national and international governance. This policy should be considered in conjunction with all other Federation policies and with specific reference to policies on Gender and Youth.

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<sup>1</sup> Federation 1993, approved by IVth Session of Health & Community Services Commission



## Why Involve Volunteers?

### Description

The purpose of this worksheet is to help programme designers to clarify the reasons why they want volunteers to take part in a project or programme. This sheet describes eight reasons why an organisation or community might want to encourage volunteering.

This sheet can be used either as part of a training process, or to assist in a programme design process

### How to use

#### For training

Select one or more case studies. Ask participants to discuss the following questions:

- Which of the reasons for using volunteers does the project manager in the case study hold?
- Do you think this is a good reason?

#### For Planning

Discuss in small groups the following questions:

- For which of the reasons does this project want to involve volunteers?
- What are the implications for the management and development of the project?
- What action needs to be taken?

The following are some examples of why a Red Cross or Red Crescent project might wish to involve volunteers. Often, a project will have more than one reason for involving volunteers. It does not matter how many reasons there are to have volunteers, provided that the implications are recognised, and the project is managed in an appropriate way.

#### *Emergency Response Network*

**Reason**—volunteers are needed as extra human resources at a time of emergency. They need the skills and abilities required in an emergency, and should be ready to respond if asked.

**Implications**—What will you do when there is no emergency? How will you support them, how will you maintain their skills and enthusiasm?

#### *Cost*

**Reason**—Volunteers are involved because human resources are needed, but the project cannot afford to pay staff. Sometimes a project will occasionally require very specialist skills, such as a doctor, or lawyer, and there is no money to pay for professional fees.

**Implications**—no person likes to be regarded as cheap. If you think of a volunteer as a cheap resource he or she is likely to disappear – fast. Think about the benefits of volunteering for the volunteer. What do they get out of volunteering, what further incentives (without actually paying them) can you offer them to keep them interested in supporting the project?

### *Quality*

**Reason**—volunteers are involved because they can offer greater quality of service than paid staff. This might be because they have more time, and enjoy spending their time with the project's clients. Because they *want* to do the work, they put in more enthusiasm and energy.

**Implications**—effective recruitment is vital. You need to be sure you recruit the right people with the right motivations. They must have the necessary level of enthusiasm and energy. Project managers must give effective feedback, otherwise enthusiasm may fall rapidly.

### *Volunteer development*

**Reason**—volunteers are involved because they will benefit from the activity. This may be because they are unemployed and are seeking work experience, or they are socially excluded in some way. Volunteering is a way of integrating them into society.

**Implications**—volunteers need to be seen as clients, and require a greater level of support and encouragement, and may call for specialist management skills.

### *Ideology*

**Reason**—volunteers are involved because the organisation believes that this is the right way to do its work, whatever the work, and whatever its purpose.

**Implications**—the organisation may take volunteering for granted, and not support volunteers as much as they should. If the volunteers themselves do not also believe in the volunteer ideology, there may be a mis-match between organisation's and volunteers' expectations.

### *Campaign*

**Reason**—volunteers are involved because they are committed to a cause, and will enthusiastically discuss the cause with friends, family and acquaintances, spreading messages more widely.

**Implications**—volunteers need to be recruited on the basis of their commitment to a cause. Volunteers may join an activity because they believe in the cause, but if they do not also find a pleasant social environment and a stimulating activity, they will quickly leave.

### *Income Generation*

**Reason**—volunteers are involved because they are able to organise one-off or regular events and activities that raise money without an excessive cost.

**Implications**—volunteers need to understand clearly what the money is being raised for, and to be given information and feedback about the success of the income generation. Like all volunteers, they need to be thanked sincerely in response to their efforts.

### *Civil Society*

**Reason**—volunteers are involved because their participation and personal development supports the development of the community as a whole.

**Implications**—project managers must invest time and effort in the personal development of volunteers, and encouraging their participation in the project's and organisation's decision-making processes. They must also encourage involvement of volunteers in the life of the wider community.

## Formal and Informal Volunteering

### Purpose

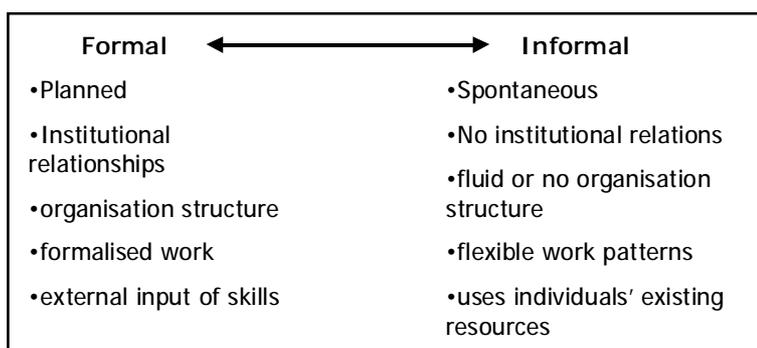
The purpose of this model is to offer a range of options to people who are designing or developing services and activities that involve volunteers. This can also be used in a training situation: for example, in conjunction with a case study.

### How to use

Training: select one or more case studies. Ask participants to identify the kind of volunteering activity that is described in the case study. What are the formal aspects of the case? What are the informal aspects of the case?

Project design:

- discuss the advantages and disadvantages of formal and informal aspects of volunteering projects
- in what situations are the formal aspects appropriate?
- in what situations are the informal aspects appropriate?
- what is appropriate for the project being designed?
- what are the implications for the project design?
- what activities will have to be undertaken?



### Description

There is no one right way to organise volunteering activity. There is a whole range of different forms of organisation. This model attempts to show some of the organisational factors that can vary in different forms of volunteering.

#### Planned vs. spontaneous

Planned volunteering activity is work that is thought about in advance, scheduled for a particular time and place, and perhaps prepared for in some way. An example of planned activity is, for example, a street collection on World Red Cross Day. Spontaneous activity takes place when the need arises, with little or no preparation. For example, the response of a trained first-aider to an accident is a spontaneous response.

#### Institutional Relationships

Volunteering can take place in isolation, or it can take place in a service context that has relationships with other organisations and agencies. For example, when a volunteer visits an elderly person who has been referred to the Red Cross by a government agency, the volunteer activity has an institutional relationship with the government. A volunteer support group that acts without input from any other organisation or agency is one that has no institutional relationship.

## **Organisation Structure**

Volunteering activity can be formally organised, or relatively fluid. A formally organised volunteer project would have clearly defined roles and responsibilities for staff and volunteers, reporting structures, so that each person knew who was supervising whom, procedures for planning new work, recruiting and training volunteers, formal contracts or agreements between agency and volunteers, and so on.

An informally organised project would define roles and responsibilities in a way that evolves over time according to individuals' interests and availability, and in which relationships between people were not defined. There would be no managers or management, but leadership in a group would emerge naturally and informally.

## **Work structure**

A formal project has a structure for volunteers' work that is defined in advance, and probably written down. Volunteers are recruited to perform these defined tasks, and given appropriate training and induction. The times at which the work is carried out is agreed in advance.

Informal work structure will be defined by the needs at any particular time and probably structured according to the volunteer's own understanding of what needs to be done. Time to do the tasks or activities will not be scheduled in any formal way.

## **Skills input**

Formal volunteering has training or development input that builds or changes the knowledge, skills and attitudes of a volunteer. Informal volunteering uses the existing knowledge, skills and attitudes of a volunteer.

## **Programme design**

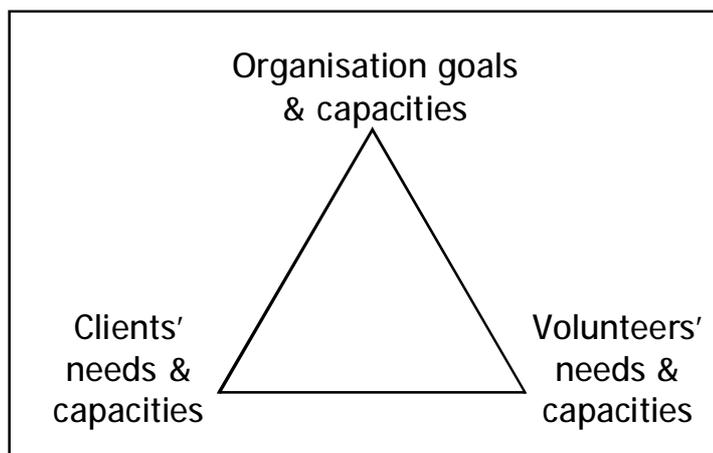
Any volunteer programme will be placed somewhere along this continuum, and have different aspects of formality and informality depending on a variety of external factors. These factors may include:

- Resources available—financial, human, physical
- Scale, volume and complexity of needs
- Institutional context—what other agencies exist and are involved in similar or related activities
- Stability or instability of the environment—how quickly is the situation changing

## Volunteer Programme Triangle

### Description

The Volunteer Programme Triangle illustrates the complex relationship between needs of vulnerable people, organisation goals and the needs and interests of volunteers. In any 'service delivery' type programme, there must be a 'match' between each of these three elements of a programme. If there is no match, then it may be difficult to recruit and retain volunteers, or the needs of clients may not be met.



### Purpose

This tool can be used:

- As a training technique for volunteer programme managers and developers
- As a basis for a volunteer programme design process.

### How to use

#### For Training

Use this model in conjunction with a volunteer programme case study, or a real volunteer programme that you are working on. Ask participants to discuss the following:

- What assistance are clients getting from volunteers?
- How does this help to reduce their vulnerability?
- How does this fit with volunteers':
  - § availability
  - § interests
  - § skills and experience?
- How does the action fit with the organisation's goals?
- How does the action fit with the organisation's strengths and weaknesses?
- How might the 'fit' be improved?

#### For Programme Design

The triangle can be the basis for a programme design, development or evaluation process. Consider the match between each pair of the three corners of the triangle. The triangle can be applied for both information gathering and planning. At a minimum, the process needs to obtain information about the organisation and clients' needs, and to make decisions about what action a programme will take to reduce clients' vulnerability. For more information see the Federation's guide to Vulnerability and Capacity Analysis.

### *Organisation and clients*

- What are the organisation's goals?
- What are the organisation's capacities (what is it capable of doing, what strengths and weaknesses, what technical knowledge, what experience)?
- What is the general client group (for example, people in a specific geographical area, people at risk of a particular disease or disability)?
- Is the client group within the scope of the organisation's goals?
- Does the organisation have the capacity (experience, knowledge, relationships, language) to work with the proposed client group?
- Is there a match?

### *Clients and volunteers*

- Why is the client group vulnerable?
- What are the capacities of the client group (what can they do, what might they be able to do if they have the right skills, knowledge, attitudes or physical resources)?
- What action can be taken to reduce their vulnerability?
- Who might be available to work as volunteers?
- What action might the volunteers be capable of?
- How will this action reduce the vulnerability of the identified client group?
- Is there a match?

### *Organisation and volunteers*

- What can the organisation offer to appropriate volunteers?
- What resources can the organisation provide?
- How might the organisation support (induct, train, motivate) appropriate volunteers?
- What might volunteers be able to offer (time, commitment, experience, knowledge, attitudes)?
- Is there a match?

### *Overall*

- Is there a fit between all three elements?
- The fit does not have to be total: volunteers can help to complement the work of others, and the organisation can work in partnership with other organisations.

## **Beware!**

This model will not be applicable in the following circumstances:

- when there is no contact with a client group, in activities such as fundraising;
- when the most appropriate volunteers are the clients themselves, for example, in some community development or employment programmes.

There may be times when the volunteers' interests exclusively drive the design of a programme. The aim of this model is to achieve a *match* between clients' needs and volunteers' interests, and not a *compromise*. If volunteers' interests are driving the design process, it is important that there is strong advocacy for clients' needs.

## Four Models of Volunteer Organisation

### Description

The purpose of this tool is to provide project designers and managers with examples of different ways in which volunteers can be organised. This sheet illustrates four different ways of volunteer organisation. Each model has a different degree of formality (see **OPTIONS: Formal and Informal Volunteering**), and each is appropriate for different contexts and different needs. These models are not the only ways that volunteers can be organised – other forms of organisation may be appropriate for different circumstances.

This tool can be used for training purposes, in conjunction with case studies, or as an aid for a programme design or development process.

### How to use

#### For Training

Give participants 3-4 different case studies of volunteering work, or ask them to consider a volunteering project with which they are familiar. Ask the following questions:

- what model of volunteer organisation is the case study closest to? Why?
- why is that model appropriate (or not appropriate) for the activity?

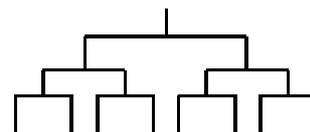
#### For Programme Development

Discuss the advantages and disadvantages of each of the models of organisation. Discuss what factors make each model appropriate or effective. Factors might include:

- your organisation's goals, and the programme's goals
- the service users – who they are, what they need, what they expect, how far they can be involved in the work
- resources available – paid staff, volunteers, finances, office space, other physical resources
- the work that needs to be done
- the organisations and agencies that fund you or that depend on your work

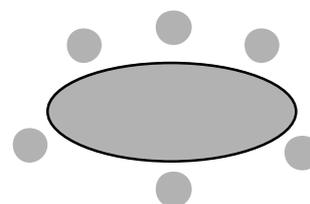
### Model 1 – Service Delivery Model

- staff and volunteers have defined roles and responsibilities usually relatively fixed and defined in advance
- volunteers mainly deliver the services, and have the contact with the clients
- staff responsibility is to support the volunteers, through recruitment, training, and supervision.
- training is structured and formalised
- recruitment can be done in batches, with several volunteers recruited at the same time
- clear separation between staff, volunteer and management committee roles
- volunteers interested in learning new skills, potential for moving on to paid employment



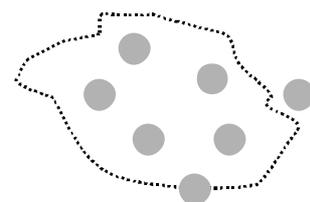
### Model 2 – Support Role Model

- staff mainly deliver the services and have the direct contact with clients
- volunteers' roles are to support the staff, and ensure that staff can make the most effective use of their time
- training of volunteers is ad hoc and when needed, often by being shown how to do a particular piece of work by someone who already knows how to do it
- recruitment is by personal contact with someone who is prepared to help



### Model 3 – Member/Activist Model

- no paid staff
- volunteers' activities tend to be for personal benefit and mutual support
- people volunteer, and develop roles according to needs, interests and abilities
- volunteering provides people with opportunities for personal and social learning



### Model 4 – Co-worker Model

- paid staff and volunteers work together on similar activities and in similar roles
- staff are distinguished from volunteers by their time commitment, not by roles
- all strongly motivated by organisation's goals, mission and values
- leadership by encouragement, personal example, not by formal authority



## Social Networks Analysis

### Description

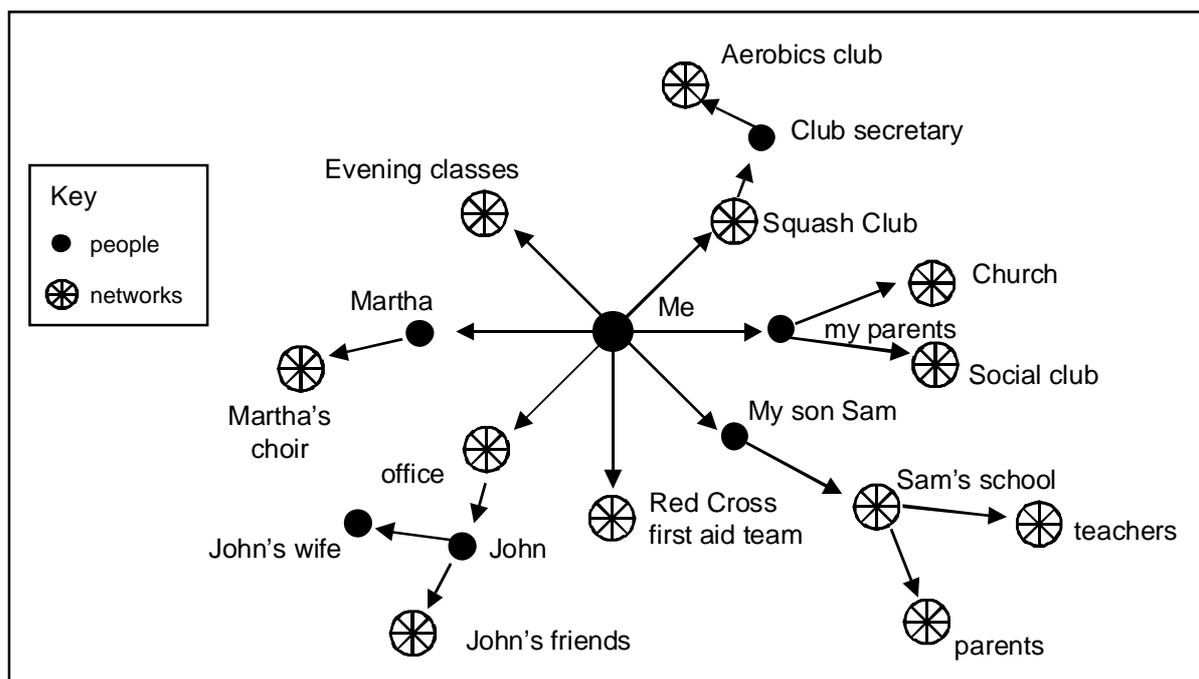
The most common form of volunteer recruitment is by word of mouth—through people you know, or people who know the people you know. The theory of ‘six degrees of separation’ suggests that through the people you know, and the people who know them and the people who know them, everyone in the whole world knows each other, separated only by six levels of connections. If this is the case, volunteer recruitment by word of mouth is unlimited!

This tool is intended to help write down in the form of a diagram all the people that you have a connection with, either directly, or through ‘social networks’. The diagram can then be used to help identify likely sources of potential volunteers.

### How to use

Individually, or in small groups find a large piece of paper or flipchart paper. Draw yourself at the centre. Think of all the people you know, and all the networks that you are a member of. Then think of all the people that know the people you know, and all the networks that they are a member of. The diagram below shows a simplified example ‘network map’.

Once you have completed your diagram, think about the likely sources of volunteers. What kind of people might you be looking for? What kind of people are likely to volunteer? How will you get in touch with them? This diagram can form the basis of a recruitment plan for the project.





## Volunteer Job Design: Task Analysis

### Description

Volunteers' jobs are rarely designed. They tend to evolve according to the needs of the organisation and the interests of volunteers. Designing a job helps an organisation to think about the possibilities that could be realised with additional volunteer help, or to improve volunteer motivation through a well-designed job.

### Purpose

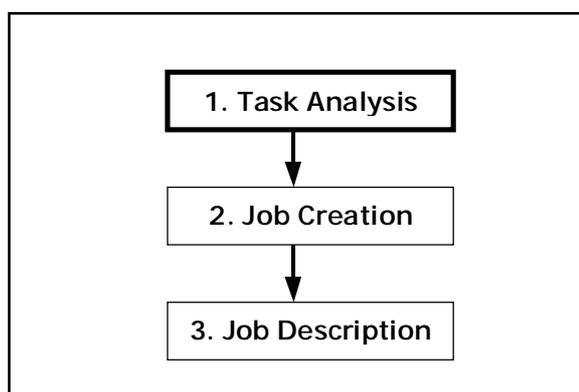
The purpose of this tool is to set out some questions which will help with the volunteer job design process. It can be used by an individual, or by a group as a group exercise. The outcome of the volunteer job design process will be a set of tasks that need to be done, and some possible volunteer job descriptions.

### How to use

There are three steps to job design:

2. Task analysis
3. Creating jobs
4. Writing a job description

This worksheet offers one way to analyse work and tasks that need to be done. Creating Jobs and Writing a Job Description are the subjects of worksheets x and y.



### Task Analysis

#### Tasks

Discuss what work *must* be done. Essential work includes tasks that a project depends on to fulfil its objectives. Usually this work will be the primary work that is done directly with clients, or support tasks such as supervision, managing finances, recruitment, training, working with other organisations, evaluation and feedback, or planning and monitoring.

It is also helpful to discuss what work *could* be done. This is work that would be desirable, if only we had the time or the skills to do it. Volunteers can be particularly helpful here if you manage to recruit volunteers who have specific skills or interests.

In particular, it is helpful to think about the *objectives* of each task. The objective is what the task is trying to achieve, not what is involved in doing it. For example, the objective of food distribution in a disaster is not to hand out bags of maize; it is to keep people alive.

#### Timing

How much time, and when is it needed for each of the tasks? See the following table for some options.

Time needed	When?
Once-off	Office hours
Occasional, when requested	Evenings
Regular, scheduled	Nights
Full-time	Weekends
Emergencies only	Uncertain

### *Location*

Where does the task need to be carried out?

- In the office (which office? Any office?)
- In the field/village/town?
- At home?

### *Skills required*

What skills or experience are required

- Specialist skills, that cannot be developed in house (e.g. a lawyer, a doctor)
- Specialist skills that can be developed in house (e.g. first aid, social care, computer skills)
- Generalist skills, requiring little or no training

### **Task Analysis Worksheet**

Use the following worksheet to write down all the necessary and desirable tasks required.

Tasks	Time required	Location	Skills required
1. What is the objective of the task?			
Briefly describe what is involved in carrying out the task			
2. What is the objective of the task?			
Briefly describe what is involved in carrying out the task			
3. What is the objective of the task?			
Briefly describe what is involved in carrying out the task			
4. What is the objective of the task?			
Briefly describe what is involved in carrying out the task			



## Volunteer Job Design: Creating Jobs

### Description

Volunteers' jobs are rarely *designed*. They tend to evolve according to the needs of the organisation and the interests of volunteers. Designing a job helps an organisation to think about the possibilities that could be realised with additional volunteer help, or to improve volunteer motivation through a well-designed job.

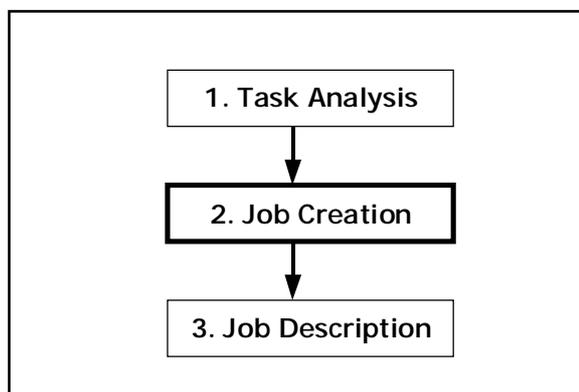
### Purpose

The purpose of this tool is to help with the matching process that takes place between an organisation and a potential volunteer. It sets out some principles of job design that will help with the matching process. It is intended to be used either as a group exercise to create 'ideal' volunteer jobs, or as a real process between a potential volunteer and his or her supervisor or manager. The outcome of this process will be a whole, motivating and realistic volunteer job. It should be used as the basis for writing a volunteer job description (see ACTION PLAN: Volunteer Job Descriptions worksheet).

### How to use

This worksheet has two uses:

- (1) to create an ideal job or a range of possible volunteer jobs. This can be done as a group or individual activity as part of a programme design or development process.
- (2) to create a real job for a potential volunteer. This should be done as part of a discussion between the volunteer supervisor and the potential volunteer.



### Job Creation

A job is considered to be a collection of one or more tasks that is carried out by an individual worker. In some cases, it may be less than a whole task, if the task is carried out by a team or shared between individuals.

There are no set rules for designing a job; much depends on the working environment, and the interests of the worker. Many jobs evolve to fit changing needs, and changing interests and experience of the worker.

The following is a set of considerations that are important when designing a job. You may wish to design a job in discussion with a person who is interested in volunteering. That way, you can fit the job to their skills, time availability and interests.

Use a list of the tasks to be done as the basis of your discussions. See ACTION PLAN: Task Analysis worksheet.

### *Volunteering as an exchange*

Volunteering should be regarded as an *exchange* between an organisation and the volunteer. The volunteer is clearly giving something of theirs—their time, their skills, their experience—but an organisation also has to contribute to the relationship with, for example, management time, training, equipment, office space.

If volunteering is an exchange, the recruitment process should therefore be seen as *matching* the organisation's needs and resources with the volunteer's needs and interests. When putting together tasks into a whole job it is important to bear in mind some principles that will ensure the creation of a realistic and rewarding job.

### *Link to Goals*

The volunteer job will ideally have a direct link to the goals of the organisation or the project. They need to be able to point to something or someone and be able to say 'I did that' or 'I helped her'. If there is no direct link, a volunteer cannot see what it is they have achieved or contributed to. For example, a volunteer who is visiting an elderly person every week to make sure they do not need to return to hospital has a direct link to the goals of the project.

A volunteer who is sealing envelopes as part of a direct mail fundraising campaign may not see the direct relationship between her work and that of the organisation. If the work cannot be re-designed to ensure that the link is direct (for example, by adding other responsibilities more directly linked to the organisation's goals) then a volunteer's supervisor must ensure that the volunteer receives information about the amount of money raised and how it will be spent.

### *Options and Variety*

No job should be too monotonous. Volunteers' goodwill and enthusiasm can often be taken advantage of. Make sure this does not happen by building in variety and change into a volunteer's job. If, of course, the volunteer wants variety. There should also be options for volunteers to take on different tasks or activities. Don't assume that because a person has always done something they want to carry on doing it.

### *Authority to think*

Volunteers need to be involved in deciding how their work should be done. They should not be told how to every part of their work. Giving people control over how they do their work, involving them in planning, setting standards and monitoring helps to make work more motivating and rewarding.

### *Responsibility for results*

A volunteer needs to be able to take personal responsibility for the results of their job. They must be able to see that the work that they do contributes directly to the objectives that they are trying to achieve. For example, in the Home from Hospital service in the British Red Cross (see Case Study 1) one objective is to ensure that patients are not re-admitted to hospital because they cannot cope at home. The volunteers, through their efforts to care, can see that their work actually helps to prevent the patient being re-admitted to hospital.

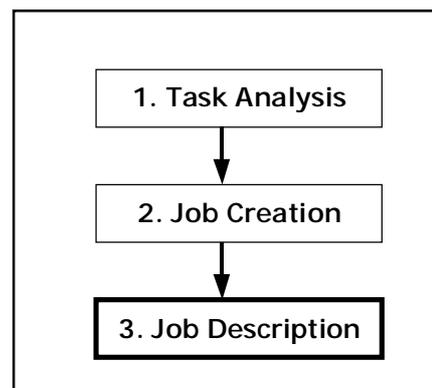
One way of ensuring that a volunteer can take responsibility for their results is to discuss with them the objectives that they want to achieve, making sure that the objectives are realistic and achievable.

## Volunteer Job Design: Job Descriptions

### Description

This worksheet is intended to help design a job description for a new or existing volunteer position. It can be used for the following reasons:

- To think about a new volunteer position, and the objectives and responsibilities you might expect a new volunteer to work towards
- To discuss with a person who wishes to volunteer the kind of work they would like to do, and what the purpose of the work might be
- To think about what it is that existing volunteers are doing, and what the purpose of their role is
- To think about the training and supervision requirements and costs that will be associated with taking on a volunteer.



### How to use

This worksheet has been taken from ‘The Volunteer Recruitment book’ by Susan Ellis. Having a volunteer job description can be particularly useful in many situations, but they are part of a very *formal* understanding of volunteering (See the model ‘Formal and Informal Volunteering’). The following extract describes how the job description should be used.

“First, make sure every volunteer job is given a title. The word ‘volunteer’ is a pay category, not a title! If the work to be done requires a ‘tutor’, ‘tour guide’, or ‘picnic co-ordinator’ assign a title that reflects the content of the assignment. If the volunteer is going to be in charge of something, let the title show that, too.

The title you select can be intriguing or fun, and therefore of help in recruiting. For example, [a volunteer manager] sought a volunteer to help maintain her volunteer records. She put out a call for a ‘Statistical Detective’ and quickly found a volunteer eager to meet the challenge!

Next, outline the *responsibilities* of the assignment. Describe sample tasks. Your goal is to define both the potential and the limits of the job, and to make it clear to the reader what will be expected. A section on outcomes or goals identifies how you and the volunteer will know when the job is being done successfully or when the desired results have been achieved.

Include a description of the *training* and *supervision* the volunteer will receive. How will the person be prepared to do the work well and be supported in doing so?

Be clear about the *timeframe* you need. What are the minimum number of hours necessary per week or month to accomplish the task? Do these have to be offered on any special schedule? For what duration of time will the assignment continue? If the work is ongoing, what is the minimum initial commitment you can accept?

Do not be afraid of stating your needs definitively. It is better to have prospective volunteers know in advance what is truly needed to do the job well, rather than hoping to persuade them later to do more. With an honest job description, when volunteers commit to an assignment, you will know that they are agreeing to do what you have requested. If they cannot fulfil your requirements, isn't it better to know that in advance, instead of discovering it once it is too late? If a volunteer cannot do what is necessary to be the best at a particular assignment, you can always discuss another option with him or her.

The volunteer job description should include a section on what *progress reports* will be expected, in what form, and how often. For some assignments, particularly for volunteers who will be doing most of their work off-site, this is a critical point that deserves clarification from the start.

Finally, include a description of the qualifications needed to do the assignment, both in terms of skills and past experience and of personality traits. It is also worthwhile to have a section on benefits to the volunteer. What tangible benefits do you offer, such as transportation expense reimbursement, and what less tangible benefits will be derived, such as career exploration?

Keep volunteer job descriptions updated so that they accurately reflect the work volunteers do for your organisation.”

**Position Title**

(remember the word 'volunteer' is a pay category not a title)

**Description of Project/Purpose of Assignment**

**Outline of Volunteer's Responsibilities or List of Tasks:**

(Give Potential and Limits)

**Outcomes/Goals**

How will you and the volunteer know that the job is being done well or that the project is successful?

**Training and Support Plan**

How will the volunteer be prepared for the work and oriented to the agency? Who will supervise/be the contact point?

**Reporting**

What reports will be expected, in what form and how often?

**Time Commitment:**

Minimum hours per week/month? On any special schedule? For what duration of time?

**Qualifications Needed:**

**Benefits:**

What will the volunteer get in exchange for service (tangible and intangibles)?

© Susan J. Ellis (1994) *'The Volunteer Recruitment Book'* Energize Inc: Philadelphia PA

humanity

## **Volunteer: Home from Hospital at the Royal Free person outline and role description**

impartiality

### **Where will you offer the service?**

In the homes of people resident in the London Borough of Barnet but within agreed travelling distance. You may be asked to attend meetings at a mutually convenient location.

neutrality

### **Who is responsible for you?**

Initially the service Co-ordinator. In their absence, the Community Services Manager for London Branch of the British Red Cross Society.

independence

### **How often are you needed?**

We appreciate any time you donate and will not specify the hours you do. To help plan a continuous service with a volunteer familiar to the client, we hope you could offer two or three hours a week.

unity

### **What does a Home from Hospital volunteer do?**

You provide basic social care and support to clients and their carers following discharge from hospital.

universality

### **This may include:**

- keeping the client company for a few hours following discharge
  - basic shopping
  - collecting pensions/benefits/prescriptions or GP letters
  - preparing a basic meal or beverage
  - ensuring the client feels comfortable and warm
  - escorting the client to shops or other services
  - checking the client has understood instructions relating to medicines and appointments
  - supporting clients/carers during a visit to Accident & Emergency prior to discharge
- voluntary service

Continued over /

**This will not include**

- overnight stays
- nursing, changing dressings
- administering medicines
- advocacy i.e. represent the client in matters relating to finance, medical care etc
- housework unless essential to the health & well-being of the client.

**Who can volunteer**

Anyone can apply. We are unable to insure people over 85 years. We have a responsibility to maintain service standards and safety to our clients, other volunteers, staff, the public and our funders.

To achieve this we will look for the following qualities and abilities –

- understanding of and ability to maintain confidentiality
- to communicate effectively with consideration to background and ability
- to work on own initiative
- willing and able to call on available resources
- honesty
- reliability
- fit enough, both physically and mentally, to deliver the service safely
- to be contactable by telephone
- be willing to receive training
- work within the Fundamental Principles and Equal opportunities statement
- to communicate effectively with the service co-ordinator
- be willing to negotiate support and review of volunteer role.

## Recruitment Techniques

### Description

This briefing is a summary of the various techniques that can be used to recruit volunteers. It summarises the pros and cons of each technique, and suggests ways in which they can be used.

The first step in recruitment is to identify what kind of person or people you are looking for – their attributes and skills. See the worksheets on Job Design for further information. Once you have decided the kind of person you need, you can then identify the most appropriate techniques to find them. The list below should help. These are not the only way to recruit volunteers, and you may well be able to think of more.

#### **Personal Contact**

Recruiting volunteers through people you know, or people your fellow staff and volunteers know. Ask people you know. Ask people you know to ask people they know. Organise events or parties and ask people you know to attend. Ask clients to volunteer, or to ask people they know.

Personal contact uses the enthusiasm and personal conviction of existing volunteers, so is one of the most effective recruitment methods. It is also one of the most widely used. Less positively, recruiting by word of mouth tends to recruit very similar people, so it is not useful if you want to increase the mix of gender, age or race within your volunteer group. It is important when recruiting this way to ensure that there is a selection process – just because someone is a friend of a volunteer does not automatically mean they are suitable for the work, or that they are prepared to give the necessary commitment.

See ACTION PLAN: Social Networks Analysis, and Case Study 1.

#### **Mass media – Public Relations (PR)**

Television, radio, newspapers, billboards. All may have local, regional & national variations. PR consists of persuading media to broadcast or print feature stories or news stories that are of general interest to their audiences. You need to identify a newspaper or radio/TV programme that targets the same general audience that you want to target. The story must appeal to their audiences. PR can be a skilled or full-time occupation.

PR is a low cost way to achieve wide coverage and publicity. However, you may not always be able to control the message, or the timing of the broadcast/article.

#### **Mass Media – Advertising**

Requires paying for content on TV, radio or in newspapers. Useful for sending specific message to wide audience. Better for awareness of your organisation than for expecting people to come forward to volunteer. Can be high-risk recruitment method, unless you have the money and experience. Look for specialist areas in general media e.g. volunteering TV programmes, newspaper columns and recruitment pages. Paying for advertising means that you can control the message and the timing, and you can reach a wide audience. It is, however, expensive, and is not always an effective recruitment method. See case studies 2 and 6.

#### **Special circulation publications**

In-house newsletters, school/university newspapers, professional magazines/journals. Identify a publication that has a readership you want to target. Contact editor and discuss your needs. Prepare materials such as print advertisements, short articles, photographs and press releases that can be used. Many small publications are always looking for items to publish with minimum effort.

### **Public speaking**

Giving talks and presentations at meetings of groups, clubs and organisations where you might find potential volunteers. Don't go to speak about volunteering opportunities. Speak about the work of your project/branch, and include interesting stories. Within the context of your speech, you can mention what volunteers do, and their rewards. Public speaking is an opportunity to meet new people and to talk enthusiastically about volunteering opportunities. It does, however, require some confidence and ability in public speaking!

### **Exhibitions**

You can organise exhibitions and displays at local meeting places, such as libraries, museums, theatres and shopping centres, as well as exhibitions or trade fairs. Consider the message you want to communicate, and design display boards, posters and leaflets to support the message. The display can be attended by someone to talk to people, or left unattended for people to see as they walk past. It is important to have printed materials for people to take away. You can take names and addresses (e.g. from business cards) to follow up later by direct mail.

Audience depends on the event and location, so select carefully. Exhibitions do create personal contacts, so can be usefully followed up. Good displays, however, can be expensive, but can be used again. If you plan to have someone attend the display all the time, they can be time consuming, but you may be able to find enthusiastic volunteers willing to talk to the public.

### **Direct mail**

There are three types of direct mail:

- Mass mailing through targeted mailing list
- Enclose leaflet with another organisation's mailing
- Personalised letters, with telephone follow-up

Mass mailings depend on the quality of the list itself. Make sure that you have the resources to deal with the follow-up needed, and the enquiries that may result. Try out the mailing by sending out a small number of the letters to see what kind of response you get.

### **Referrals**

Who is in a position to know people who might want to volunteer? Community leaders, religious leaders, personnel officers in companies, college and university lecturers and administrators, student and employee union officials are examples of people who may have useful contacts. Make contact with them, make sure they understand what you are looking for, and give them leaflets or information that they can pass on.

### **Modern technology**

The possibilities of computers, and especially the internet, are rapidly increasing. Two examples are websites and e-mail. A website can provide information about your project, branch or National Society a wide audience. People have to be interested to check the website, so it may not be the most effective means to recruit volunteers. Another possibility is e-mail, through what is called 'viral' marketing. You can send an e-mail—possibly with an entertaining or interesting attachment—to all the people you know, and ask them to pass on the message to people they know, and so on. This is a new technique, so may need some experimentation.

## Overview of Case Studies

No	Name	Description	Especially Relevant Tools:
1	Ealing Home from Hospital, London	Formal project, located in large general hospital. Recruitment by word of mouth and contact with community groups. Volunteers rewarded by personal development opportunities. Good links with other organisations.	<ul style="list-style-type: none"> <li>● Volunteer Programme Triangle</li> <li>● Formal and informal volunteering</li> <li>● Why volunteers</li> <li>● Four Models of volunteer organisation</li> <li>● Political views of volunteering</li> <li>● Volunteers' motivations</li> <li>● Social Networks Analysis</li> </ul>
2	Refugee Orientation Project, London	Formal project, located in self-contained office. Recruitment by advertising in press. Large group selection, induction and training process.	<ul style="list-style-type: none"> <li>● Volunteer Programme Triangle</li> <li>● Formal and Informal volunteering</li> <li>● Why volunteers</li> <li>● Four models of volunteer organisation</li> <li>● Volunteers' motivations</li> </ul>
3	Carers' Support Project, Stockholm	Volunteers provide group support for carers. Recruited from membership. Volunteers rewarded by contact with carers.	<ul style="list-style-type: none"> <li>● Volunteer Programme Triangle</li> <li>● Political views of volunteering</li> <li>● Volunteers' motivations</li> <li>● Four models of volunteer organisation</li> </ul>
4	'Kupan' Project, Stockholm	'Beehive'. Multi-purpose project. Second hand goods shop, plus employment training scheme, plus integration scheme for refugees and asylum seekers. Volunteers rewarded by work experience, social contact, references.	<ul style="list-style-type: none"> <li>● Volunteer Programme Triangle</li> <li>● Political views of volunteering</li> <li>● Formal and Informal volunteering</li> <li>● Why volunteers</li> <li>● Four models of volunteer organisation</li> </ul>
5	Estonia Red Cross – Paldiski Branch	Informal project, in small community. Flexible and adaptable to individuals' needs. Wide range of volunteers, including use of professional skills.	<ul style="list-style-type: none"> <li>● Volunteer Programme Triangle</li> <li>● Formal and Informal volunteering</li> <li>● Political views of volunteering</li> <li>● Volunteers' motivations</li> </ul>
6	Volunteering in the Spanish Red Cross	Formal, structured and organised processes of volunteer recruitment, induction, training and management at all levels. Efficient and effective recruitment of large volumes of volunteers	<ul style="list-style-type: none"> <li>● Members and volunteers briefing</li> <li>● Formal and Informal volunteering</li> <li>●</li> </ul>
7	Bulgarian Red Cross Youth Summer Camp	Youth volunteers organise summer camp for disabled children. Informal recruitment, complex rewards for volunteers.	<ul style="list-style-type: none"> <li>● Volunteer Programme Triangle</li> <li>● Volunteers' motivations</li> </ul>
8	Volunteering in the Hellenic Red Cross	Formal, structured volunteering in traditional roles. Intensive training, high expectations. Traditional organisation style.	<ul style="list-style-type: none"> <li>● Formal and Informal volunteering</li> <li>● Members and volunteers briefing</li> <li>● Political views of volunteering</li> </ul>



# Case Study 1

## Ealing Home from Hospital Scheme, London

### Introduction

The Ealing Home from Hospital Scheme is a new project for the London Branch of the British Red Cross. It was started in September 1997, when a co-ordinator, Chris Fernandez, was appointed. Within two months enough volunteers had been recruited and trained for the scheme to start operating. The scheme provides free basic short-term social support for vulnerable people after they have been discharged from hospital following an illness or operation. The service is provided by volunteers, and works alongside services from the Social Services Department and the Local Health Authority.

Typically, a volunteer may meet a patient in hospital before they are discharged, accompany the patient home, and spend some time with them when they first arrive. After the patient comes home, the volunteer will agree with the patient how often to visit, and what tasks need to be carried out. The volunteer will do essential activities such as shopping, cooking and collecting pension money from the Post Office. In particular, volunteers spend time with the person to talk and to keep them company. The volunteer may be the only person to visit the client after being discharged, so it is an essential service that often prevents a person being readmitted to hospital. The aim is to build up the person's confidence and independence during the first few weeks after discharge from hospital.

### Background

#### Historical and Political

In 1990 the Conservative government of Margaret Thatcher passed the Community Care Act through Parliament. This Act enabled Local Authorities and Health Authorities to buy in services that had previously only been provided by the Local Authorities and Health Authorities themselves. This meant that voluntary organisations were able to apply for funding to provide health or social services that were required by a community. At the same time, voluntary organisations' traditional sources of funding—grants—were being phased out. A grant was a 'gift' from the Local Authority in recognition of the good work that a voluntary organisation was doing, without any requirement for achieving targets, or being accountable for the way the money was spent.

The new 'contract culture' meant that to get funding voluntary organisations had to submit a proposal to a Local Authority. If the proposal were approved, Local Authorities would then draw up a contract, which contained agreed performance measures and objectives. The funding was available to the voluntary organisation if they met the objectives in the contract. Many voluntary organisations became more focused on the need to provide services than before, and some neglected their campaigning and information roles.

At about the same time, health authorities came under pressure to reduce costs. A large part of the cost of health care in the UK is the cost of a bed in a hospital. A significant reduction in costs could be made if patients were discharged from hospital earlier. Health staff were, however, reluctant to discharge people early if they did not have any support at home.

Also at the same time, the government was trying to promote active volunteering to provide services for people in their communities<sup>2</sup>. The British Red Cross' Home from Hospital

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<sup>2</sup> Davis Smith 1999

service, therefore, fit government pressures to contract out services, to cut costs of hospital stays, and to encourage volunteering. At the same time, it also fulfilled the objectives of the British Red Cross, which, at the time, was to provide care for people in crisis.

### The Community: Southall and Ealing

The area around the Ealing General Hospital is an urban, relatively poor, part of London with a population of 275,000 people. Around twelve percent of the population is over 65 years old. It has a rich and diverse mixture of people from many ethnic backgrounds. In the early 1980s there were serious race riots in Southall, part of the area. Since then, however, the community has built up greater tolerance and integration. The following table shows the ethnic mixture of the area from the 1991 official Census.

<b>Population by ethnicity, Ealing, 1991</b>	<b>%</b>
White*	67.7
Black/Caribbean	4.4
Black/African	1.6
Black/other	1.1
Indian	14.3
Pakistani	2.7
Bangladeshi	0.3
Chinese	0.9
Other Asian	2.7
Irish born	5.9

The ‘white’ population also includes sizeable Polish and Armenian communities. Since the 1991 census, there has been an influx of Somali and eastern European refugees into the area.

### British Red Cross

The British Red Cross Society was founded in 1870, and has a long history of providing volunteer-delivered services in communities throughout the United Kingdom. It recently revised its structure and statutes to unite its 93 Branches. The Branches had been independent legal entities, each with their own trustee committees. Unification brought all the Branches under the line management control of the National Headquarters, and created the eight Regional Offices as an intermediate tier of management. As part of the change process, a new mission statement was adopted. The mission of the British Red Cross Society is:

*“To be the leading voluntary provider of emergency help to people in most need, anywhere in the world”*

#### **Box 1 – Key Extracts from the British Red Cross Society Volunteering Policy (1993)**

“The British Red Cross is an organisation governed and primarily staffed by volunteers. The primary role of salaried staff is to support volunteer involvement by creating an environment in which volunteers can maximise their contribution.”

“Volunteers should in general be recruited for a specific task, whilst, of course, being welcomed to The Society as a whole. After initial familiarisation training, training should be linked to a particular task rather than being for its own sake.”

“It is important to offer opportunities for service and involvement with different levels of commitment. It is important to welcome people who are offering occasional help, but do not see themselves as “joining” the organisation, and those who are ready for full membership of The Society”

*Other parts of the volunteering policy set out the principles and procedures for recruitment, selection, support and supervision of volunteers, and disciplinary and grievance procedures.*

The BRCS has five ‘Key Services’ which are provided within the UK. These are:

- International Tracing and Message Service

- Health and Social Care Programme
- Transport and Escort
- Medical Loans
- Services at Public Events

The Home from Hospital service is part of the Health and Social Care Programme.

In 1993 the Society adopted a volunteer policy which establishes the role of volunteers within the Society. Extracts from the policy are shown in Box 1 above.

## Programme development

### Origins

A feasibility study was carried out in 1997. The study identified the need for the service, and the willingness of the Hospital Trust to fund it. A major problem area, the report suggested, was going to be the recruitment of volunteers.

In September 1997 two co-ordinators, Chris Fernandez and Clare Edmunds/Janet Jones, were recruited to start up the Ealing Home from Hospital scheme. Their office was located in a single unit for all the agencies and services that work with discharged patients called “The Intermediate Care Centre”. Other services provided by the intermediate care team include community nurses, physiotherapists, occupational therapists, and social workers.

### Recruitment Strategy

The first task that Chris and Clare had to address was the recruitment of enough volunteers to start the service. Their strategy was to contact as many people as possible through existing community groups. As Chris says, “the more people you reach by word of mouth and personal contact the higher has been the response rate”.

Chris set out to visit as many community organisations, colleges and other organisations. First, he divided the map of the borough of Ealing—which hangs prominently on the wall in his office—into five smaller areas. He got information about community groups and organisations from the local library. The common feature of these organisations was that there was a likelihood of there being people with spare time and a willingness to help their community, such as students, unemployed people, mothers with young children at school, and older or retired people. Some of the organisations he visited include: the College of Health Sciences; the East African Club; the Ealing No. 1 Club for people over 55; the ‘Next Step’ centre for employment opportunities; and ‘Mothers Back to Action’, a scheme to get mothers back to work after having a child.

Chris describes the way he went about recruiting. At the college of health sciences, he spoke to the tutors who agreed to help in the recruitment campaign. He put up posters at strategic locations in the college. He looked at the local newspaper every day, collecting cuttings about people and organisations that might be useful. He went to all the meetings of local community groups, especially those which were facing a reduction in funding, or those that were protesting about something. At these meetings he would sit quietly until the end. Afterwards, when the audience was milling around, he would go up to the people who had been most vocal and active, and talk to them about the Red Cross, and about the service. These people, Chris explains, are most likely to be active in their communities, and most helpful in telling people about the service, and perhaps volunteering themselves. After talking

to them, he would phone them up the next day, and invite them to visit his office and see what goes on in the Home from Hospital scheme.

When talking to people, Chris emphasised the benefits of volunteering. He explained how the training (in first aid, manual handling and basic social care) could lead to improved employment prospects. Working in a hospital environment means that a volunteer quickly becomes familiar with the people and procedures in a busy hospital. Since the hospital is one of the biggest employers in the borough, volunteering is a good way of finding work. For prospective medical students, volunteering offers the chance to learn about hospital life, and develop good relationships with patients. Personal skills are becoming an essential requirement for admission onto a degree course in medicine, so volunteering can help to prove commitment and ability. For some of the new arrivals to Britain and to the borough of Ealing, Chris offers the possibility that volunteering is a way of finding out how people in Britain live, and learning about British society. It is a way for immigrants and refugees to become employable in an area of relatively high unemployment. Eighteen months into the scheme, two volunteers have already been recruited to full time jobs by the hospital.

Now that the first push for volunteers is over, Chris is now finding that instead of having to go out looking for volunteers, prospective volunteers are coming to him. They hear about the service from existing volunteers, and from Chris' many contacts in the area, and go to him to find out more. The success of the service is itself encouraging success.

### **Selection and induction**

Once a person is interested in volunteering, Chris usually asks them to see him in his office. This meeting is not a formal interview, but it gives them a chance to ask questions about what is involved. Chris also gets the opportunity to tell potential volunteers what is expected of them. Once people see the office, they see the work-like atmosphere and realise that volunteering is not all fun. Chris emphasises that they are expected to be reliable, to work when they say they will, to act according to accepted standards, and to undergo training. Chris says that he will present himself as 'a bit hard' just to make sure that he gets the message across.

At the end of this meeting, the potential volunteer is asked to go away and think for a week. This often selects out an unsuitable volunteer. People often realise that the work is not for them, or that they do not want to meet the service's standards. Self-selection in this way means that people do not have to be 'rejected'. It sometimes happens that prospective recruits are still keen to volunteer, despite Chris believing that they are not suitable. This is a fortunately rare occasion. Chris always tries to find out what a person might be capable of given the right support, not what they can't do.

After the first meeting—if a prospective volunteer is still keen—he or she will complete an application form. Chris will help people do this if they have trouble with written English, or are not used to application forms. This is good experience for those looking for employment.

Chris takes the attitude that almost everyone, provided they are willing, has the potential to contribute to the service. He is prepared to offer his full support to someone who shows commitment to the service. Chris puts volunteers whose spoken English needs improvement in touch with a local college that teaches English, and encourages them to take a course. Chris keeps a list of the courses offered by the local council and other colleges in the area, so that he can suggest training for his volunteers, if necessary.

Once a volunteer is taken on they have to complete four training courses. These are standard modules designed by the Training Department at British Red Cross headquarters. The

courses cover ‘manual handling’, which helps with lifting and moving patients, interpersonal skills, basic first aid, and ‘Ideals in Action’—a general introduction to Red Cross history and principles. The training lasts for two days in total. Luckily for Chris, the hospital lets the Home from Hospital service use its very good training rooms.

Once a volunteer has completed the training, they are able to start work. On the first few assignments, a new volunteer will be accompanied by a more experienced one. This enables the new volunteer to be assessed for their confidence and competence, and to learn from the experience of another. It also helps to develop closer relationships between the volunteers, and for them to feel more like a team.

### **Maintaining interest**

Chris describes his job as being like a football coach. He explains that one of the largest parts of his job is maintaining the interest and motivation of his volunteers. He telephones his volunteers frequently to keep them informed, and to maintain a ‘bridge’. He operates a little like an employment agency. He finds other opportunities for volunteering with other organisations in the same area. He lets volunteers know about job opportunities, and for the prospective medical students, he organises ‘shadowing’ opportunities in which a volunteer follows a doctor or surgeon for a day, to learn about their work. Further training opportunities are also part of his long-term retention strategy.

Chris attributes part of his success to his management style. The office that he shares with Pam, a volunteer who helps with the administration, is the focal point of the service. Volunteers can drop in whenever they wish, and they will see on the walls all the information they need. A large board shows which volunteer is currently working with which client. Another has the diary for the week, listing all meetings. It is a very work-like atmosphere, which influences the volunteers’ expectations. Volunteering for the Home from Hospital scheme is work, not a leisure activity. Further notice boards show press cuttings with pictures of volunteers and staff in the local newspapers. Chris describes the office as ‘very transparent—anyone can come in and they will immediately know what is going on’.

Chris sits at the centre of his little organisation. Around this core are twelve regular volunteers who are the first to be called upon and the ones who work most often. Supporting the regular volunteers are the remaining 23 volunteers who work more occasionally. They may have special skills, such as languages, or commitments to their family and other organisations. Chris doesn’t push them to work more than they wish. He will ask a volunteer to help; if they are busy, he knows there are thirty-four others he can call upon. Every volunteer, says Chris, has potential.

Sometimes, a volunteer will stop working for the service. Often this is for personal reasons. Chris never strikes a volunteer off the list. He waits, and examines himself for any possible reasons why the person stopped volunteering. After a while they may come back. It is a waste of resources to train someone, then remove them from the list of volunteers if they haven’t done any work for a while. They are, after all, still trained and experienced.

### **The longer term**

In the longer term, Chris aims to increase the total number of volunteers to fifty. He aims to be ‘a credible force’ in the hospital environment, and argues that he needs more volunteers to improve the quality of the service.

## Volunteer Profiles

### **Romesh**

Romesh is an engaging and talkative doctor from south India who has recently arrived in Britain. He can't yet work as a doctor in the UK, because he needs to pass an exam qualifying him to practice. While he was studying in India he was a prolific volunteer and worked for many charitable causes.

After coming to the UK, he was determined not to be idle whilst waiting to take his exams. Soon after his arrival, he went to the Ealing Volunteer Bureau to find out about opportunities to do voluntary work. They told him then about the Home from Hospital scheme, but he formed the impression that the service wasn't for him. For the next year he worked as a volunteer at the Institute of Epidemiology and as a clinical attendant at Ealing Hospital. While he was working at the hospital the Red Cross was staging an exhibition of its Medical Loan service. Pam, a Home from Hospital volunteer met Romesh at the exhibition and explained the Home from Hospital scheme. With more information about the service, he realised that it was something he wanted to do, and was capable of doing, so he went to visit Chris in his office.

One thing, however, was holding him back. Romesh's spoken English had a strong south Indian accent, and was difficult for many people in England to understand. When Chris interviewed him, he realised Romesh's potential, and suggested that he go to study English at a local college. At the same time, Romesh studied for a course in the care of elderly people. He says that these courses improved his skills enormously. Now Romesh is volunteering for about four hours every week, and in his remaining time, he is working towards his qualifying exams.

### **Angela**

Angela is an active, cheerful woman with an infectious smile. Her happiness and warmth are rooted in her love of people, and her love of being with people. For ten years Angela worked in the psychiatric hospital near the main Ealing Hospital, and got on well with the patients. When she retired from her job, she missed the hospital life. Angela volunteered through her Baptist church for activities organised by the church's welfare worker. The welfare worker told Angela about the Red Cross Home from Hospital service, so she went to see Chris 'for a talk'. After the talk, she had to fill in a form.

Now she volunteers for two days a week in the 'Discharge Lounge' run by the hospital, and for which Chris provides some volunteers. She sits with patients—usually elderly—who are waiting for transport to take them home. At other times, when Chris asks her, she will help the Home from Hospital service. She will either call a patient when they have arrived home, and arrange a time to visit, or she will accompany them on their journey from the hospital to their home. She finds it very enjoyable to spend time with the patients in their homes, and sit and chat. Sometimes she does the shopping or the laundry, or makes a snack lunch. Most of the people she visits live locally to her home, and she sometimes keeps in touch with former clients.

Angela found the training for the service very good. She learned how to help patients, how to hold and lift them without straining herself. When describing her motivation to volunteer, Angela explains that she is a Christian, and that she is doing what she believes God would want her to be doing.

## Michael

Michael is a fifty year old hairdresser of Chinese origin with the appearance of a man half his age. His astonishing youthfulness is reinforced by his graceful movements and the thoughtful energy and humour of his speech.

Michael came to the Home from Hospital service when he was taking a vocational training course in computing. As part of the course, he needed a three-month work placement. Since he had an interest in elderly people he went to the hospital, and asked people about how he might find a work placement. One of the people he spoke to suggested the Red Cross, so he went to see Chris. Chris offered him work as a volunteer for the service, but after the end of the three-month placement period, Michael continued to volunteer.

Michael explains that the training provided by the Red Cross helped him to feel secure and aware in the work he was doing. Michael has volunteered before for other voluntary organisations, and he describes volunteering as a duty for everyone; ‘the strong should help the weak’. Volunteering eases his concern that he clearly feels for other people. It is meaningful work, he says, especially when you put yourself in the shoes of elderly people and try to understand how lonely, afraid and powerless they might feel.

## Glossary

**Local Authority** – the local government consisting of an elected Council and a number of service-providing departments, such as refuse collection and road maintenance. The Social Services Department is one of these departments.

**Social Services Department** – a part of the local government structure which provides social care for vulnerable members of a community. The Social Services Department also contracts with independent organisations, which provide care services (such as residential homes and ‘Meals on Wheels’, on their behalf.

**Local Health Authority** – a part of the National Health Service which is responsible for purchasing the provision of primary and secondary health care in its area. It buys the health care provision from hospital Trusts, and General Practitioners (community doctors), among other service providers.

**Hospital Trust** – a part of the National Health Service which is responsible for providing secondary health care (i.e. hospital care) within its catchment area.

**Voluntary Organisation** – an independent non-profit organisation. Equivalent to the terms ‘charity’ (in the UK) or NGO (Non-Governmental Organisation).

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## Case Study 2

### Refugee Orientation Project, London

#### Overview

The Refugee Orientation project aims to promote the independence of newly arrived refugees and asylum seekers in the London area. It does this by providing a volunteer to assist the refugee or asylum seeker to become familiar with their local areas. The volunteer will enable the client to find local resources such as schools, community health services, the post office, and social security offices. The assistance given by the volunteer will depend on the client's own interests and needs, and is agreed in discussion with the client. London is a very large, very busy city and can be difficult for any visitor. For a newcomer who has just escaped from the threat of persecution, it can be overwhelming.

The Refugee Unit is a newly-established section of the British Red Cross' London Branch. The unit is responsible for providing emergency support to refugees soon after they arrive in the UK. The gap for the orientation services was identified through discussions with partner refugee organisations.

#### Background

##### Historical and Political

The number of asylum seekers and refugees arriving in the UK had, until the late 1980s, been very small. By the mid 1990s, despite regular attempts by the government to deter asylum applications, the number had risen from the low of 4,000 a year to an average of around 30,000 per year. This rapid rise led to stretched immigration services and long delays in processing asylum applications. Government attempts to deter asylum applications centred on the reduction of benefit entitlements and restrictions on the right to work.

Much of the burden of supporting asylum seekers and refugees in the UK has fallen on the voluntary and non-governmental organisations (NGOs). Major refugee organisations include the Refugee Council, the Refugee Arrivals Project, and the Refugee Legal Centre. The British Red Cross became involved in supporting refugees in the UK during the Bosnian crisis of the early 1990s. The Refugee Orientation Project works very closely with the other voluntary agencies—all of whose services complement each other.

##### The Community: Refugees in London

The majority of people arriving in the UK as refugees or asylum seekers arrive at one of London's international airports, or at the sea-ports on the south coast of England, close to the capital. It is therefore the obvious destination for many refugees and asylum seekers. Sometimes people have relatives already living in London, so it makes sense for them to live close by. The city is very cosmopolitan, with many hundreds of ethnic groups. People who are newly arrived find it easier to be absorbed into the city's life, and often have access to support from their own communities.

Following the increase in asylum applications in the early 1990s, the British government increased restrictions on the social security entitlements of asylum seekers. Many asylum seekers now have no money to live on, and are not allowed legally to work, despite many having professional qualifications well above the UK average. They are largely dependent on the work of NGOs who support them with food, clothing, advice and information. Housing can be very poor, and the asylum application procedures are long and difficult—in some cases

lasting up to five years. There has been a noticeable increase in the number of asylum seekers begging on London streets.

## British Red Cross

The British Red Cross Society was founded in 1870, and has a long history of providing volunteer-led services in communities throughout the United Kingdom. It recently revised its structure and statutes to unite its 93 Branches. The Branches had been independent legal entities, each with their own trustee committees. Unification brought all the Branches under the line management control of the National Headquarters, and created eight Regional Offices as an intermediate tier of management. As part of the change process, a new mission statement was adopted. The mission of the British Red Cross Society is:

*“To be the leading voluntary provider of emergency help to people in most need, anywhere in the world”*

The BRCS has five ‘Key Services’ which are provided within the UK. These are:

- International Tracing and Message Service
- Emergency Domiciliary Care
- Transport and Escort
- Medical Loans
- Emergency Response

The refugee work of the British Red Cross falls within the Emergency Response service.

In 1993 the Society adopted a volunteer policy which establishes the role of volunteers within the Society. Extracts from the policy are shown (right).

## Programme development

### Origins

Since the early 1990s the British Red Cross has been working with refugees in the UK. Most of the work was in response to emergencies, such as the large influx of Bosnian refugees during the Bosnian crisis. By 1997 it was recognised that there was a need for more planned and sustained work with refugees, particularly in London, which has the highest number of refugees in the country. Adam Lewis, the refugee unit manager, consulted with partner refugee agencies (Refugee Arrivals Project, Refugee Council, Medical Foundation for the Victims of Torture) to identify the needs of refugees in London that were not currently being met by any voluntary or statutory agencies. This work identified three key needs: food, written information in appropriate languages, and orientation.

Programmes to meet all three areas of need were designed, and put together into a funding proposal. The orientation project attracted funding from the Commission of the European Union, and from the Diana Princess of Wales Fund. The orientation project started at the end of 1998, and took its first clients in April 1999.

### Extracts from the British Red Cross Society Volunteering Policy (1993)

“The British Red Cross is an organisation governed and primarily staffed by volunteers. The primary role of salaried staff is to support volunteer involvement by creating an environment in which volunteers can maximise their contribution.”

“Volunteers should in general be recruited for a specific task, whilst, of course, being welcomed to The Society as a whole. After initial familiarisation training, training should be linked to a particular task rather than being for its own sake.”

“It is important to offer opportunities for service and involvement with different levels of commitment. It is important to welcome people who are offering occasional help, but do not see themselves as “joining” the organisation, and those who are ready for full membership of The Society”

*Other parts of the volunteering policy set out the principles and procedures for recruitment, selection, support and supervision of volunteers, and disciplinary and grievance procedures.*

## Objectives

The orientation project aims to provide practical emergency support to refugees experiencing severe hardship and isolation in London. It does this by providing trained volunteers to accompany newly arrived refugees or asylum seekers to familiarise themselves with their local areas. This might involve meeting bureaucratic requirements, such as registering with the social security office, with a community doctor, and at local schools if there are any children. It might also involve exploring the area for resources such as markets, post offices and community associations, and orientation for using public transport.

The project's volunteers try to enable the clients to make their own priorities and their own decisions. The aim is to empower the clients to be able to live in their new environment, and not to make the clients dependent on the volunteers.

## Volunteer Recruitment Strategy

Adam Lewis, the manager of the Refugee Unit, explains the unit's initial recruitment strategy. To get as many responses as possible, they placed three press advertisements: one in a national newspaper, *The Guardian*, which has a weekly section for organisations seeking volunteers; one in *The Big Issue*, a popular magazine sold by homeless people on the streets, and one in the *Evening Standard*, a local London newspaper read widely, popular for its classified advertising. Together, this generated almost 200 enquiries (although the *Evening Standard* advertisement didn't appear until three months later).

People who phoned to enquire were sent an information pack, which consisted of a leaflet about the service, the British Red Cross volunteering policy, a description of the task, a person specification, and an application form. All enquirers were invited to contact the Refugee Unit, and to complete the application form.

Before any selection was done, all enquirers were invited to an information session at which they could personally meet the organisers, and ask any questions. If, after the information session, they were still interested, they could come for an interview.

## Selection and induction

The interview contained a standard series of 17 questions. Of the people who were interviewed, 12 were selected to undertake the training. The core training for the volunteers took four days, and was carried out on a Friday and Saturday about two weeks apart. The training consisted of eight modules, shown in the box (right). Only at the end of the training did Adam commit to taking people on as volunteers.

The volunteers selected represent a wide mixture of people of different ages and with a range of languages. Some are refugees themselves. Others are students of social anthropology, or young people hoping to work in refugee organisations. Some are older people with spare time. On the whole, it is a young group, and there are more women than men.

As Adam explains, the project is attractive for volunteers for many reasons. Working with refugees is a very political area, and attracts people with strong commitment to the project's goals. The project's ethos of partnership and empowerment of clients is also an attractive one for many. It is an area of work that many people want to be involved in, but find it hard to find a job. Volunteering offers an opportunity to get experience that may lead to a full-time, paid job. The work also offers the opportunity to work individually with

### Volunteer Training

Ideals in Action  
Anti-discrimination  
Personal safety  
Refugee issues  
Service guidelines  
Refugees and benefits  
First aid  
Red Cross policies

clients in their own environment. This, for some, can be a considerable learning experience, particularly when volunteers live in very different social and financial circumstances. Some of the volunteers are looking to put something back into society, but most are looking for the experience.

### **Work organisation**

There are three paid staff for the orientation project. Adam is the Refugee Unit manager, Karen is the orientation service co-ordinator, and Emily works part time as an administrator. For the remainder of her week, Emily also volunteers for the orientation programme. The paid staff organise and arrange the project. They take referrals from other agencies, and assign volunteers to clients. The volunteers are the people who work directly with the clients.

The project office is located close to a major railway station in central London. If you climb up three narrow, rather rickety, flights of stairs you will find the Refugee Unit. The Unit has two rooms. One is the office for Adam, Karen and Emily. The other is a general meeting room for the volunteers. Here there are easy chairs, a low table, a kettle and a fridge. Volunteers can come here at any time to meet the staff or other volunteers. Emily explains that the support system is very important. Many volunteers are shocked when they first see the conditions that the refugees and asylum seekers have to live under, and the difficulties they face. They are often very disillusioned with their own government and fellow citizens. It is important that they are able to share these thoughts with other volunteers, and to learn to cope.

Once a volunteer has finished working with a client, they will have a formal meeting with Adam or Karen to review the case. They discuss what went well, what didn't go so well, and what issues might need to be taken up by another agency. This meeting is important for the volunteers; they need to know that Adam and Karen are there for them, and that they can provide useful support and information whenever needed.

### **Maintaining interest**

The project recruits volunteers four times a year, each time training twelve people. By mid 1999 a total of 36 people had been recruited and trained, although there is a core of about 18 active volunteers. Others have been unable to work as a volunteer. The project is quite demanding for volunteers' time—volunteers will work typically for one or two days per week, so it can be difficult to fit other obligations, such as paid employment. Some volunteers have left because they have found full-time work.

The project is organising training for the current volunteers in stress management and communication skills. Further training will be based on the interests of volunteers. There will also be social events. Existing volunteers are involved in the training and induction for new volunteers.

## **Volunteer Profiles**

### **Emily**

Emily works three days a week as the administrator for the Refugee Unit. In her spare time she works as a volunteer for the project. Her interest in refugees started with a visit to India, where she came across some Tibetan refugees. When she returned home to England, she worked at a refugee centre in East London. She met Adam while working at the refugee centre, and he had told her to look out for the advertisement for volunteers. When she saw the position advertised, she applied and went through the recruitment and induction process.

Emily speaks some French as well as her native English, so she is often matched with French speaking clients from Africa. She says that as a volunteer you need to be very adaptable and flexible, because the needs and abilities of clients vary. Some know exactly what they want help with, but others need more support with orienting themselves, especially on the buses and ‘the tube’ – the underground railway system.

At her first meeting with a client, Emily will discuss what help they need, and plan a programme of activities for the next couple of weeks. Volunteers will only be involved with a client for a maximum of three weeks. After that time, says Emily, it is very hard to withdraw, particularly when a client is still vulnerable. More positively, Emily describes the way in which clients’ confidence and ability grows very rapidly over the first few days after arrival, as they become accustomed to their new surroundings.

### **Ahmad**

Ahmad is a regular volunteer. He has lived and worked with refugees in many parts of the World, and now finds himself living in London, himself a refugee. It is, he says, everyone’s obligation to contribute what they can to the welfare of others, and there are many ways to contribute. Those who can afford to give money can pay, and those who cannot pay can make a physical or mental contribution. Life, says Ahmad, is a challenging machine. If you have the time, why should you sit around reading or watching television? You should do something to contribute, especially if, like him, you have substantial experience working with refugees and dealing with multi-cultural situations. You never stop learning until you are dead, says Ahmad.

Ahmad decided to volunteer for the orientation project when he saw the advertisement in the Guardian. He was aware of the difficulties that new arrivals seeking asylum in the UK were facing, particularly since the government had reduced entitlements to social security benefits. Ahmad decided that anyone with a sense of moral obligations ought to be volunteering for the project, so “on the basis of moral obligations, I felt honoured to be part of this project”.

Ahmad went through the recruitment process, which he found not too complicated. His first proper client was very demanding, and needed help with almost everything. The work was much harder than Ahmad expected, because it demanded physical and mental strength. It is, he says, particularly hard to control emotions, especially when he sees families starving and the social security office unable to do anything about it. He knows that he has to work within the boundaries of professionalism, not becoming emotionally involved or sympathising—if he does that, he becomes part of the problem, not part of the solution.

The time commitment is also high. Ahmad has to spend some of his time researching the local resources that clients want to find, as well as time actually with the client, so he may spend about two and a half days a week volunteering for the project. This is especially the case when clients have large families.

Ahmad has respect for the project co-ordinators who are always available to give support and advice. He also admires their management style, which is not at all hierarchical. All volunteers and staff are given equal respect, so there are no obstacles or social stratification. They are always welcoming.

### **Deborah**

Deborah had never volunteered before. She is from Italy, and came to London to study social anthropology. She chose anthropology because of an interest in people from other cultures. When she graduated, Deborah wanted to work in the field of human rights, but, she says, in a

practical way. She wants to help people directly, and not just to read and write about human rights. Deborah is now working in a restaurant in the evenings while she looks for a full time job doing something she really wants to do. Because she only works in the evenings, she has the days free to volunteer.

Deborah saw the advertisement for the volunteering opportunity in *The Guardian* newspaper. Her first thoughts when she saw the ad was that it sounded like a serious opportunity. The ad said that supervision and training would be provided, and she thought that the Red Cross had a good reputation. Deborah phoned to find out more, and was sent an information pack. She went to London for the first information meeting, then went for an interview. She explains that during the recruitment and induction process she could tell that the work was going to be serious—the staff were competent and knew what they were doing.

The day she met her first client, Deborah was very nervous. She hoped that she would be able to communicate, especially because she was not using her native Italian. She tried hard to remember things from the training, which she found very useful. The training made her aware of issues that really did come up when dealing with her first client.

The first time that she meets a client, Deborah plans with them the things that they would like to do, according to their priorities. She has, for example, taken a client to a Red Cross shop to get clothes, and helped them to get in touch with a local community group. Plans often change because services may not be open that day, new priorities come up, or they may be faced with long bureaucratic procedures.

The work is rewarding because she sees the growth in confidence of a client over a three or four week period. During that time, she may have spent one or two days a week working for the project. One day with the client, and another day researching the local resources that the client would like to find.

Once the case is over, Deborah has the opportunity to discuss it with her supervisor, Karen. The debrief enables her to reflect about whether she did the right things, and how she could improve. Deborah volunteers, she says, primarily for herself. She wants to learn, and to give time as a volunteer. She wants to work with people from different countries, and enjoys the opportunity to practice her languages. The work will also give her an insight into the kind of work and education that she would like to do in the future. She is now becoming interested in psychology and counselling.

For Deborah, the hardest thing about the work is maintaining the emotional distance between herself and the client, which she finds very stressful and tiring. The supervisors, Adam and Karen are always there with suggestions and advice if she needs it, so she can always call them if necessary.

Occasionally, the volunteers all get together, and Deborah finds that very interesting and helpful. She can hear about the other volunteers' experiences, and enjoys meeting them, because they are all nice people, and they all share a common interest.

## Case Study 3

# Carers' Support Project, Stockholm

### Introduction

The Stockholm Carers' support project provides practical and emotional support to people who look after elderly, sick or disabled relatives at home. It is estimated that two thirds of elderly people in Sweden are cared for by a relative at home. Carers often work long hours for little reward. Typically, a carer is forced to take on the role because of the illness or frailty of a relative. The majority of carers are women who look after a husband or one of their parents.

The Red Cross project sets up support groups so that carers can meet and make friends with others in similar situations. While the carers attend the support group meetings, a professional care worker from the municipal government looks after their dependent relative at home.

Carers themselves often do not have much time or energy to do tasks outside of caring for their relative. Red Cross volunteers take on the role of organising the meetings, arranging the meeting rooms, and providing information and support to the carers. They are typically involved for about four hours a week.

### Background

#### Historical and Political

Sweden is a country with well-developed state-run health and social welfare systems. At the height of the welfare state, from the 1960s through to the 1980s, it was fully expected that the state would provide most welfare, health and social security services for all citizens. The main role of voluntary organisations in the welfare state was as advocates for the users of the state welfare services, and as campaigners for improvements and reforms.

By the late 1980s and early 1990s the government was faced with rapidly increasing welfare costs and realised, like many other European countries at the time, that it could not sustain the level of welfare provision. An ageing population and increasing unemployment placed greater pressure on the government budget, but tax income was static or decreasing. It was essential that the state reduce costs and find alternative (cheaper) means of welfare provision. There was also a change in the main political opinions towards greater emphasis on the free market and civil society at the expense of the supposedly inefficient state bureaucracy.

From the beginning of the 1990s the government began to withdraw from welfare services, and both profit-making and voluntary organisations are beginning to fill the gaps left behind. Government appears to be reluctant or unable to fund the voluntary organisations' new activities. The voluntary organisations are reluctant to take over areas of activity previously provided by government, because they fear that the state would withdraw even more services.

The voluntary sector in Sweden is characterised by a history of popular mass movements that emphasise participation over service delivery, a close relationship with government, and a distaste for the concept of 'charity'. The work of non-profit organisations tends therefore to be focused on advocacy and participation. The importance of non-profit organisations is their indirect effects on the development of democracy rather than their direct impact on people through service provision. While there is a long tradition of involvement in voluntary

organisations, there is much less space in Swedish society for voluntary organisations' service delivery.

Voluntary organisations are rarely involved in provision of health services. On the other hand, voluntary organisations do take on significant roles within the provision of social services, mainly as a natural extension of their advocacy and campaign work. On the whole, the formally organised direct provision of services by volunteers in Sweden is a relatively recent revival of an older phenomenon.

Volunteering for service provision does not have a high profile in Sweden. The volunteer support infrastructure is weak, though undergoing development. Recent innovations such as volunteer bureaux (frivilligcentraler) are contributing to the volunteer infrastructure by mobilizing and organising local volunteer efforts.

### **The Community: Stockholm**

Stockholm is a clean and tidy city built on a series of islands and natural harbours close to the Baltic Sea. It has a population of nearly 740,000 of which 17% is over 64 years old and 6% of the total population is over 80 years old (some 41,000 people). It has a solid economy, though still dominated by a regulatory state, and a relatively heavy tax burden.

Unemployment in Sweden is officially at 5.3%<sup>3</sup> although thought to be higher, because the official figure does not include those unemployed people on official training and work experience programmes.

Government of the city has two levels: the county government, which covers the whole city area, and municipality government, which covers a smaller, local level. There are *x* municipalities in Stockholm. Social services are the responsibility of the municipality government.

In 1990, Sweden had the highest proportion of elderly people living in institutions of any country in Europe. Ten percent of people over 65 lived in homes for elderly people<sup>4</sup>, at enormous cost to the state. (The lowest in Europe, by contrast, was Greece, with only 0.6% of people over 65 in institutions). And 41% of elderly people were living alone—a figure exceeded only by Denmark, with 53%. Greece again is lowest, with 14%.

There has been a noticeable decline in the provision of social care services since 1995 as a result of economic changes. The Stockholm community has, however, become dependent on state provided services for the care of vulnerable people. The traditional forms of social support provided by extended families have, in common with many northern European countries and North America, become relatively weak and fragile. A decline in the state-provided services has meant that there is no longer a social safety net for many people.

A 'community care' policy by the national government has taken many vulnerable people out of social and health care institutions. Elderly, mentally ill and other vulnerable people who would once have been looked after in long-stay residential homes are now cared for in their own homes. While this may offer greater independence and quality of life for some, the same policy has increased the level of social isolation for many.

### **Swedish Red Cross**

The aim and task of the Swedish Red Cross is "to prevent and alleviate human suffering by improving the situation of the most vulnerable and act as their voice". The Swedish Red

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<sup>3</sup> Economist, June 5<sup>th</sup> 1999

<sup>4</sup> Baldock & Ely 1996, p196

Cross is a well-supported organisation with 375,000 members (out of a population of 8.8 million people). Between 50,000 to 60,000 people work actively for the Swedish Red Cross as volunteers. Volunteers can get involved in youth activities, such as the KOSMOS meeting centres for young Swedish people and young refugees to get together, the 'Friend on duty' telephone helplines and the 'Team City' volunteers who work to prevent violence in city streets at night. Volunteers also get involved in befriending people who are alone at home or in hospitals, provide support to people with HIV and AIDS at a care centre, and offer services to support refugees and asylum seekers. Volunteers are also involved in fundraising activities.

Swedish Red Cross members are organised into some 2,000 local branches. The local Branches are co-ordinated and supported by 24 District Branches, each of which have a number of paid staff members. Each branch—local and district—has its own governing committee elected by local members. All members pay a fee to the Red Cross, and in return receive a regular newsletter.

## Programme development

### Origins

The project was originally conceived in the early 1980s. The idea at the time was that the Red Cross could teach carers essential skills while volunteers would look after their dependent relatives at home. In Stockholm, the programme first became reality in 1995, when Gunilla Matheney was hired by Stockholm District Branch to start a carers' support programme. At the time, the concept for the service was similar to the original conception from fifteen years previously. Red Cross volunteers would provide relief, or 'respite', for the carers by providing volunteers to look after the dependent relatives at home. The carers could then use their free time to do whatever they wanted to.

The programme, however, had to evolve from these early ideas to adapt to the wishes and needs of the carers. Gunilla found three main difficulties with the early schemes. First, it was very difficult for the carers to develop enough trust in the volunteers to feel comfortable leaving their relatives at home. Second, 'training' for the carers proved to be difficult to achieve. When the carers met for the training sessions, they wanted to talk to each other, rather than listen to a trainer. Third, few people were available and appropriate as trainers.

The programme evolved to meet better the needs of the carers. Carers themselves were happiest when they were able to meet and talk with other carers in similar situations. It was important, therefore, that during the meetings, there was plenty of time for the carers to talk freely. Recently, the Swedish government began to recognise the vital role of home carers, and realised that the longer people could be looked after at home, the less cost there would be to the state in terms of residential and health care for both carer and dependent relative. The government therefore increased the resources available for carers, and required municipal authorities to provide at least twelve hours of respite care per month for all home carers. This is provided by paid professionals.

### Programme design

The Carers' Support Programme is now an established feature of the Swedish Red Cross. A typical carers' support scheme is set up as follows. First, a co-ordinator at the District Branch talks to the community health and social care managers at the municipal government. She persuades them that the scheme is worthwhile, and asks for their support. The municipal authority then commits its support in the form of professional staff for specific tasks.

The municipality's professional care staff then talk to local carers whom they know and whom they think might benefit from the carer's scheme. They tell them about the scheme, and tell them that if they are interested they should contact the District Branch of the Red Cross. Confidentiality rules mean that the Red Cross cannot contact the carers directly, until they have given their permission.

Once a group of between six to eight carers has been identified, the scheme can now start. The carers attend a series of six sessions of about three hours each. Each session is a mixture of advice, information and structured discussion led by the municipality's professionals and informal conversation between carers and volunteers.

After the initial six meetings, the professionals are no longer involved in the support group. The carers can choose whether to continue the meetings. If they choose to continue, and they usually do, the Red Cross volunteers will continue to support the meetings. The carers will meet once a week for a usual meeting. The volunteers will make the venue comfortable, light candles, make tea, coffee and cakes, and talk to the carers if they would like to. Once a month, the volunteers invite a professional health worker or other person of interest to the carers to provide some expert input to the meetings.

### **Volunteer organisation**

The carers' support groups are started with some input from paid Red Cross staff at the District Branch level. Once the group is running, however, it is entirely run by volunteers. Usually two or three volunteers support each carers' group. They are supported by a volunteer leader, who may be responsible for ten or fifteen volunteers. Each volunteer gives a maximum of four hours a week.

### **Recruitment Strategy**

Volunteers are recruited by the local Red Cross Branch, with the support of the District Branch. The Swedish Red Cross has a large pool of 'members'. Members are people who have joined the Society, and pay a subscription every year. In return, they receive a copy of the newsletter. Most members, however, rarely give their time for voluntary work. Gunilla takes advantage of this pool of members—they are her primary source of volunteers. With Gunilla's help, the Local Branch writes a letter to Red Cross members that meet the right profile for prospective volunteers—usually those over 55 years old. The letter describes the carers' support programme, and offers two 'check-boxes'. One is for the carers' support programme, and the second is for 'other activities'. The letter suggests that if they are interested they should tick one of the boxes and return the letter.

### **Selection and induction**

People who return the letter are invited to come to the District Branch office to meet Gunilla and her colleagues. This meeting serves the purpose of an initial interview, though it is usually informal and relaxed. Gunilla can use this meeting to make sure that a prospective volunteer would be appropriate for the work. If a person is suitable, they are asked to meet the leader of the local branch. Gunilla and the local branch leader, throughout this process, explain the nature of the work involved and the standards expected of all volunteers.

If a person is still interested, and is considered appropriate for the role, they will attend three days of training. The training consists of an induction to the Red Cross Movement and its Fundamental Principles, an introduction to the rights of carers, their state benefit and health care entitlements, practical caring skills, and interpersonal communications.

If, at the end of this process, it is thought that a person might not be an appropriate volunteer for a carers' support group, they have to be rejected. This is done in a sensitive and constructive way. They are given an insight into why they might not be suitable and why they might not enjoy or benefit from this work. Then, if appropriate, they are offered opportunities to volunteer in other activities, such as fundraising, or the Kupan (combined shops and social programmes). The emphasis is always positive—to find the best way in which someone—anyone—can contribute to the goals of the Red Cross.

### **Maintaining interest**

Gunilla has a volunteers' support plan which helps her to provide opportunities for volunteers to meet and have fun. She has to be careful, however, that her volunteers are not given more benefits than other Red Cross volunteers are. She cannot create an 'élite' of volunteers.

Once every six months Gunilla organises a special day for the volunteer leaders. They spend half the day discussing issues related to the carers' support schemes, and the remaining half of the day is spent chatting and socialising. Occasionally Gunilla organises a fun activity for the volunteer leaders.

## **Volunteer Profiles**

### **Ingrid**

Ingrid is a volunteer leader for the carers' support programme in Stockholm. She started work for the Stockholm District branch in 1995 with a support group for five carers and with four volunteers. Ingrid was a child living in Norway during the Second World War while it was occupied by Nazi forces. At that time she realised that the Red Cross was an important organisation, and has been a member ever since. She spent her working life as a teacher and a speech therapist. Some years ago her husband suffered a stroke, and spent the last seven years of his life in hospital. She continued to work, but visited him constantly, and he came home at weekends. During this time she learned how difficult it was to care for someone whom you once loved, but who has changed beyond recognition because of illness.

When her husband died, she stopped working. Ingrid, however, is a person who likes to be busy. She had volunteered occasionally for the Red Cross, taking elderly people to visit their doctor and taking part in Red Cross meetings. One day she received a letter from the local Red Cross branch asking her to volunteer for the carers' support scheme. She thought it was a nice idea, and so decided to take part. Ingrid explains that she knows how hard it can be for a carer. When her husband used to come home for weekends, she was always very glad when someone came to help her.

Ingrid explains that she volunteers because she likes to be busy. She is a social person, and likes to feel that she is supporting someone. For the last four years, Ingrid has been a board member of her local Red Cross branch.

During the carers support meetings, Ingrid can empathise and identify with the carers. She says that the carers often talk about their feelings of guilt and anger. They are often angry with their dependent relative, but feel guilty about being angry. It helps them very much to know that other carers feel the same way, and that they are not unusual.

### **Ingegerd**

Ingegerd is a lively, active and strong woman of a certain age. She spent her working life as a nurse in a private hospital in Stockholm, becoming head sister. She has always been doing

voluntary work and is very interested in people. She has been a member of the Red Cross for some time.

Last January she stopped working, but wanted to stay active. She talked to some people she knew in the Red Cross, who suggested that she volunteer in a residential home for elderly people. Recently a friend in the Red Cross asked her if she would help with a carers' support group that had lost one of its regular volunteers. She is now an energetic and enthusiastic supporter of the carers' group. The group meets once a month, and she organises a programme for them. She often invites friends who are poets, musicians or costume designers to come and talk to the carers. Programmes often involve more practical subjects, such as: where carers can find help, what their rights are to welfare benefits and what social and healthcare support they are able to get.

Once Ingegerd had agreed to be a volunteer for the programme, she had to attend two days of training about the Red Cross and about the kind of behaviour, confidentiality and responsibilities that are expected of them. Ingegerd places a strong emphasis on the responsibilities of volunteers. People must be reliable. If you make a commitment to someone, you have a responsibility to fulfil it.

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## Case Study 4

### 'Kupan' Project, Stockholm

#### Introduction

'Kupan' means 'beehive' in the Swedish language, and when you visit a Kupan for the first time, it is easy to see where the name comes from. The Kupan in the Södermalm part of Stockholm looks, from the outside, like a small shop. Appearances are deceptive, however. Inside is a huge multi-purpose space that is buzzing with activity. Its main purpose is as a shop selling second-hand clothes, furniture, books, and other items. Close to the front of the shop is a café serving typically strong Swedish coffee and delicious looking cakes. Away from public view is a large workshop where many volunteers are hard at work sorting out and repairing the clothes and other items given to the Red Cross. Behind other doors are kitchens and meeting rooms.

The Kupan has many purposes. Margit is the Kupan's manager. She does not consider it to be a profit-making shop. It is primarily a service providing reasonably priced clothing and furniture for people on low incomes. It is financed through the sale of these goods. It is also an employment scheme for people who are unemployed to get work experience, and has started acting as an integration programme for newly-arrived refugees. The Kupan's facilities also offer an ideal meeting place for self-help groups and other small organisations.

#### Background

##### Historical and Political

Sweden has a population of 8.8 million people, 17.3% of whom are over 65 years old. It is a country with a very well-developed state-run welfare system. From the start of the Welfare State in the 1950s until the 1980s it was fully expected that the state would provide all welfare, health and social security services for all citizens. Volunteering was a marginal activity that supplemented comprehensive state provision of welfare and health services. The volunteers that were active concentrated on very 'soft' activities such as 'befriending' schemes, which the state could never do.

In 1990 the government was faced with rapidly increasing welfare costs and realised, like many other European countries, that it could not sustain the level of welfare provision. An ageing population and increasing unemployment (8% in 1996) placed greater pressure on the government budget, but tax income was static or decreasing. It was essential that the state find ways of reducing costs, and alternative means of welfare provision.

The government, therefore, began to withdraw from some welfare services, and NGOs began to start to fill the gaps left behind. Government, however, was reluctant or unable to fund the NGOs' new activities. The NGOs were reluctant to take over areas of activity previously provided by government, because they feared that the state would withdraw even more services, and expect the NGOs to take over more activities.

Volunteering does not have a high profile in Sweden, and has only recently been recognised by the government. As a result, the volunteer support infrastructure is weak, though undergoing development.

## **The Community: Stockholm**

Stockholm is a clean and tidy city built on a series of islands and natural harbours close to the Baltic Sea. It has a population of nearly 740,000 of which 17% is over 64 years old and 6% of the total population is over 80 years old (some 41,000 people). It has a solid economy, though still dominated by a regulatory state, and a relatively heavy tax burden.

Unemployment in Sweden is officially at 5.3%<sup>5</sup> although the number of people looking for work is higher, because the official figure does not include those unemployed people on official training and work experience programmes. In May 1999 there were 111,000 people in Stockholm looking for work. Eighteen thousand of those looking for work were on some form of employment training programme, and six thousand were on employment programmes for disabled people.

Government of the city has two levels: the county government, which covers the whole city area, and municipality government, which covers a smaller, local level. There are *x* municipalities in Stockholm. Employment training is the responsibility of the municipality government.

## **Swedish Red Cross**

The aim and task of the Swedish Red Cross is “to prevent and alleviate human suffering by improving the situation of the most vulnerable and act as their voice”. The Swedish Red Cross is a well-supported organisation with 375,000 members (out of a population of 8.8 million people). Between 50,000 to 60,000 people work actively for the Swedish Red Cross as volunteers. Volunteers can get involved in youth activities, such as the KOSMOS meeting centres for young Swedish people and young refugees to get together, the ‘Friend on duty’ telephone helplines and the ‘Team City’ volunteers who work to prevent violence in city streets at night. Volunteers also get involved in befriending people who are alone at home or in hospitals, provide support to people with HIV and AIDS at a care centre, and offer services to support refugees and asylum seekers. Volunteers are also involved in fundraising activities.

Swedish Red Cross members are organised into some 2,000 local branches. The local Branches are co-ordinated and supported by 24 District Branches, each of which have a number of paid staff members. Each branch—local and district—has its own governing committee elected by local members. All members pay a fee to the Red Cross, and in return receive a regular newsletter.

## **Programme development**

### **Origins**

The collection and sale of second-hand clothing has been a traditional activity of the Swedish Red Cross for many years. The ‘Kupan’ idea has evolved over time, and in response to various pressures from government, communities and the Swedish Red Cross. Each Kupan is different, and is intended to meet needs present in its local community.

### **Programme design**

Margit Öhlin is a full-time paid member of staff who runs the Södermalm Kupan. She is employed by the Stockholm District Branch of the Swedish Red Cross, and is responsible for co-ordinating the Kupan’s 25 volunteers. Of the volunteers, fifteen are on an employment

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<sup>5</sup> Economist, June 5<sup>th</sup> 1999

programme run by the municipal government. Three are refugees taking part in a pilot programme that is intended to introduce recently arrived refugees to work in Swedish society. The remaining eight volunteers are people who give their time freely to the project. Some were introduced to the Kupan by the employment programme, and chose to stay on once their compulsory period of work had finished. Others work for social or personal development reasons, or because they want to do something for the Red Cross.

Margit organises the volunteers work. They agree to work at certain times during the week. Some work every day, others just a few hours a week. On average, a volunteer gives about half a day of their time per week. The volunteers discuss with Margit the kind of work they want to do, and the kind of work that is suitable for them. There are many options: volunteers work at the front of the shop on the cash till, and help out the customers who drop in, they work in the kitchens and café baking cakes and bread, they can help in the workshop repairing and sorting clothes and furniture.

In Margit's mind, the volunteers are roughly divided into two groups, though this is never stated explicitly. Some volunteers need emotional and practical support from other people, and others are able to give the emotional and practical support. Margit never allows the number of volunteers in the former group to exceed the number of volunteers in the latter. This means that there will always be people around who can provide appropriate help, as well as ensure that the work of the Kupan continues.

The volunteers who need support from others at the beginning of their work often grow in confidence and develop their abilities to work.

### **Recruitment Strategy**

Volunteers are recruited in three main ways. Volunteers who are part of the employment programme are referred to the Kupan by a government agency: either the employment office, the rehabilitation programme for people who have been injured or disabled, or the probation service for ex-criminals. The refugees are referred to the Kupan by the new government programme called SFI.

The remaining volunteers are recruited by the Red Cross itself. Four times a year the Kupan holds an 'open house' evening. People are invited to come to the Kupan and look around, and attend information meetings. These information meetings give an insight into the Red Cross – what it does, and how it does it both in Sweden and abroad. The 'open house' evenings are publicised in local newspapers and by word of mouth through friends and neighbours.

A person who shows an interest at the open house is asked to fill in a simple form which lists a number of areas of activity which they could get involved in. Margit then follows up the interest by contacting the person to see if they are still interested, and to invite them to a meeting at the Kupan. The purpose of the meeting is to give the interested person some information about the Kupan, to show them around, to introduce them to the volunteers, and to conduct an informal interview. During this process Margit can get an idea of how the person interacts with others, what they might be capable of, and of why they would like to volunteer. Margit says that a person's social abilities and background is more important than any practical skills or experience they might have. She needs to be sure that they will fit in with the other volunteers, and that they are capable of doing necessary work.

### **Selection and induction**

Margit says that it is always hard to say no to someone who wants to volunteer, but that she has a responsibility to make sure that the Kupan can continue to function. It is important to

let the prospective volunteers down gently, perhaps by discussing her expectations of them, and by offering alternative activities. Fortunately, it doesn't happen often.

Once a volunteer has been recruited, they have to undergo two days of training. Part of the training programme is about the Red Cross, its national and international organisation, and the Fundamental Principles. The other part of the programme is training in practical skills, including first aid and CPR.

### **Maintaining interest**

Many of the volunteers grow in confidence as they work at the Kupan. If they work there for a certain period, they qualify for work references, which are important for those looking for full-time employment. Training is also provided, which leads to certificates, and again increases the chances of finding a job. The volunteers themselves provide a social support mechanism for all the people working there. By working together in a relaxed and friendly environment, they are able to build friendships and supportive relationships, which help all to grow in confidence and abilities.

## Case Study 5

### Paldiski Branch, Estonia

#### Introduction

Paldiski is a small town located on a peninsular about 30km south of Estonia's capital, Tallinn. Before the second Estonian independence in 1991, Paldiski was a large military complex and port, sealed off from the rest of Estonia. After independence, the base was closed and most servicemen and their families returned home to Russia. The community that remained behind faced an uncertain future.

The Red Cross Branch in Paldiski provides very flexible support to the 3,000 inhabitants from 16 committed volunteers and a Branch secretary. Their main target groups are elderly people living alone and young children from poor families. They receive considerable practical and moral support from the local community and the municipal government.

#### Background

##### Historical and Political

Estonia is a small country of about 1.5 million inhabitants, which became independent for the second time in 1991. Estonia first became an independent state in 1920 under the Treaty of Tartu, which was signed with revolutionary Russia, its former colonial master. Independence lasted for twenty years until 1940 when it was forcibly annexed by the Soviet Union under the terms of the secret Molotov-Ribbentrop pact of 1939. Occupation by the Nazis followed, then, as the Soviet forces advanced on Germany, Soviet control was re-established in 1944.

During the period of socialist rule, there had been comprehensive provision of health and social care. The end of rule by Moscow brought with it tremendous social upheaval. Exposure to the international economy brought devaluation and a dramatic increase in cost of welfare and health services. The level of service provision consequently declined rapidly. Many people were left destitute, unemployed and now had savings and pensions that were worthless.

Since independence, Estonia's economy has slowly rebuilt with the help of considerable investment from Scandinavia. Tallinn, the capital, has an air of confident prosperity, which is, unfortunately, not reflected in many other parts of the country.

Citizenship and access to services is a problem for the Russian minority. About 28% of the population is ethnic Russian. Anyone can become an Estonian citizen provided they have lived in Estonia for more than two years, and can speak the Estonian language. This latter rule has excluded many elderly Russians from citizenship (and therefore state benefits and pensions).

The present government is trying to implement wide-ranging reforms to the health service. One part of the reforms enables family doctors to hold a budget based on the number of patients it has on its registers. From this budget, the doctor's practice will buy health care from hospitals and other providers. In some areas, doctors are buying services from the Red Cross visiting nurses. The reforms are new, and have yet to be fully tested in practice.

Estonia has a traditional society in which families are expected—and usually do—help each generation through birth, growing up and old age. Grandparents look after grandchildren while parents are at work, and adults look after their parents into old age. The family is the

primary source of welfare support, although social changes and the migrations resulting from the soviet era have contributed to breaking down these family bonds.

### **The community**

Paldiski's small community is now what remains of a once large and busy military base. There are many huge concrete buildings, once command centres for the Soviet navy, that are now crumbling into the Estonian soil. Until 1991 the Soviet military base was entirely sealed off from the rest of the country for security reasons. Following the withdrawal of Russian forces after independence, the base was closed down. Most of the Russian servicemen returned to their country, leaving behind the present inhabitants. One thousand are retired people, of whom more than fifty are over 80 years old.

Following independence the ethnic Russians faced much confusion about what residency and citizenship status they were entitled to, and how to go about applying for it. As with the rest of Estonia, the value of savings and pensions decreased dramatically, so many people became destitute. An additional hardship for the elderly citizens of Paldiski is that few have relatives to support them.

The community had also, during the Soviet time, been dependent on the military base for its livelihood. Without the base, there is little economic activity, so unemployment and poverty are widespread. Paldiski is also faced with a severe pollution problem from dumped oil and old vessels.

### **Estonian Red Cross**

The Estonian Red Cross (Eesti Punane Rist) was re-established on December 17 1991. It was originally formed in 1919 during the Estonian war of independence. 1999 sees the eightieth anniversary of its formation.

The Estonia Red Cross currently has 16 branch offices in most of the major towns in Estonia. Tallinn is home to the ERC headquarters, and about half of the country's population. Most branches have at least one full time Branch secretary who is paid from national Red Cross funds. The Secretary is supported by a board, and many adult and youth volunteers. The ERC has 19 visiting nurses, some of whom are funded by the city of Tallinn

The Estonian government is very supportive of the Estonian Red Cross. There is a law that requires 7% of all gambling revenue to fund Red Cross activities. This gives the society a much needed income base and stability.

Mrs Riina Kabi, the Secretary General, is not half-hearted when she describes her priorities for the ERC. Vulnerable children, she says, are the main priority. Families are breaking down because of unemployment and instability. A worrying symptom is the number of street children to be found, especially in the run down industrial areas of the north-east. But the street children are only the tip of the iceberg.

For Mrs Kabi, volunteers are an essential part of the Estonian Red Cross, without whom it could not function. Volunteering, she believes comes from an attitude and a wish to make things better. It is a way of putting into practice a person's commitment to society and concern for the future. Above all, it is a moral duty.

Mrs Kabi is not so sure about the government's view of volunteering. During the Soviet time, it was a Communist Party requirement for people to 'volunteer' or to give some of their time without pay. This was not 'volunteering' as it is now understood, because there was no element of free will.

## Programme Description

The Estonian Red Cross Branch in Paldiski has two paid members of staff, the Branch Secretary Alla Gribunina and Julia the visiting nurse. Mrs Gribunina is a talkative woman with strong views and an engaging manner. Like many of the residents of Paldiski, she is originally from Russia—in her case from the Russian Far East, near Vladivostok. Her husband had been a military man working at the command centre known locally as the ‘Pentagon’.

Mrs Gribunina is well known in Paldiski, and has good relationships with the local administration. The Chairman of the Branch governing committee is the town’s mayor. She says that the people in the local government will always support the Red Cross, whenever she asks for their participation or assistance.

Mrs Gribunina was hired by the Red Cross shortly after independence. Julia, the visiting nurse says that she was the obvious choice. No one else in town had the skills, energy and experience needed to organise the Branch’s activities. As a former teacher, most people in the town knew and respected her.

The Paldiski Branch’s activities fall into three main categories: first, assistance for elderly people in the town; second, support for children and young people; and, third, free provision of essential services.

Mrs Gribunina maintains a core group of sixteen volunteers. To support elderly people, the volunteers are each responsible for about three of the soviet-style apartment blocks that house most of Paldiski’s residents. In this way, the Branch can maintain close contact with most residents, and the volunteers will know when someone needs help. Often one of the elderly inhabitants simply needs someone to talk to. They need to know that they have not been forgotten, and that someone cares about them. If they are not able to go out, the loneliness and isolation can be terrible.

Occasionally, the elderly people in the apartment buildings need more than a simple chat. If that is the case, the Red Cross Branch will organise, or try to organise, necessary support. One example is when the Branch volunteers had to organise the funeral of one of the residents, because there was no living relative to do the task. A second example is when a woman was in severe financial difficulty; her pension from Russia, worth some US\$10, was paid to her quarterly, sometimes very late. From the quarterly amount, the bank deducted US\$7 as a transaction charge. The Branch advocated on her behalf with the local authorities, and provided some material assistance. Although they were unable to increase the pension or reduce the transaction charge, the very fact that they tried to assist helped the woman to feel that someone, somewhere, cared about what happened to her.

In the second category of activities, the Branch volunteers organise summer ‘camps’ for local children at which volunteers look after children during the summer holidays while parents are working. Volunteers also participate in the national scheme called ‘Happy first school day’. This scheme raises funds to pay for basic school supplies for children from poor families. While education in Estonia is still free, the end of the Soviet system has produced unprecedented inequalities in income. Many parents cannot afford to pay for basic school supplies such as exercise books and pencils. The national Red Cross campaign, supported by local rock bands and other performers, enables the Red Cross to provide these basic items for families identified by state social services. This makes 1 September a happy day for many school children—not one marked by the stigma of poverty.

In the final category, the Red Cross in Paldiski provides an organisational framework to enable professionals to give their services free of charge. People are able to get legal advice from volunteer lawyer, a hairdressing service from a volunteer hairdresser, and the Red Cross visiting nurse—in her spare time—offers blood pressure tests and psychological support. All these are offered in the neat and tidy communal rooms in the basement of one apartment building.

Other services provided, though not always with volunteer support, include a soup kitchen, funded by the Red Cross and provided by a local café; distribution of donated second hand clothes; loan of medical equipment such as crutches, wheelchairs and babies' car seats for a very small price; and distribution of donated toys for young children.

Mrs Gribunina says that her sixteen volunteers—who are all good friends and mostly middle-aged women—are quite sufficient for the present activities she organises. If she needed more, it would be easy to recruit from people she knows in the town.

### **Volunteer Profile – Valentina Piven**

Mrs Piven is one of the Branch's sixteen regular volunteers. She is a retired woman who volunteers because she wants to continue to work in society. There is no alternative, she says, to volunteer work. She clearly derives great comfort and solidarity from her work with her fellow volunteers. She explains that some of her motivation comes from her experience of being imprisoned in a concentration camp during the Second World War. Outside of her volunteer work with the Red Cross, she is a leader of a group of concentration camp survivors, and campaigns on their behalf.

Like all the volunteers, Mrs Piven has good first aid skills, learned from Julia, the visiting nurse. She joined the Red Cross just after she retired, and immediately found herself very busy during the turmoil and hardship of 1992/93. People at the time were very confused and afraid. They needed more information about the new legal system, about how to apply for citizenship and residence permits, which the Branch managed to organise.

Mrs Piven works for the Red Cross perhaps once or twice a month, as needed. At certain times of the year, such as December, she is much busier, organising Christmas parties and gatherings for the elderly people of Paldiski.

## Case Study 6

# Volunteering in the Spanish Red Cross

### Introduction & Summary

The Cruz Roja Española (CRE, or Spanish Red Cross) is one of the largest voluntary organisations in Spain, and has about 140,000 volunteers. The society is active in the fields of health and social care, and provides services for millions of people every year. The Society has a federal structure, with large offices and operations in the autonomous communities and provinces. Most volunteers are organised through local area offices. These offices have participative structures and an organisation culture that emphasises the value of volunteering in the community. Volunteer recruitment is systematic and organised. This case study looks at the CRE's work to support volunteering at national, provincial and local levels.

### Social and Historical Context

Until 1975 Spain was ruled by a military dictatorship that allowed few independent associations to exist, and did not offer an extensive health or social care system. Under General Franco, most of the social care was provided by traditional charities such as Caritas and the Catholic Church. Following Franco's death, a new socialist government set about building a modern welfare state, and learning as much as possible from other European states.

The arrival of democracy in Spain had two profound effects for social and health care. First, it relaxed controls on voluntary associations, and, secondly, it created an acceptance of government responsibility for social services provision. The Spanish constitution places formal responsibilities for providing services on the public authorities. In the early years of the new democracy the emphasis was on building up professionally delivered services. In recent years, however, voluntary action has received strong government support, and there has been a particular emphasis on volunteering.<sup>6</sup>

Volunteering is becoming a mainstream activity in Spain. According to the CRE Secretary General, Leopoldo Pérez Suárez, volunteering in Spain is increasing, particularly among people under 25 and between the ages of 60 and 80. Volunteering in Spain is such a common and popular activity that there are even two national magazines for volunteers, sold on the newsstands.

Economically, despite rapid development since the 1970s, Spain continues to have a GNP below the European average, and a serious unemployment problem. According to the World Bank, 22.1% of the total labour force was unemployed in 1998, the highest unemployment level in the European Union.

The table below compares some key economic indicators of the countries covered in this series of case studies.

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<sup>6</sup> Brian Munday and Peter Ely (eds) (1996) "Social Care in Europe", Prentice Hall: Hemel Hempstead

**Key Economic Indicators**

	Bulgaria	Estonia	Greece	Spain	Sweden	UK
Total population (millions)	8.5	1.0	10.5	39.6	8.8	58.1
Population under 15	18.4%		16.8%	16.6%	18.8%	19.3%
Population over 65	14.5%		15.9%	15.0%	17.3%	15.8%
Life expectancy	71	70	78	78	79	77
GNP per head (US\$)	\$1,170	\$3,360	\$11,640	\$14,490	\$26,210	\$20,870
Unemployment (% of labour force)	11.1%	2.1%	10.4%	22.1%	8.1%	6.1%

Data from The Economist and the World Bank

## Cruz Roja Española

### Overview

The Cruz Roja Española (CRE, or Spanish Red Cross) is a large organisation, with over six thousand paid staff, and more than two hundred thousand volunteers and other personnel. It is a highly decentralised organisation, following a governmental structure that gives considerable power to autonomous communities such as Cataluña and the Basque region. The CRE has 52 provincial offices, and more than 900 local branches. Most of the 6,000 staff are based in the regions, or are linked to the decreasing number of Red Cross hospitals. Only 200 staff are based at the head office in Madrid.

The table below shows the human resources of the CRE in 1998.

volunteers	youth volunteers	delegates	conscientious objectors and VSCO	'socios' (members)	paid staff
141,694	39,653	70	23,542	605,605	6,375

The conscientious objectors and the people on the VSCO scheme (an alternative to compulsory military service) make up a considerable proportion of the full-time workers for the CRE. Military service, however, is due to end in 2002, so the CRE will face a considerable decline in its available resources.

The main activities of the Cruz Roja Española (CRE, or Spanish Red Cross) are broken down into three categories: action with the most vulnerable people, which tends to be forms of social care; action with the general population, which includes health, emergency response and the tracing and message service; and international co-operation. The majority of CRE activities are carried out by volunteers.

The following sections briefly summarise CRE activities in 1998.

### Social Care Action with vulnerable people in Spain

The CRE has many activities that work with vulnerable people in Spain. The main groups of service users, and the number of volunteers that work with each category of users, are shown in the table below.

Social Programme Data for 1998				
Programme	Service Users	%	Volunteers	%
Elderly people	86,204	5.9%	12,409	48.0%
Refugees	5,911	0.4%	618	2.4%
Immigrants	71,200	4.8%	2,412	9.3%
Drug addicts	37,586	2.6%	578	2.2%
People with HIV and AIDS	2,464	0.2%	359	1.4%
Prisoners	6,927	0.5%	552	2.1%
Children at risk	96,182	6.5%	3,396	13.1%
Disabled people	29,921	2.0%	3,604	14.0%
Women at risk	1,402	0.1%	173	0.7%
'Solidarity' food distribution	1,025,459	69.7%	1,255	4.9%
Others	107,786	7.3%	475	1.8%
Total	1,471,042	100.0%	25,831	100.0%

Data: Cruz Roja Española "Memoria 1998"

The type of activity varies between programmes and geographical areas. For example, the majority of activities with elderly people aim to support people living in their own homes. This is done through the provision of basic domiciliary services, and services such as the 'teleassistance' project. (The 'teleassistance' project enables elderly people to contact a 24-hour communication centre if they need any form of support or help, including emergency assistance.)

## Action with the General Public

### *Health*

Historically, the CRE has provided a significant level of health services, including hospitals, blood transfusion services, and nursing schools. Because of social and political changes, the CRE took the decision to run down this operation. Many of its hospitals have been sold or converted, so by 1998 there were only 14 hospitals remaining, three blood banks, one out-patients' dialysis centre, and a poly-clinic.

### *First Aid, Relief and Rescue*

The emergency and rescue services are divided into three programmes:

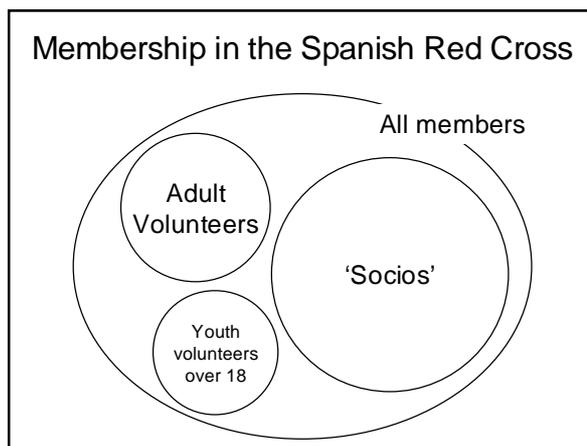
- Emergency response—this provides equipment and skilled people at times of emergency, as part of the government's civil defence plans;
- 'Preventive services'—these services reduce risk at public events. At the same time, they maintain and develop the skills and equipment needed to respond in an emergency. In 1998, first aid support was given at nearly 75,000 public events, including cultural events, sports and bullfights.
- Maritime rescue services, operated in conjunction with government and under the National Maritime Rescue Plan. The service includes beach lifeguards and rescue at sea. In 1998 around 500,000 people were attended by the maritime rescue volunteers.

## International Co-operation

This is a small, but growing area of volunteer participation in Spain. Volunteers are encouraged to learn about the problems of developing countries, and to raise awareness among the public, described as 'education for peace'. Occasionally volunteers have the opportunity to visit programmes overseas. Volunteers can also help with the administration of aid and development programmes that are supported by the provincial offices. Training for international co-operation volunteers is available in programme identification and design. A new course in programme implementation and evaluation is being developed.

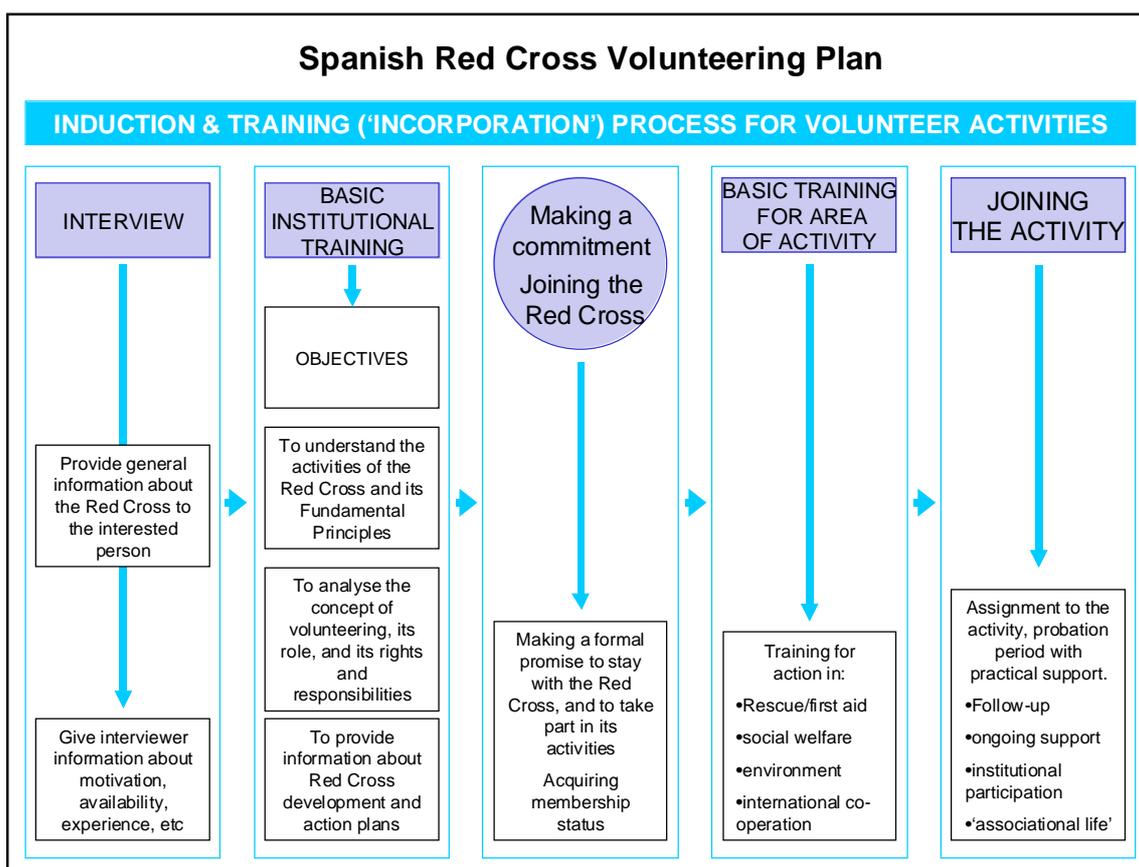
## Membership

In addition to the 141,694 volunteers in the Spanish Red Cross, there are 39,653 youth volunteers, and 605,000 'socios' or associate members. The 'socios' are people who pay a subscription to belong to the Society, but are not active volunteers. Adult volunteers, youth volunteers over the age of 18, and 'socios' are entitled to vote in local and national governance elections, but volunteers are rarely 'socios', and 'socios' rarely volunteer.



## National Training Curriculum

The Spanish Red Cross has a clearly defined process for the induction and training of all adult volunteers, whatever their interests or availability. The process is shown in the diagram below.



The process is straightforward, and allows both volunteer and Red Cross to make an informed decision to match the interests and availability of a potential volunteer with the needs and rewards of a particular service or activity.

The first step of the process is an informal interview, at which a prospective volunteer is given general information about the Spanish Red Cross, and the volunteer activities available in the local area, the training, rewards and conditions of service. The volunteer in turn can give information about his or her interests, experience and availability.

If, after the interview, the prospective volunteer is still interested, he or she can go on to take part in the basic institutional training, which lasts for 8 hours. The basic training covers information about the Red Cross and its activities, as well as information about volunteering, including the kind of commitment a volunteer must make.

If a person completes the basic training, they may be asked to decide which area of activity they wish to pursue, and to sign a formal commitment to take part in the activity for a minimum of 6 to 12 months.

Once the commitment is signed, the volunteer continues to train in their area of interest. Training is followed by practical experience, often with the support of an experienced volunteer. A volunteer who continues to participate in an activity is also encouraged to take part in other aspects of the life of the Red Cross, including the social life, and taking responsibility for organising activities and decision-making.

## Catalonia Autonomous Regional Branch, Barcelona

### Overview

The Catalonia Autonomous Regional Branch of the Cruz Roja Española has its headquarters in Barcelona, one of the most modern and thriving cities in Europe. The branch has about 24,000 volunteers, and each year it recruits about 1,000 new volunteers, and loses about 500 volunteers. The population of Barcelona is about one million people.

### Provincial Activities

The following two tables illustrate the activities that are carried out within the province of Catalonia. The figures shown are from the annual report for 1998.

#### Social Welfare programmes

	service users	% of total	Volunteers	Volunteer hours	% of total
Elderly people	24,208	16.56%	3,411	191,045	34.43%
Drug addicts	4,700	3.22%	117	4,392	0.79%
Prisoners	2,058	1.41%	203	13,085	2.36%
Refugees and immigrants	4,075	2.79%	241	13,938	2.51%
Children & young people	64,778	44.31%	1,513	263,285	47.45%
People with AIDS	266	0.18%	36	3,112	0.56%
Hospital patients	11,521	7.88%	375	12,793	2.31%
Disabled people	4,657	3.19%	1,094	25,624	4.62%
Civic centres	16,171	11.06%	78	9,623	1.73%
Awareness campaigns	13,750	9.41%	1,908	17,957	3.24%
<b>Total</b>	<b>146,184</b>	<b>100.00%</b>	<b>6,676<sup>1</sup></b>	<b>554,854</b>	<b>100.00%</b>

(1) Volunteers may work on more than one project

### First Aid, Rescue and Emergency Programmes

	Service Users	Callouts	Volunteers	Volunteer hours
<b>Emergency assistance and transport</b>				
Various preventative activities	14,532	1,745	5,485	
Urgent medical transport	75,316	73,147	4,514	
Disasters and emergencies	113	77	40	
Subtotal	89,961	74,969	5,927	811,844
<b>Maritime Rescue</b>				
Beach lifeguard service	59,382	1,094	1,237	
Search & rescue operations	600	-	107	
Subtotal	59,982	1094	1,344	
<b>Total</b>	<b>149,943</b>	<b>76,063</b>	<b>6,593<sup>2</sup></b>	<b>1,364,951</b>

(2) Volunteers may work on more than one project

### Volunteer Recruitment Strategy

The Catalonia Provincial Branch of the Cruz Roja Española has an approach to recruiting volunteers that covers the whole province. It aims to be able to provide sufficient volunteers for all activities anywhere in the Province. Once recruited, a volunteer will be placed with a local office that most suits their needs and interests. There are four key aspects of the recruitment strategy:

- a multi-pronged awareness campaign
- a single telephone number for the whole of Catalonia
- volunteer recruitment teams, made up of experienced volunteers
- rapid availability of information and training for interested people

#### *Awareness Campaign*

The awareness campaign uses the three main mass media to create an awareness of the benefits of volunteering for the Red Cross: TV advertising, local and regional press, and radio coverage.

The television advertising is an annual programme, in which the Catalonia Branch of the Red Cross commissions a 30 second advertisement. The advertisement then attracts sponsors from large companies. Each showing of the advertisement is followed by a black screen, which says ‘thank you’ to the company sponsoring the particular showing of the advertisement. In 1999 this advertisement was shown 155 times between February and May, and attracted 2,296 telephone calls from people interested in volunteering. It also raised around 100 million pesetas (620,000 Euros) surplus over production costs. Because the advertisements concentrate on raising awareness rather than recruiting for specific tasks, they are run at the same time as fundraising campaigns. The two campaigns work together to increase volunteer recruitment, donations and ‘socios’.

The radio is used more for public relations than advertising—radio programmes feature Red Cross activities and interviews with volunteers. Newspaper and magazine advertisements are used to recruit for specific activities and services.

The single telephone number—with operators available 24 hours a day—means that anyone who wishes to volunteer has a direct and easy route to further information. The telephone

operators can give information about the next, closest information session for people interested in volunteering.

### *Volunteer Recruitment Teams*

In conjunction with the media awareness programme, volunteer recruitment teams—made up of experienced volunteers—offer talks to schools and organisations, exhibition displays and a ‘mobile service’. The mobile recruitment service has a van, which contains information and displays. The van, and accompanying volunteers, goes to public events and exhibitions. The van is equipped with a television and a public address system, so that it can show videos and broadcast radio advertisements.

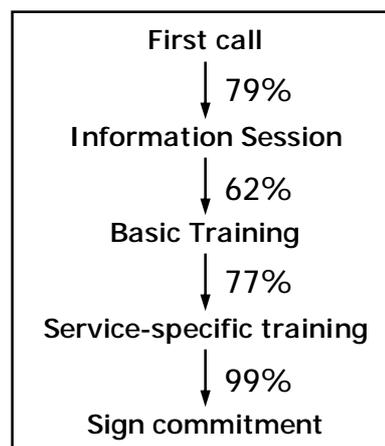
The volunteer recruitment teams are used for recruitment meetings. People who have telephoned or visited one of the local offices are invited to an information meeting. At the meeting, experienced volunteers can talk to interested people to tell them more about what it is like to be a volunteer, what is expected of them, and to make them feel welcome. People who express an interest, at whatever time of the year, can expect to be able to attend an information meeting within 3 days. Often the volunteer recruitment team reflects the people attending: older volunteers for older potential recruits, younger volunteers with younger recruits.

### *‘Re-awakening’*

Former volunteers are a major resource for the Catalonia provincial branch. These people are trained, and familiar with the Red Cross. They may have stopped volunteering for a variety of reasons, and the ‘re-awakening’ programme tries to keep people interested, or find new, more interesting activities for former volunteers. Often people who stop volunteering may have had problems with the amount of time, or may simply have become bored with what they were doing. In the Sants-Sarria local office, a team of volunteers works for a few hours a week to call up former volunteers, and offer them new activities.

### *Recruitment Results*

The recruitment process results in a low level of dropping out. The diagram (right) shows the percentage of people who stay within the recruitment process at each stage. It is the aim of the Catalonia branch to reduce the time between each stage of the recruitment process. For example, a person who makes a first call can expect to attend an information session within 3 days. Ninety nine percent of people who call will receive a date and time of an information session that is appropriate for them. The aim of the volunteer recruitment staff is to minimise the need for people to make more than one telephone call, or to wait for a return call. There is a maximum of one week between the information session and the start of the next basic training programme.



## **Sants-Sarria Area Office**

### **Organisation of the Sants-Sarria area office**

Most volunteers in the Catalonia province are organised through a local area office. There are six of these offices in the city of Barcelona, which manage a total of about 2,000 active

volunteers. These offices are the heart of volunteering activity, and offer a place for volunteers to meet, to talk and to train.

The Sants-Sarria office is in the south of the city, and has a team of four paid staff who support the volunteers' activities. The diagram (above) shows how the office and its activities are organised.

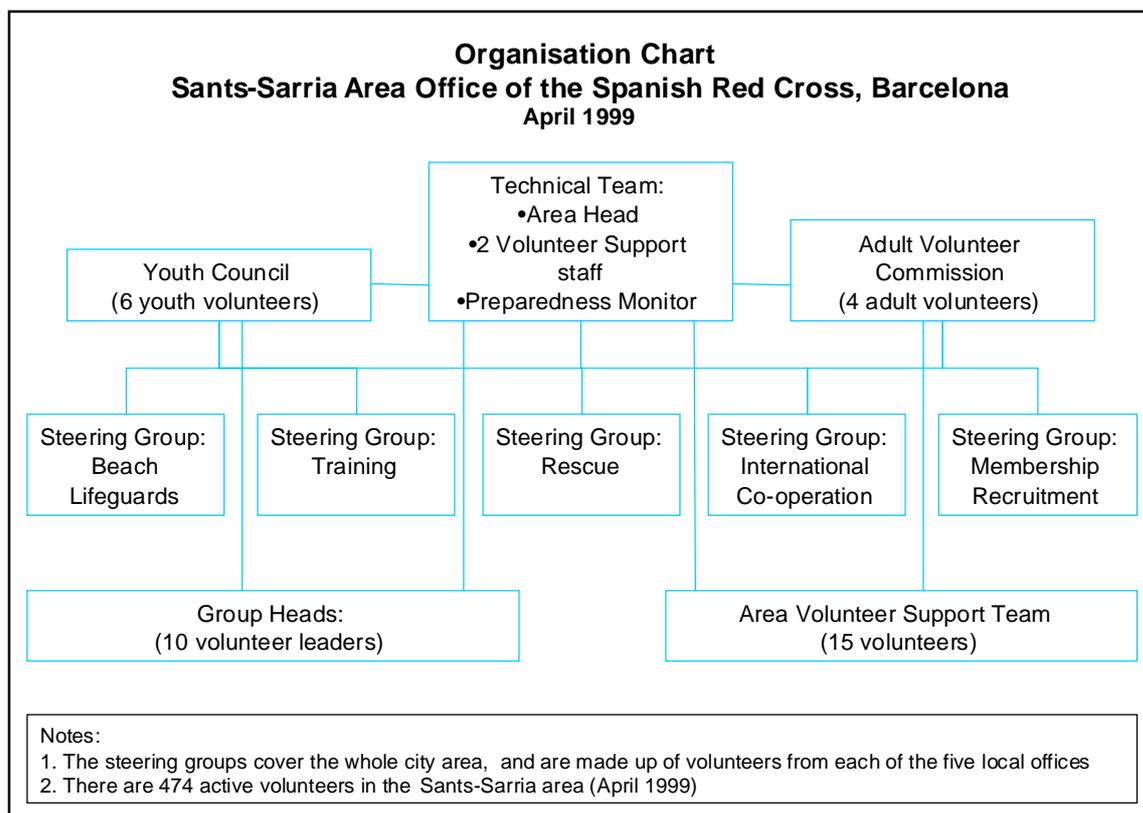
**Volunteers**

When a volunteer has been through the basic training, they are introduced to their local office, and discuss with the support staff and volunteers the kind of activity they are interested in carrying out. Once they have completed their training for their specific activity, they receive a letter of welcome from the President of the provincial branch.

In the Sants-Sarria area, about 60% of the volunteers are women. Of all the volunteers, about 60% again are under thirty years old, and are considered to be 'youth' members. The largest group of volunteers is in the 18-24 age range. On average, a volunteer will stay for about 3 years before moving on to other things.

The emphasis in the office is for volunteers to organise their activities, with support from the technical staff. At a practical, day to day level most of the volunteers' work is organised by group heads, who are volunteers themselves.

Youth volunteers and adult volunteers have representative groups (the youth 'council' and the adults' 'commission'). These groups meet with the technical staff every two weeks. These



are the main groups involved in planning and managing activities.

There are steering groups for each of the major services or activities. These groups are made up of volunteers from all over the city, and each has one or two representatives from the

Sants-Sarria office. These groups discuss common issues, set objectives and discuss ways to improve the quality of the services.

Once a year all the volunteers who have some responsibility (either as group heads, or as members of a steering group, council or commission) come together with the technical staff to set their objectives and plan their activities for the following year.

The structure of the local offices enables good two-way communication between staff and volunteers. Staff try their hardest to make sure that good ideas from the volunteers are put into practice. Recently, for example, a volunteer thought that it would be a good idea if all the 'teleassistance' clients received a card on their birthdays. Now, there is an official, attractive card which volunteers write and send to all their clients.

The office has a volunteer support team, which aims to encourage, develop, and retain volunteers. They are available to discuss issues with volunteers, to help volunteers find new activities and to offer them support as whole people, not simply as a volunteer resource. If a volunteer wants to stop being active, they are taken off the register of active volunteers, and are sent a letter from the President of the Catalonia Red Cross. The letter thanks the person for their work, and says that the door is open if they want to return. It marks a clear end point to their involvement with the Red Cross, and still offers the possibility of further volunteering opportunities.

Red Cross Volunteers in Catalonia province all receive a magazine produced in the Catalan language. The magazine contains photographs, features, regular columns and interviews with staff and volunteers.

## Volunteer Profile - Ramon

Ramon joined the Red Cross when he took early retirement at the age of 55, which was several years ago. The Red Cross was a natural choice for him—both his sons and his wife are Red Cross volunteers. His wife continues to work, so he feels the need to be useful, particularly because he now earns less money than she does. Volunteering for the Red Cross gives him the opportunity to be active and useful.

Ramon volunteers for a wide range of diverse activities. At the moment he is a member of the information team. This team meets with prospective and new volunteers, and talks to them about the range of volunteering opportunities on offer. Other activities that Ramon is involved in include the teleassistance service, working in hospitals, with elderly people, with disabled people and with drug addicts.

On a typical day Ramon will go to the hospital to help with occupational therapy. He assists patients by encouraging them to do small movements of hands and bodies, for example, by playing dominoes with them. Much of the work at the hospital is about listening to the patients, and he listens more than he talks.

In the afternoon, Ramon is part of a recruitment team, which might be attending an exhibition or event in the mobile recruitment van, or giving a talk at a meeting.

For two months of the year, Ramon is involved in the 'food for solidarity' programme. This is a food distribution programme funded by the European Union, in which people in vulnerable circumstances are provided with food to supplement their normal diet. Ramon has to ensure that the food is stored correctly, that it goes to institutions and organisations that can distribute the food effectively, and checks that the food has arrived and is delivered.

Another of Ramon's many activities is as a Red Cross representative with the city government for volunteer-related issues.



## Case Study 7

# Bulgarian Red Cross Youth Summer Camp

### Introduction and summary

The Bulgarian Youth Red Cross is the largest youth organisation in the country. It has 8,200 active volunteers. One of its most popular programmes is a summer camp organised for eighty physically disabled children. This takes place at an old Sanatorium on the Black Sea coast, and involves fifteen young volunteers who organise activities for the young children. For many of the children this is the first time in their lives that they are able to play and make friends without feeling that they are strange or rejected in any way. The camp attempts to treat all children equally and with dignity. At the same time, the children have a lot of fun, and they are able to learn and develop their social skills. The volunteers take on much of the responsibility for organising the camp, and raising the money to pay for it. They work hard, and have as much fun as the children.

### Background

#### History

The recent history of Bulgaria has been dominated by two events; the rise to power of the Communist Party after the Second World War, and the fall of the communist party and the creation of a liberal democratic republic in 1990. The communist period had a profound effect on volunteering and associations. Before 1990 there were few NGOs in existence. Those that did exist, such as trade unions, the Red Cross and the Union of Bulgarian Women, were heavily dependent on the State (in the form of both the government and the Communist Party). As well as being funded by the state, many leaders of these 'NGOs' were members of the Communist Party.

All youth activities were supported and funded by the Komsomol, or the young communist league. The Komsomol supported cultural and sporting activities for young people, especially those at university. The youth wing of the Bulgarian Red Cross was funded and regulated by the Komsomol. One of the aims of the Komsomol was to promote ideological education, and to train the future Communist Party leaders. Ironically, opposition to Communist rule arose within the universities' scientific, sociological and cultural groups supported by the Komsomol.

Following the end of the communist era, many new groups were formed, and a civil society of independent and active citizens began to thrive. However, since the Komsomol had been a major supporter of youth activities, the end of communist rule also brought a resource crisis for youth activities. Komsomol had funded Red Cross youth camps and first aid competitions, but now, there was no government funding for such activities.

#### NGOs in Bulgaria

Following 1990, many organisations were formed and grew, based on political goals and with aims of addressing students' social problems. Old organisations—those that had existed before 1947—were recreated and restructured. The Red Cross held a general assembly and worked out new structures and constitution using the 1921 model as a base.

Now in Bulgaria there are many hundreds of NGOs, all seeking the same amount of funding from the same sources. Government funding is now very small, although it is supportive of NGOs. New sources of funding, such as European Union projects PHARE and TACIS, are

available, but NGOs need to know where to look for it and how to apply. For these kind of skills, the Federation assisted early in the 1990s. Staff were given development opportunities in management skills and presentation skills, which were not available to other NGOs at the time. Because of this, explains Jassen Slivensky, head of the Bulgarian Youth Red Cross, the National Society is in a much stronger position than its fellow NGOs.

There is an umbrella organisation for youth NGOs, called the National Council of Youth Organisations. This body is responsible for developing policy proposals and lobbying government on youth related issues. It was founded by 11 youth organisations, including the Bulgarian Youth Red Cross. There is, however, no equivalent of such an organisation for other non-youth related NGOs.

The government is interested developing the volunteer infrastructure. As an example, it is trying to establish volunteer groups, based on the Red Cross model, to work for such things as health awareness, AIDS prevention, family planning, and there is even an attempt to establish volunteer fire-fighters in the fire brigade.

### **Government and Society**

The Bulgarian Parliament has recognised the importance of the third sector, and has declared its support for NGOs. The government funds the Red Cross for its mountain rescue services, beach lifeguards, first aid training at schools, and disaster preparedness. In addition, the government has also awarded the Red Cross exclusive rights to train new drivers in first aid, which is now a requirement to obtain a driving licence.

More generally, Bulgaria is embracing the deregulation and liberalisation policies promoted by the European Union, IMF and the World Bank. Government has declared that its privatisation programme will be completed by the year 2000, with all major corporations and industries sold to the private sector.

The 1990s have been a difficult decade for Bulgaria. There were seven changes of government between 1990 and 1999. In the early 1990s the situation for most people was particularly difficult, and people survived only through mutual family support. Even now, in 1999 unemployment is high, at around 500,000 people, in a country of only eight and a half millions. The average salary in Bulgaria is very low compared to the European average, at about 150 Leva a month (75 Euros). However, the political situation seems to be stabilising, and the economy is now growing at a respectable rate.

Despite this, there is a very small proportion of the country's population that is well off. In most families both parents have to work, and their main concerns are basic needs such as electricity, a fridge, heating, and so on. The education system is still good, but many young, well-educated people have migrated to other countries where they believe the work opportunities are better. About half a million people migrated in the first half of the decade.

### **Bulgarian Red Cross**

The Bulgarian Red Cross was first formed in 1921 and quickly became an important social institution. Among other things, it owned and managed a hospital and a major school of nursing in Sofia, the capital. After the second world war Bulgaria became a communist state supported and allied with the Soviet Union. During this time the Red Cross organisation became so closely linked to the Ministry of Health that the boundaries between the two organisations became blurred and indistinct. The youth section of the Red Cross was also absorbed into the only youth organisation, Komsomol, the young communists. Perestroika and Glasnost brought an end to Soviet domination, and Bulgaria adopted a new democratic

constitution in 1990. The Bulgarian Red Cross followed suit, and was re-established as an independent organisation in the same year. In 1996 the Bulgarian Parliament adopted a Red Cross law which legally established the rights and responsibilities of the BRC. Among other things, the law exempts the BRC from taxes and road tolls (due to be introduced in 2000).

By 1999 the youth section of the BRC was the largest organisation for young people in Bulgaria. It has 8,200 active members predominantly between the ages of 12 and 20, although some are older. The maximum age limit is 30 after which a person can continue to support the organisation with their time, but can no longer vote or stand for election to its governance structures.

Youth volunteers are organised into local clubs, which typically have around x members. The clubs in each of the 28 regions of Bulgaria elect a regional co-ordinator. The regional co-ordinator is supported by a paid staff member at the regional office, who is responsible for youth. (the staff member may also be responsible for other things, such as the beach lifeguards.)

Each year all the regional co-ordinators meet to form the National Co-ordination Committee. The committee has two main purposes. First to report on activities in their regions for the past year, and second, to bring proposals for new programmes and activities that have arisen among the volunteers. The proposals for activities are discussed with the staff and members of the RCY executive board, and these proposals are worked up into realistic action plans.

## The Youth Camp Project

The youth camp is held in Tuzlata Sanatorium on the shores of the Black Sea, about 50km from Varna. It takes place in July when the weather is usually fine and warm. The Sanatorium is remote from the nearest towns, so there are few distractions for the children, outside of the organised camp activities.

### Objectives

The three main objectives of the camp are:

- to develop social skills among the children
- to provide physiotherapy and mud therapy for the children as required and appropriate to individual needs
- to provide respite for children's parents and families

One of the main principles of the activities at the camp is that the children maintain their dignity, and are treated as equals.

### The Sanatorium

Close by a small shingle beach, and almost hidden amongst a small forest of trees is the Sanatorium. It is a sprawling single storey building built during the communist regime. Now it is falling into disrepair. Large chunks of the wooden verandahs have been eaten by hungry termites. What is left of the paint on the window frames has cracked and flaked away, and birds nest comfortably in broken lamp stands that once lit the overgrown pathways. There is a small beach where children, young and old, play ducks and drakes, skipping the beach's pale flat stones over the dark waters of the Black Sea. Close by the beach is a sea-water swimming pool that seems to breed its own special fungus.

Despite the dilapidation, the Sanatorium is kept tidy by stout women in white coats who rarely stop mopping the floors. The building is haunted by a subtle but pervasive smell that

can be traced back to the reason for the Sanatorium's existence. Two hundred metres from the main building is a small lagoon that has long been cut off from the sea. Water enters the lagoon from a fresh-water spring, and, when the weather is rough, sea water washes over a sandy spit. These special conditions have created a particularly potent form of mud, which is said to have healing properties. The Sanatorium uses this mud as a therapy for people with broken and malformed limbs. The reeking mud is heated and plastered onto arms and legs, where it remains for fifteen minutes. This rehabilitation therapy is carried out by physiotherapists and occupational therapists.

### **The children**

The camp invites about 80 children with varying degrees of disability for two weeks of educational and therapeutic fun. The children are aged between 10 and 14, and mostly have physical disabilities caused either through complications at birth, or by later accidents. Some have mild forms of cerebral palsy or spina bifida. All are relatively independent, and are mostly able to eat, dress and wash by themselves. Facilities at the Sanatorium are basic—it is not, for example, designed to accommodate wheelchair users—so it would not be practical to offer the camp to children who are more dependent.

Most of the children live with their families, and not in the many institutions for disabled children in Bulgaria. About ten of the children, however, are from a Red Cross project that supports orphans and street children in Sofia. Apart from these children, all have been recommended by local doctors in discussion with local Red Cross branches. It is thought that they would benefit from the mud therapy, and from the social opportunities the camp offers.

### **Volunteer organisation**

In total there are three paid staff and about 15 volunteers who run the camp. Of this total complement, there are three medical doctors and two trained beach lifeguards. These skills are essential to guarantee the children's safety.

The volunteers who work at the youth camp are identified by staff and experienced volunteers during the year. They are usually young people who have performed well during some of the various training courses that have been organised for youth volunteers. Most of the volunteers accept the responsibility of working on the youth camp as soon as it is offered to them. It is a popular activity, despite being very hard work.

Each of the twenty eight branches of the Bulgarian Red Cross has the option to send two disabled children to the summer camp. The branch is responsible for identifying the children—usually through local doctors and schools—and for raising the money to pay for them. The youth volunteers in the branches raise money in different ways—through street collections, through sponsorship by companies or individuals and in some cases the parents make a contribution.

In the six months before the camp, the chosen volunteers take on tasks to prepare for the camp. Some help with fundraising, making presentations and bids to companies. Others devise activities for the children, and find equipment and materials to use. They meet regularly to ensure that all preparations are being made.

At the camp, the paid staff, the doctors and the lifeguards take on general responsibilities. The remaining volunteers are assigned to the children's' interest groups. The children choose which group they want to belong to. The subjects include the traditional first aid and health, and modern subjects like drama and media. Each interest group has a volunteer leader, and an

assistant volunteer. The volunteers are responsible for devising and leading the fun, creative and educational activities.

## **The Volunteers**

### *Maria*

Maria is a student of special education at Sofia University. The course allows her to study options for teaching children with special needs, and she hopes to become a speech therapist. Maria's involvement with the Red Cross started in 1994 when she did a first aid class at school. She joined her local Red Cross youth club, and quickly became interested in the social welfare of children. Her first time at the Tuzlata summer camp was in 1995. Then she was very nervous, and unsure what to expect. She found it very interesting, and the camp was very successful.

The Tuzlata camp is an important event in the Red Cross calendar, particularly for the team spirit, and working together with old and new friends. It is a particularly good time because of the children.

Maria has done Red Cross training in social welfare, leadership training and training for trainers. It was at the training for trainers course that the camp organisers look for potential volunteers for the summer camp. Those who are very able and work well with children are asked if they are interested to take part in the camp team. The planning for the camp starts in September, when a decision is made to run the camp again. As Jassen Slivensky describes it, it is like a virus. Every year they say 'never again, not in that awful place' but after a month or two, minds change, and the discussion turns to how they might do it. By early February, the organisers have asked potential volunteers if they are interested, and the planning starts in earnest. A continual uncertainty is funding. No-one is ever quite sure if they will receive enough sponsorship in money, equipment and supplies to be able to run the camp again. But they start to organise nonetheless. The team meets often, and tasks are allocated between them. Maria, for example, worked on raising funds for the camp. She helped to prepare a proposal for the government Ministry of Youth and Sport, the department responsible for working with NGOs. Their proposal was successful, and the ministry is now providing some of the funding for the camp.

Maria sums up her experience at the camp. It's great, she says, to work with the team, but the best thing is when you see the pleasure in children who are dancing when they have never danced before. This is the real prize for their work.

### *Toshka*

Toshka has just graduated from high school, and is preparing himself for his period of compulsory military service which starts in the Autumn. He joined the Red Cross three years ago, having heard about it from a friend who was a member. It sounded interesting, and was something new. He isn't quite sure what provoked him into joining, but part of the reason is that he wanted to make new friends.

Toshka is from Plovdiv, one of the largest cities in Bulgaria. He is a member of the local Red Cross rescue team, and is particularly interested in first aid. Toshka has also taken the Red Cross course in psychological first aid. As well as these practical skills, Toshka says that another qualification for being a volunteer for the camp is to be warm-hearted, and to want to help.

Toshka explains that at the end of the camp he feels he has been useful, that the children have enjoyed themselves, and that they have done things that they don't have the opportunity to do at home.

At the camp, the children are organised into 5 or 6 big groups. Each group has a theme, or special interest, and children can choose to which group to belong. There is a range to choose from, and Toshka is the leader of the first aid group. The role of the group leaders is to organise the children's activities, and to try to make the learning fun. The children decide what they want to do and what they want to learn. One of the things that children learn is discipline.

### *Ivi*

Five years ago Ivi met the President of the Bulgarian Youth Red Cross at an event to mark National Children's day, 1 June. She visited a drop-in centre and a home for street children, and enjoyed playing and talking to the children. From this experience, she decided to join the Youth Red Cross where she met lots of young people of a similar age, and made many friends.

1999 is Ivi's third summer camp at Tuzlata. The first time Ivi worked at the summer camp it was hard work, especially emotionally. The children talked about their problems, and their concerns about what would happen to them as they grew up. It was not easy for Ivi to ease their fears. The whole experience was very emotional, and difficult for Ivi to deal with. Now, after three years, Ivi is more confident that she can help the children emotionally, and deal with the stress herself.

Ivi is one of the leaders of the music and drawing group. She is a keen dancer and singer, and enjoys playing with children in ways that encourage them to dance, especially with those who are unable to dance well.

Ivi's task to prepare for the camp was to make sure that they had all the equipment and materials needed. Ivi had been working all day, every day for the last three weeks at the headquarters in Sofia just to prepare for the camp.

### *Stefan*

Stefan has just finished his first year at university in Sofia where he is studying mechanical engineering. At the age of eleven, a woman came to his school to talk about the Red Cross and the work that it did. The talk was so inspiring that the whole class volunteered for the local Red Cross Youth club. Now, nine years later five of the original thirty class members are still Red Cross volunteers. Stefan himself is now a member of the executive board of the Youth Red Cross.

Stefan is one of the two lifeguards at the camp, and as part of his preparations for the camp, he was responsible for getting the necessary documentation from the Coastguard authorities. Also, as a member of the executive board, he helped to prepare and present a proposal for funding to the government's Committee of Youth and Sport. The committee were impressed with the proposal, and are one of the major funders of the camp.

Stefan explains that he will be happy if, at the end of the camp, he sees that the children have become stronger, and that they have been dancing and enjoying themselves.

## Case Study 8

# Volunteering in the Hellenic Red Cross

### Introduction

This case study briefly describes volunteering activity in the Hellenic Red Cross. The Hellenic Red Cross has three main 'corps' of volunteers, each with its own recruitment, induction, training, and organisation structures. Each of the corps of volunteers forms an auxiliary to the government health, social care and rescue services. In a country in which government expenditure on health and social care is one of the lowest in the European Union, these services are an essential complement to the government services.

### Societal context

Greece is an ancient society that hosts the birthplace of democratic ideas and philosophical enquiry. In the twentieth century it has faced some severe hardships from conflict and natural disasters. The country has a population of 10.6 million people, 3.7 million of whom live in Athens.

Economically Greece is currently weaker than most of its European Union partners, but is fighting to control its economy in the hope of joining the Euro single currency zone in 2001. Unemployment is relatively high, at around 10%.

Greece has a society in which family ties and the sense of community are strong, particularly if compared with the more individualistic societies of northern Europe<sup>7</sup>. Elderly people tend to live with their families, so there are few who live alone (14% over 65 live alone, compared to 53% in Denmark or 41% in Germany<sup>8</sup>). The family is protected by the constitution, and there exist government programmes to strengthen the family.

The family and the private sector still carry the main responsibilities for social care in Greece, and women bear a disproportionate burden in caring for family members.

The Greek Orthodox Church and the Red Cross have traditionally been important suppliers of social care services, their work being particularly evident in services for children, elderly people and people with financial problems.

As in the rest of Europe, there is a policy to promote volunteering together with development of more care provision in and by communities.

### Government and NGO context

The number of NGOs in Greece has been rising rapidly since the mid 1970s. Areas of NGO activity include environment, wildlife conservation, and self-help groups for migrants.

In the field of health and welfare provision, government services are relatively weak (compared to other EU countries) and much traditional NGO activity (including that of the Hellenic Red Cross) contributes to supporting statutory services.

In recent years, EU support has encouraged the development of NGOs probably more than an indifferent national government.

NGO partnerships with government are rare, and government support has historically been weak. This situation may be changing; the Hellenic Prime Minister recently met with

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<sup>7</sup> Hofstede 1994, p53

<sup>8</sup> Baldock & Ely 1996 p196

representatives from the leading NGOs and the Red Cross, and made a speech which was very positive for the prospect of greater government interest and support for NGOs. The Hellenic Parliament recently (June 1999) passed a bill that created a framework for co-operation between international aid NGOs and government. This has been seen by NGOs as a positive step, and it is hoped that this will lead to greater government support.

## Hellenic Red Cross

The Hellenic Red Cross was established by Royal Decree in 1877, following Greece's signing of the first Geneva Convention in 1865<sup>9</sup>. For many years it operated alongside only a handful of NGOs in Greece. According to the VOLMED report, "its voluntary element strengthened by organised training and support services is still today one of the most important forces of services provision, as well as innovation in Greek society"<sup>10</sup>.

The Hellenic Red Cross continues to be one of the largest humanitarian organisations, despite recent government moves to take over responsibility for aspects of its work. In 1985 the government appropriated the two Red Cross hospitals in Athens. As compensation, government provides annual funding, which presently amounts to around 70% of Red Cross income. The remainder of Hellenic Red Cross funds comes from the European Commission and private donations.

### Organisation structure

The Hellenic Red Cross has its headquarters in Athens, and has 100 local branches. The local branches are loose coalitions of the three volunteer corps. Each of the three corps tends to operate independently, recruiting, training and supporting their volunteers. Few of the branches or the local volunteer corps have paid staff. The Athens Samaritan corps, for example, has two paid staff to organise its activities, though few other resources. Funding for this group comes from an annual headquarters budget.

### Volunteer activities

The Hellenic Red Cross has 23,333 active volunteers, excluding members and youth volunteers. Their participation in Red Cross activities is organised through the local branches.

There are three primary activities of the Hellenic Red Cross:

- Volunteer nurses
- 'Samaritans' – emergency response teams
- Social Welfare volunteers.

Each of these three 'corps' work relatively independently, and have clearly defined roles and responsibilities that have remained unchanged for many years.

#### *Volunteer Nurses*

The Volunteer nursing corps is the oldest of the three Hellenic Red Cross activities. There are, in theory, 21,000 nursing volunteers, although not all are actively providing nursing services. Volunteer nurses usually work in hospitals, under the command of a hospital ward sister. As an auxiliary to the medical units of the armed forces, they have military-style ranks and hierarchical structures. Volunteer nurses are recruited annually by general

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<sup>9</sup> VOLMED, p4

<sup>10</sup> VOLMED, p5.

announcements in the press and by word of mouth. Only women over the age of 18 and in 'good physical health' are allowed to join. The trainee nurses must spend 15 months attending training courses, usually provided by the local hospital. The nurse trainers are volunteers from the hospital staff. Training courses take place, typically, three times a week in the evenings.

The classroom training is accompanied by 140 hours of practical experience in the hospital. Once a woman has completed the course, she will attend a form of 'passing out' ceremony at which she receives her certificate of completion. A qualified volunteer nurse can now work at the hospital in support of full time, paid medical staff.

The nursing activities are organised by the (paid, government) ward sister. Tasks are allocated as needed, and as the volunteers are available. A volunteer will typically work for about 8 to 10 hours per week, or more if needed in an emergency. Volunteer nurses can remain with the service for a long time, often up to 20 years.

All volunteer nurses are required to wear uniform while on duty. There are two variations: a standard uniform for daily work, and a dress uniform for more formal occasions. Volunteers buy their own uniforms.

Volunteer nurses are not only active in hospitals. The two former Red Cross hospitals in Athens organise home care for people who have been discharged. The volunteer nurses visit the former patients in their own homes and provide nursing support, and befriending. This may involve giving injections, dressing wounds, taking blood pressure, and helping with washing and feeding. Some nurse volunteers are also involved in blood donations and youth activities.

Ongoing training is provided for the volunteer nurses. Nurses attend about 10 seminars per year, which are also opportunities to meet other volunteers socially. There is also an annual social gathering of all volunteer nurses.

### *Samaritans*

The Samaritans are the emergency response corps of the Hellenic Red Cross. They provide support to the emergency services in their daily work as well as in times of disaster. In Crete, for example, an overbearing concern is the threat of earthquake, and much training is directed towards this. Samaritans are recruited, like the nurses, once a year. They train like the nurses, three times a week in the evenings. The training primarily covers first aid and general rescue skills. Some of the training takes place in the former Red Cross hospitals with 'real' casualties.

Once a cadet has qualified—after 10 months training and 150 hours practical experience—they can continue to learn additional skills. There are corps which specialise in particular areas of rescue work, such as mountain rescue, underwater rescue and earthquakes. When their skills are not required in an emergency, the Samaritans provide first aid support at public events. During the Kosovo crisis, twenty-five volunteers offered to work in the Albanian camps

Volunteers are often recruited through the first aid training that the Hellenic Red Cross offers. In Athens, about 80% of a first aid class will go on to become Samaritans. The Samaritans have about 30% men, a much higher proportion of men than the other two Red Cross services.

### *Social Welfare volunteers*

The social welfare corps is the newest of the three services, and arguably the most innovative. The service started in 1964, and tried to combine the Red Cross' experience in volunteering with a more technical understanding of social work. Six regional branches have operational social welfare activities. The social welfare service has various projects that work with refugees and migrants, elderly people and children. The volunteer groups have close relationships with churches and other local services, residential care homes and hospitals. There is very little government provision of social care, so most has to be provided by the voluntary and private sectors.

Each year, 250 volunteers are recruited and trained. Volunteers are recruited by a variety of methods, including recommendations from existing volunteers, advertising and articles on radio and television, and in newspapers and magazines. The Red Cross organises meetings in universities to attract students—especially those who need social work experience for their qualifications.

Volunteers receive a basic classroom training that lasts three months, followed by practical experience of a minimum 30 sessions of fieldwork of at least three hours each. At the end of the training period, volunteers attend a 'graduation' ceremony at which they receive their diplomas. Where necessary, volunteers get more specialist training such as for the 'tele-alarm' assistance service (a service for elderly or disabled people who are usually alone at home—they have an alarm button that they can press if they need help). Volunteers also get refresher training during the period of service.

After training, not all become 'active' volunteers. For every group of 40 or 45 trainees, about 30 become active volunteers. The majority of volunteers are women (10% male, 90% female). The service attracts mostly middle-aged people and some students. The students, however, are hard to keep. It no longer attracts the 'high class ladies' that formed the first social welfare groups.

Volunteers usually give about 3 hours time per week, but this can be hard to maintain, particularly during the summer holiday period from June to September. This is a very difficult time because paid staff are also on holiday.

### **Membership**

Hellenic Red Cross members are a mixture of volunteers and general supporters of the organisation, although few volunteers are members. To become a member, a person has to pay 7,000 Drachma per year (around 22 Euros). Of the 250 'Samaritan' volunteers in Athens, only five have decided to become members. It seems that most volunteers are not interested in the governance of the organisation. Other members come from people who support the Red Cross in other ways, for example, by providing training for volunteers or by donations. Only members can elect the presidents and the boards of the local branches.

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