National leadership creates an enabling environment for volunteering that ultimately results in more people more effectively engaged with greater impact, for their communities and for themselves.

# NATIONAL LEADERSHIP FOR VOLUNTEERING: A GLOBAL PERSPECTIVE

t some point in the far distant past, millennia ago, one of our distant ancestors turned to another and, in the language of the time, asked, "Can I help you?" What we now call volunteering had begun: "a wide range of activities, undertaken of free will, for the general public good and where monetary reward is not the primary motivating factor." An estimated 1 billion people worldwide volunteer, people of every nationality, race, ethnicity, religion, and income level. They are providing basic human services; addressing every conceivable human, social, economic and environmental problem; and advocating on every side of every issue.

# **VOLUNTEERING...**

**Builds more resilient communities.** When people get involved as volunteers, they are strengthening the fabric of their communities, better preparing them to respond to both immediate and long term challenges, to cope with and rebound from sudden onset crises, to expand the pool of talent available to participate in the life and governance of the community.

**Solves critical problems and meets priority needs.** Volunteers provide skills, knowledge, time and energy that complement and expand what otherwise can be provided. They bring perspective and experience, helping build community support for needed action.

Activates citizens to participate fully in the life of their community. Volunteering leads to better understanding of community needs and of the dynamics of community life and greater willingness to participate in community priority-setting, decision-making and action.

Contributes to better health and greater fulfillment for those who volunteer. Research is clear that people who volunteer, who help one another and who serve their communities gain long-term health benefits, build social connections, and develop new knowledge and skills.

# THE IMPORTANCE OF NATIONAL LEADERSHIP

Spontaneous voluntary acts of helping remain an essential part of life in every society, no matter how traditional or contemporary. However, organized volunteering, like all sustained, high impact activities, requires strong, effective leadership and management. It is strongest when it happens in an enabling environment, one that places high value on it and that creates an affirmative expectation that people will participate.

United Nations Volunteers, charged by the UN's Member States

with giving global leadership for volunteering, says, "Creating an enabling environment is the sine qua non for volunteerism to fully contribute to the realization of any future sustainable development agenda."

Organized national leadership efforts, both well-established and emerging, are responding to this imperative in every region of the world. This report is the story of their work, their contributions and the challenges they face.

# IAVE's Research on National Leadership

In 2016 and 2017, IAVE undertook the first global survey research of national leadership for volunteering, doing extensive desk research and tapping a variety of international and national networks, finding examples in 120 of the 182 countries examined and completing in-person or Skype interviews or surveying in 95 of those. This is part of IAVE's continuing commitment to build the extent and strength of formal leadership for volunteering throughout the world.

This is the Executive Summary of IAVE's National Leadership Research Project. The final report will be available in December 2017 at www.iave.org.

The research began as an effort to learn about self-identified "national volunteer centers" but quickly expanded to take in a broad variety of forms of national leadership. Five broad categories of organizational structures for national leadership were identified:

- independent NGOs primarily focused on volunteering;
- distinct programs focused on leadership for volunteering within larger NGOs;
- distinct departments or programs within government charged with responsibility for volunteering;
- formalized coalitions or federations that might include NGOs, volunteer-involving organizations and government;
- loosely affiliated efforts led primarily by volunteer-involving organizations and committed individuals.

One of the greatest lessons across the course of the research was that this is a dynamic field with ongoing changes in countries and in the leadership efforts. What existed yesterday may not today; what was small today may be large tomorrow or vice versa; what was a welcoming environment in a country for this work this year may disappear next. This research, then, is the beginning, not the end, of tracking, learning about and supporting national leadership for volunteering throughout the world.

<sup>1.</sup> UN General Assembly, 2002 A/RES/56/28

<sup>2.</sup> United Nations Volunteers. 2015 State of the World's Volunteerism Report.







# Formal, recognized and sustained national leadership efforts are essential to creating and sustaining an enabling environment for volunteering.

Concepts of volunteering and service may well be parts of the collective consciousness of humanity. It is important to recognize that collective memory can fade over time if it is not regularly renewed and re-energized – perhaps when people and their societies have begun to turn inward, when selfishness rather than selflessness dominates, when modernity over takes tradition, when technological and other disruptions distract. Keeping collective memory of volunteering and service alive is a critically important role for national leadership.

Without a focal point around which others can gather, without strategic and operational leadership, without someone making its development and maintenance a priority, an enabling environment is unlikely to develop organically.

Civil society support organizations have been defined as "value-based agencies whose primary task is to provide services and resources that strengthen the capacities of their constituents to accomplish their missions." The functions of those organizations, which have existed for several decades, include "strengthening their human and organizational capacities, mobilizing material resources, providing information and intellectual resources, building alliances for mutual support, and bridging to other sectors."

While the extent and specifics of their work vary from country to country, national leadership for volunteering does all of this. In IAVE's research they are cast as these three broad key functions – advocacy, development and mobilization.

**ADVOCACY** - educating and influencing government, media, business, religious bodies, educational institutions, NGOs and associations and thought leaders about the value and impact of volunteering and the actions those groups can take to promote, strengthen and sustain it. National leadership throughout the world has played a key role in advocating for and participating in development of national laws and policies on volunteering. It also has brought together leaders from across sectors to give visible endorsement to volunteering as a valuable resource for their countries.

In Kenya, the Volunteer Involving Organizations (VIO) Society, alongside its members, was involved from the beginning in the formal process of developing the government's National Volunteerism Policy.

On November 5th, to mark International Volunteer Managers Day, Estonian Village Movement Kodukant invites members of the Parliament to volunteer with various NGOs, exposing them to the realities of volunteer-involving organizations and helping them understand that volunteering needs support.

**DEVELOPMENT** - building community and organizational capacity to effectively engage volunteers, including skills training, development and dissemination of new knowledge, and helping create and sustain local and/or regional structures to promote volunteering and to help people get involved. National leadership works to increase the capacity of organizations to effectively engage volunteers through professional development; and, to innovate in the use of technology to connect volunteers with work to be done and to create new forms of digital volunteering.

The Agency for Volunteer Service (AVS) in Hong Kong provides bespoke management training programs for volunteer-involving organizations and training to support volunteers' continuous and progressive learning and to boost their commitment and aspiration to helping others.

Volunteer Canada works in partnership with the Canadian Volunteer Centre Network, which includes local volunteer centers and provincial associations of volunteer centers, to strengthen volunteering and citizen engagement.

<sup>3.</sup> Brown, L. David and Archana Kalegaonkar. "Support organizations and the evolution of the NGO sector." Nonprofit and Voluntary Sector Quarterly, vol. 31, no 2, June 2002, p. 231-258.





MOBILIZATION - developing innovative ways to communicate the importance and value of volunteering; engaging segments of the population often excluded – seniors, people with disabilities, people on the margin who themselves need supportive services; and organizing both large-scale and targeted volunteer projects that directly respond to both ongoing and emerging needs. National leadership has led the way in introducing and supporting corporate volunteering and in supporting the growth of youth volunteering. While in many countries, national leadership does not directly organize and manage volunteer-involving projects, they support such efforts on the part of other national, regional and local organizations.

Voluntarios de Panama engages 170 nonprofit partners nationwide, maintains a database of over 4,000 volunteers in their system, and have created over 1,300 volunteer opportunities since 2012. In 2016, they mobilized over 15,000 volunteers through opportunities and special days of service.

In the UAE, Takatof runs a number of volunteering projects for young people covering multiple segments of the community: environmental projects, mentoring activities, renovating houses and community centers for underprivileged families, international volunteer opportunities and assistance during Ramadan for low-income families.

# National leadership for volunteering reflects the nature of the society it is serving.

Volunteering is an integral part of every society but that does not mean that it is, in practice, the same every place. Rather, it is shaped by traditions, by perceptions of what it should and should not be, by the nature of government and the accepted role of civil society and other non-governmental actors. National leadership for volunteering as we now know it emerged in the late 1960s and early 1970s, times of upheaval, of growing social concern about those being left behind, of activism, when people felt a new call to service, and when there was active debate in some countries over the roles of government and non-government in the delivery of human services. The development of national leadership then was appropriate to the times in which it occurred.

Broadly defined, volunteering conceptually includes everything from informal, spontaneous neighborly helping to organized direct service focused on generally agreed problems and needs to advocacy and political activism. However, the reality is that not all forms of volunteering are welcome in all places. In countries with authoritarian governments, for example, activism by volunteers that challenges the established order and the actions of government often are considered an illegitimate and often illegal form of volunteering.

Similarly, tradition or accepted practice may define volunteering in either inclusionary or exclusionary terms. Thus, in some countries, the opportunity to volunteer might

be closed to people seen as being dependent – young people, senior citizens, people with disabilities, people living in poverty, newcomers to the country. While in other countries there is a priority on making volunteering as inclusionary as possible, understanding it as a way to empower people to be full participants in the life of their communities. Each of these views can impact the work undertaken by national leadership.

In countries where the national government is more authoritarian, many have discouraged or prohibited the development of national networks and associations that are independent of government control, thus limiting the nature of national leadership for volunteering that may emerge. Likewise, in almost every region, there are distinctions made between volunteering and activism, even though many volunteers are activists and a large percentage of activists are acting as volunteers. This is part of defining what is "acceptable" volunteering and what is not.

National leadership organizations in a number of countries, particularly those created by or in close dependency relationships with government, thus may be limited in the scope of the work they can undertake, with whom they work, the public positions they may take on national issues and the nature of support they receive (not only from government but from all sources).



# **NORTH AMERICA**

(Note: Guyana and Suriname are included in this region as they are considered to be Caribbean countries. Although technically geographically part of North America, Mexico and the countries of Central America are included in the Latin America region.)

Although both Volunteer Canada and Points of Light in the United States, have undergone organizational transformations and mergers during their long histories, they and their related ancestors are among the longest existing national volunteer centers in the world, benefitting from and acting to sustain long-established national histories and cultures that highly value volunteering. Each works collaboratively with networks of local "volunteer centers;" each has reached beyond its national boundaries to influence volunteering internationally; each maintains ongoing programs of advocacy, public promotion, infrastructure development and mobilization. Although the nature and extent varies from political era to political era, each generally works collaboratively with their national governments. National leadership in the Caribbean nations is less visible internationally but important in their respective countries. This includes a national volunteer center within the broader Council of Voluntary Social Services in Jamaica; Suricorps, a government-created NGO in Suriname "to contribute to care and development of the most vulnerable groups and communities" and also to promote volunteering generally and assist in developing a legal and policy framework for volunteering; the all-volunteer run Volunteer Center of Trinidad and Tobago that operates a volunteer matching service, creates customized volunteer projects and operates a volunteer exchange program among the Caribbean territories; and COHAIV, a platform of organizations, associations, and groups engaged in volunteering in Haiti.

## **COUNTRIES EXAMINED:**

Canada, Haiti, Jamaica, Suriname, Trinidad & Tobago, USA

# **AFRICA**

National leadership in volunteering is slowly emerging in three ways in Africa – in the development of laws and policies to legitimize volunteering; leadership by government agencies beyond national volunteer schemes; leadership by coalitions of volunteer-involving organizations. There has been a priority focus on the development of national volunteer schemes which include both stipended and unstipended, voluntary and compulsory models and are typically focused on increasing youth employability. United Nations Volunteers has played critically important advocacy, technical assistance and funding roles throughout Africa in seeding and facilitating this development process. In general, these first forms of national leadership are relatively weak and constantly at threat from a lack of sustained financial resources. Where formalized, usually as a program of government, they are vulnerable to changing priorities and fluctuating support from political leaders. Where leadership is primarily outside government, it typically rests with coalitions of volunteer-involving organizations (VIOs) that generally have little consistent funding, rely on volunteer leadership from their members and struggle to maintain a consistent level of operations and thus have variable impact over time. But, what exists today is the foundation for what can be built tomorrow - sustainable organizations with broad support to fulfill the functions of advocacy, development and mobilization throughout Africa.

# **COUNTRIES EXAMINED:**

Benin, Burkina Faso, Burundi, Cape Verde, Chad, Democratic Republic of Congo, Ghana, Guinea, Ivory Coast, Kenya, Mali, Mauritius, Mozambique, Namibia, Niger, Nigeria, Rwanda, Senegal, Togo, Zambia, Zimbabwe

# LATIN AMERICA

(Note: Mexico and Central America, technically geographically part of North America, are included in Latin America.)

In discussion of volunteering in Latin America, there is heavy emphasis on it as social action and as a form of solidarity, with a vision of social transformation. However, much of the reality of national leadership for volunteering seems rooted in mostly traditional organizations, including the Catholic church, and is in the provision of human services. Eleven of the 19 countries in the region included in the research have laws on volunteering which provide both volunteer involving organizations and volunteers with legitimacy. But, generally, the role of government in support of volunteering is limited. The most prevalent form of national leadership is based in networks of volunteer-involving organizations. These vary significantly in the scope of their activities and in the consistency of their operations, often dependent solely on volunteer leadership and/or the support of a host organization. Typically, they are engaged in representation of volunteering to government and advocacy activities focused on laws and regulations related to volunteering; convening, networking and training for their members; and more generalized promotion of volunteering. There are relatively stable NGO-based "national volunteer centers" in four countries – Costa Rica, Guatemala, Panama and Peru. In Mexico, there is a unique ongoing effort to build a multi-sector leadership network of government agencies, NGOs, universities and businesses.

## **COUNTRIES EXAMINED:**

Argentina, Bolivia, Brazil, Chile, Colombia, Costa Rica, Dominican Republic, Ecuador, Guatemala, Guyana, Honduras Mexico, Nicaragua, Panama, Paraguay, Peru, Uruguay, Venezuela

#### EUROPE

Europe is unique among the regions in the scope of national leadership and the degree of regional cooperation. Overall, 37 of the 50 countries researched have some type of formalized national leadership for volunteering, generally relatively stable compared with other regions, albeit evolving to meet changing realities. The European Volunteer Center (CEV) is a unique structure for regional collaboration. CEV has served as a critical leader and catalyst for region wide policy development, research, advocacy and promotion. With the European Union, it has enabled greater collegiality, cooperation and mutual support. Among its major achievements was the declaration of the European Year of Volunteering in 2011 and their comprehensive research "Volunteering Infrastructure in Europe." National leadership in Western Europe is well established with organizations in the Netherlands and England among the longest term in the world. In Eastern Europe, the massive political and social change led to the emergence of "true" volunteering from the post-war "forced labor volunteering." With it came the need for national laws and policies legitimizing volunteering and for the development of leadership organizations. There are more countries than in any other region that have multiple organizations giving leadership for volunteering, often with discrete functions assigned to each. Also, there are some dozen countries that have local "volunteer centers." The greatest challenge is that many national leadership efforts are not on a sound financial footing with a disproportionate reliance on program-focused grants and thus with little discretionary funding.

#### COUNTRIES EXAMINED:

Austria, Belgium, Bosnia & Herzegovina, Bulgaria, Croatia, Cyprus, Czech Republic, Denmark, Estonia, Finland, France, Germany, Greece, Hungary, Ireland, Israel, Italy, Latvia, Lithuania, Luxembourg, Macedonia, Malta, Moldova, Montenegro, Netherlands, Norway, Poland, Portugal, Romania, Russia, Slovakia, Slovenia, Spain, Sweden, Switzerland, Turkey, United Kingdom

# **ASIA-PACIFIC**

The region is home to 60% of the world's population, spanning some of its richest and poorest countries, and a broad range of forms of government from authoritarian to established democracies. It also is home to almost a dozen relatively well-established and stable organizations that generically could be termed "national volunteer centers" because of the strategic nature and scope of their work and general acceptance of their leadership role. In another half dozen countries there are established or emerging networks of volunteer-involving organizations that provide leadership. In at least six – Australia, China, Japan, South Korea, New Zealand and Taiwan – there are affiliated networks of state or local leadership organizations. There is significant interest throughout the region in promoting corporate volunteering and an ongoing commitment to youth involvement. There is a heavy reliance on government for funding of these organizations, to the extent that the priorities and programs of the national leadership organizations are directly affected by changes in the priorities of government and changes in the political leadership of the country. While there is no formal regional association, there is significant communication among the organizations. Of significant interest are the efforts in China to develop a multi-faceted overall system, from local to national, to support volunteering, and the emergence of iVolunteer, a social enterprise in India that is filling the national leadership role.

### **COUNTRIES EXAMINED:**

Australia, Cambodia, China, Fiji, Hong Kong, India, Indonesia, Japan, Korea, Lao PDR, Malaysia, Mongolia, Myanmar, Nepal, New Zealand, Papua New Guinea, Philippines, Singapore, Sri Lanka, Taiwan, Thailand, Vietnam

# **ARAB NATIONS**

The future of volunteering in the region likely will be shaped by tensions among four realities: the imperative for charity and service that is at the heart of Islam; the emerging expectations for greater participation and opportunity by the growing population of young people (an estimated 60% of people in the region are under age 25); the role of governments and the extent of control they exercise over civil society and volunteering; and, the relative strength weakness of civil society. There is a generalized lack of legal frameworks to support volunteering. There are few national networks that bring together civil society organizations. There are only a limited number of solid examples of national leadership. It is important to note that research was hampered by a lack of responsiveness from many countries, potentially resulting in an incomplete picture. A promising new development is the emergence of online ways for people to connect with opportunities to volunteer. This reflects the growing importance of digital communications in the region, particularly among young people. These tend to be entrepreneurial efforts that depend on strong individual leadership. There are two regional coalitions for volunteering, the Arab Federation for Voluntary, which launched a new phase of its work in 2015, and the Gulf Society for Voluntary Work, both based in Bahrain.

## **COUNTRIES EXAMINED:**

Algeria, Bahrain, Egypt, Jordan, Lebanon, Libya, Morocco, Oman, Palestine, Qatar, Saudi Arabia, Somalia, Sudan, Tunisia, United Arab Emirates, Yemen



# Governments play essential roles in support of national leadership for volunteering; but, over-dependence on government support is potentially risky.

Historically and currently, there is an inextricable tie between government and national leadership for volunteering. Government's role includes ensuring a legal and policy framework that permits and encourages volunteering; visible leadership that creates an expectation that people will volunteer and that publicly recognizes participation; and funding support for national leadership and for the broader infrastructure and capacity building in support of volunteering. As volunteering and the systems that promote and support it are integral to national life, it is appropriate for government not only to be aware and interested but also to pro-actively support.

There are also risks to government's active engagement and support. As its investment grows, so too will its influence over the priorities and operations of national leadership. There

may be efforts to define volunteering as an instrument of public policy, both domestically and internationally, positioning volunteering as a way to demonstrate patriotism or loyalty not only to country but to the government in power, thus lending the legitimacy of volunteering to that government. Over the long term, this will undercut the legitimacy of volunteering itself as it comes to be seen as captive of government, particularly in authoritarian states.

There is the ever present risk that the price for government's support will be control that limits freedom of operation. Likewise, over-dependence on government for financial support may pose an existential risk for national leadership since withdrawal of that support may be its death knell. Any change in government leadership or in government priorities then may put support for volunteering at risk.

# In every region of the world, national leadership is significantly under resourced, lacking sufficient sustained capacity to achieve its mission.

Both in absolute terms and in the context of the importance and scope of its work, national leadership for volunteering simply does not have the sustained financial support it requires to build an appropriate capacity to do its work For example, in the 95 countries where interviews or surveys were completed, in 23 of them the national leadership effort was totally volunteer operated with NO paid staff; in 28 more there were five or fewer paid staff; in only a dozen countries were there more than 15 paid staff. In Africa and Latin America, the primary form of national leadership is volunteer-led coalitions of volunteer-involving organizations, dependent on their members for loaned staff support and voluntary financial contributions. Emerging forms of national leadership built around digital technology, for example in the Arab Nations, likewise are largely dependent on volunteers.

Why is this their reality? First, as discussed below, it is a challenge for national leadership to document and measure its impact and value. It is therefore difficult to develop a compelling case for support.

Second, with only a few notable exceptions, there is not significant diversification in sources of funding. For most, government is both the first and the only or primary source of continuing funding. There is little evidence that, with a small number of exceptions, national leadership has significantly engaged with or is consistently funded by the business community, public foundations and private philanthropy. In only limited cases has national leadership built consistent income from fee for services.

A huge percentage of national leadership is in countries where there are limited funding options. They are in countries where corporate community engagement and volunteering and/or private philanthropy are either mostly absent or only now emerging. When national leadership is vested in a loosely structured coalition with no consistent funding and no paid staff, it is difficult to develop concepts and seek funding for projects that are likely to attract support. It then becomes a vicious circle with the absence of necessary funding negatively impacting the capacity to prepare for and to seek more funding.









# It is a challenge for national leadership to document and measure its impact and value.

It is difficult to articulate a theory of change that clearly demonstrates the impact of national leadership. Often that work is simply too far removed from a final outcome, because there is no immediate connection in time between their actions and the results. As an example, national leadership might play a key role in recruiting and training people to act as volunteers in their own communities in response to a disaster. Yet that work may be too far behind the scenes and too far in the past for it to receive credit when actual mobilization takes place.

Also, national leadership varies widely in the extent to which it connects with and contributes to efforts to address high priority national needs and problems. Most national leadership work is several steps removed from direct problem-solving. Thus it may not appear to be relevant to the problems that society and, specifically, resource providers like government, business and private philanthropy believe are of the highest priority.

As an example, it remains an open question whether national leadership will create a role for itself in response to the UN Sustainable Development Goals (SDGs). Unlike the Millennium Development Goals that were focused on improving the lives of the world's poorest people, the SDGs are for everyone everywhere. That is, the goals and accompanying targets and indicators are applicable to all countries.

There are important roles that national leadership could play regarding the SDGs – i.e., educating volunteer involving organizations, business, schools, religious bodies and government about the SDGs and the roles volunteers could play; documenting and making visible what volunteers are doing in response to the SDGs and the results they are getting; taking the lead to develop partnerships across sectors to create new models for volunteer engagement to achieve the SDGs. It is reasonable to believe that such work would not only benefit their country but also strengthen the case of national leadership for broad-based support of its work.

# United Nations Volunteers (UNV) has made a valuable contribution in seeding national leadership in Africa, Asia Pacific and Latin America.

In its 2015 State of the World's Volunteerism Report, "Transforming Governance," UNV argues for the need to create enabling environments for volunteering: "Volunteerism is most effective in enhancing civic engagement when the greater legal-institutional framework is enabling. This includes freedom of speech and association, and the presence of sufficiently inclusive spaces for engagement."

UNV has invested most heavily in pursuing this goal in Africa but also has undertaken initiatives in Latin America and Asia-Pacific. They have had a significant emphasis on assisting in the development of national legislation on volunteering where it does not exist.

A key to UNV's success is its approach: listening to identify where there is interest, bringing people together, stimulating and facilitating "national dialogue," building a joint agreement and doing initial planning. When the groundwork is laid and governments are ready, then, they formally ask for UNV's help.

Throughout IAVE's research, there were strong examples of the positive role UNV has played. They have been

particularly successful in facilitating and supporting the development of national laws and on stimulating the creation of coalitions of volunteer-involving organizations (VIOs) that, in turn, can play advisory roles regarding legislation. Those coalitions also can be the precursors to the emergence of ongoing non-governmental national leadership for volunteering. In Africa, particularly, UNV also has played an important support role in the development and initial funding of national service schemes, often around the goal of increasing the employability of young people.

The greatest challenge to the success of UNV's work is the willingness and ability of national governments to sustain their commitment, particularly in assuming responsibility for continued funding of initiatives initially underwritten by UNV. VIO coalitions that might have transitioned into ongoing, effective national leadership roles often have not been sustainable, needing to rely on volunteer staffing from among their members and reduced assistance from UNV. When that happens, it frustrates participating organizations, reduces their ability to partner effectively with government and stifles their development as strong, effective forces for national leadership.

# **Final Thoughts**

Volunteering is one of the most important activities people engage in, benefiting both their communities and themselves. It can be spontaneous responses to immediate crises, or sustained, organized efforts to address problems and human needs, or highly skilled interventions designed to help achieve the Sustainable Development Goals. But it does not happen and does not have the greatest impact without inspired, skilled leadership.

The people who are leading, often through difficult struggles of little public support and virtually no resources other than themselves, the national leadership efforts identified in this study, have a deep commitment to their work. They have the ability to be inclusive and to facilitate connections that lead to greater impact. Taken together, no matter what their resource limitations, they are working to build a global culture of volunteering that will change the world. They need and deserve the support of international organizations, their own governments, businesses, private philanthropy and the entire global community of NGOs and associations.



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