

# GERMAX

International Consulting Services

## FINAL REPORT

Review concerning the  
establishment of a European  
Voluntary Humanitarian Aid  
Corps

Implementation:  
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prepared for:



EUROPEAN COMMISSION  
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## **A. EXECUTIVE SUMMARY**

### **A.1. Objectives of the Review (Section B.1.2 of the main report)**

The article 214.5 of the Treaty on European Union (TEU), foresees the setting up of a European Voluntary Humanitarian Aid Corps. The acronym “EVHAC”, which can be misleading for several reasons, will be used in the present report for convenience purposes.

The overall objective of this review is to support the Commission in setting up a European Voluntary Humanitarian Aid Corps by (i) conducting an analysis of existing voluntary schemes, (ii) identifying the structure, scope and focus of possible implementing options and (iii) assessing the cost of these options.

The TOR also took into consideration current trends and needs of volunteering, such as professionalism, focus on demand-driven approaches, on capacity building of local counterparts, or the wider LRRD<sup>1</sup> scope of humanitarian-related activities from preparedness and civil protection to recovery.

### **A.2. Approaches (Section B.1.2)**

The review was carried out over a period of 10 weeks (between July and September 2010) by a team of 3 consultants. All of them had taken part in the previous EVHAC Review carried out in 2005 and 2006, which provided comprehensive background information.

A first phase of the review was dedicated to a wide literature review (Annex D) and to the preparation of survey questionnaires. An Aide Memoire was submitted to DG ECHO mid-August. During the second phase, survey questionnaires were sent to 182 FPA partners of DG ECHO, all HAC members and Civil Protection National Contact Points, as well as to identified returned volunteers. In parallel, key stakeholders were visited in Brussels, Germany, Geneva, UK and Paris; others were approached by phone, mail and dedicated questionnaires (Annexes E - F). A brief field mission was also carried out in Haiti, to collect lessons regarding the involvement of international volunteers in this recent major crisis (Annex G). The draft report was submitted in due time before the dedicated stakeholders' conference, at the end of September. The scope of work was somewhat constrained by the limited period of time allocated for the review, which took place mostly during the months of summer holidays.

### **A.3. Key Findings and Lessons Learned (Section B.2, Annexes D - G)**

There was a consistency in the findings from the successive phases of research and from the variety of sources. The following paragraphs summarise the key findings and lessons by theme, along with the conclusions or recommendations which the team drew from those findings (recommendations are further detailed in B.3). Fuller details of findings themselves, organised by sources and stakeholders, can be found in Annex F.

#### **A.3.1. Present involvement of volunteers in humanitarian actions with DG ECHO partners**

Of the respondents to the DG ECHO partner survey (46 of about 182 invited), the majority stated

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<sup>1</sup> Linking Relief Rehabilitation and Development (LRRD): A communication from the European Commission to the European Council and European Parliament on LRRD policy can be found at: [http://ec.europa.eu/development/icenter/repository/COM\\_LRRD\\_en.pdf](http://ec.europa.eu/development/icenter/repository/COM_LRRD_en.pdf)

that they involve volunteers in their humanitarian activities, although very few would do so in emergency relief operations / man-made crises, and never with young unskilled volunteers. Volunteers deployed to international projects are mostly used for their specialised technical skills, generally for periods of less than 6 months. They are either young professionals, freshly graduated, or experienced ones. Where it relates to assignments inside the EU, organisations generally take on as volunteers young people still undergoing studies or those just graduated in relevant sectors, essentially for auxiliary support services or general administrative work. The majority of the responding organisations also indicated that they are planning to create new posts for experienced volunteers or young professionals in the near future, although the actual number of posts is quite limited. An EVS (European Voluntary Service) National Agency stated that the demand from interested youth is very high and that there is potential to increase the numbers of volunteers were there more funds available.

The reality of involving volunteers in today's humanitarian activities follows in general a needs based, rational approach: younger (less experienced) volunteers are mostly involved in the EU, and experienced and well trained volunteers are deployed to third countries. The review recommends that EVHAC reflect this approach to ensure the involvement of different groups of volunteers.

### **A.3.2. The key operational criteria for EVHAC are to respond to needs and to do no harm.**

These points were stressed by an overwhelming majority of interviewees and respondents to surveys; they were also summarised, together with most of the key issues below, in a joint position paper by ICRC, IFRC, OCHA and VOICE. Examples given by respondents were that European volunteers must not deprive locals of jobs or their own opportunities to volunteer; that volunteers must not be a security risk to themselves or others; that EVHAC should not distract from the sector's move towards professionalism (see section A.3.2 on training and standards); that volunteers should do only work required by the community or the operational agency (not work primarily aimed at benefitting the volunteer).

The key lesson from comparing the responses from Haiti to those from a similar visit to Sri Lanka in 2006 is that the added value of European volunteers will be affected by factors such as the local post-disaster situation, the local culture and particularly the strength of local civil society. It will be important in every post-disaster situation for a needs assessment to be undertaken to understand the skills needed and the optimal timing for the different skill levels of volunteers, as well as the capacity of the country (accommodation, food etc) and organisations (management time, tasks identified) to receive them.

To ensure buy-in from the humanitarian community (European and in-country) and adherence to principles of humanitarian action, the recommendations of the review are based on this premise of responding to need. To achieve this the review advocates a transparent partnership approach in setting up EVHAC, involving potential users of EVHAC volunteers during the setting-up stage and beyond (e.g. specific working groups) to base its activities on actual needs. It was also clear from responses that EVHAC-supported activities need to encompass the wider framework of humanitarian aid, from pre- to post-disaster work, and the full range of LRRD activities.

### **A.3.3. EVHAC should add value to existing schemes, without duplicating or competing.**

There are a large number of existing volunteer schemes within and outside Europe, defining volunteer in many different ways and ranging from basic induction for unskilled youth to

specialised rosters for professionals. Implementing organisations prefer to seek experienced experts for third country deployments, as well as some young professionals as trainees for career-entry schemes. Rosters for highly trained experts (including volunteers in some cases but not all) are operated by civil protection actors, some UN agencies such as OCHA<sup>2</sup>, UN Volunteers and UNHCR. The definition of what a volunteer is varies significantly: unpaid, trainee or experienced with stipend, etc. Volunteering organisations and networks often offer simultaneously several models of volunteering, which correspond to the demands of their respective target groups.

Some respondents provided useful suggestions regarding the possible role of EVHAC, to be focused on: (i) cooperating with the existing “diversity of actors” in EU humanitarian aid and civil protection, rather than setting up new schemes; and (ii) supporting actively the sector with services such as the development of common standards and guidelines as well as with the development of training modules for volunteers.

In considering the different groups of volunteers, the review suggests a stepped approach (“3 levels of volunteering”, described in B.3.1.2) in order to ensure EVHAC is of relevance to significant numbers of implementing partners and volunteers. A contribution by EVHAC to strengthening European volunteer involvement would be to support existing schemes such as career entry schemes, roster services, emergency response units, youth organisations of implementing organisations, etc. The matter of paying volunteers is dealt with in A.3.5. The review takes into account the respondents’ views that third country deployment of young (inexperienced) volunteers generally provides a low added value for the beneficiaries (depending on preparation, duration, support), since such schemes are mostly focused on the personal development of the young volunteers. Coordination should also be sought with the new Youth on the Move initiative<sup>3</sup>, in matters of e.g. vocational training, certificates and cooperation with the EURES job portal<sup>4</sup>.

There are several options for EVHAC to deal with rosters of experts. EVHAC may either operate its own roster/database, which would require extensive work and entail risks of duplication or confusion, and/or coordinate with existing rosters. It could also delegate the roster work for some specific sectors or skills to existing and well-functioning registers. An alternative would be to establish a “clearing house” database which would either collate needs identified at field level and trigger pre-existing arrangements with rosters, or/and try to match needs with offers from EU civil society actors or individuals.

A trade-off between co-financing by EVHAC of humanitarian volunteering projects and co-branding would be favourably envisaged by many key volunteer-sending organisations, provided that modalities can be discussed in working or focus groups.

**A.3.4. EVHAC could add value in contributing to strengthening a conducive environment for volunteering.** Some lessons learnt outline the frequent legal problems for volunteers (visas, work permits) and the lack of a consistent legal framework within Europe. A key role of

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<sup>2</sup> OCHA operates the Emergency Response Roster for surge capacity, the GenCap (Gender Capability) and ProCap (Protection Capability) rosters, for the benefit of UN agencies. High level “experts on mission” are provided exclusively through a “Stand-By Partnership Programme” of 12 partner organizations, which have their own rosters.

<sup>3</sup> Council of the European Union Resolution, 27<sup>th</sup> November 2009: [http://ec.europa.eu/youth/pdf/doc1648\\_en.pdf](http://ec.europa.eu/youth/pdf/doc1648_en.pdf)

<sup>4</sup> EURES Job Portal: <http://ec.europa.eu/eures/>

facilitation and coordination on the legal issues would be needed at the EU level, in coordination with e.g. the IDRL (International Disaster Response Laws, Rules and Principles)/IFRC and the UN. Many respondents outlined also the need for the recognition at EU level of volunteering assignments and of skills gained in this context. Conducive frameworks exist already in the UK and in Germany, although improvements may be needed. Such an environment has also recently been enhanced in France, with the adoption in 2005 of a law on volunteering contracts, and the creation in early 2010 of the “France Volontaires” platform.

Recognising that there are a variety of gaps in the current patterns of service provision to volunteers expressed by those organisations involving volunteers, the review suggests EVHAC address some of the priority service components for volunteering. These would include training support, information provision, strengthening of recognition, facilitation functions for visa / work permits, insurance matters. IFRC further recommended discussions in working groups to define possible cooperation in matters of e.g. IDRL and harmonized legal status and recognition for European volunteers in the EU and abroad.

**A.3.5. “Volunteering is not for free”.** This statement by returned volunteers applies to both sending organisations and the volunteers themselves. Almost all Europeans/Americans (aside from the initial flood of faith-based groups) who were volunteering in Haiti were paid more than expenses, some being paid their full salaries by employers willing to let their staff member volunteer, or by governments through nationally funded schemes. However, despite receiving some kind of remuneration/stipend, many volunteers also stated that they have contributed financially themselves to their mission. The successive tasks of identification, recruitment, training, integration, and supervision and returnee care services are very demanding and costly; a majority of actors expressed therefore their need for funding and supporting services, to ensure inclusivity and enable a larger number of volunteers to get involved in humanitarian assistance.

This finding requires EVHAC to consider and to define remuneration and compensation schemes (e.g. by level of volunteering) – benchmarked with the remuneration approach of existing schemes to prevent “market distortion”. It also makes EU support for volunteering a costly exercise but will offer opportunities for greater inclusivity.

**A.3.6. The question of professionalism and training of the volunteers.** Lessons learnt from volunteers’ involvements in previous humanitarian crises point to a number of recurrent patterns, e.g. the need for experienced, skilled volunteers rather than young unskilled ones (at least during the first 6 months of an emergency), the need for long-term commitments by volunteers, the need for structured training (security, cultural sensitization, language skills), and a code of practice for volunteers. Respondents to the different surveys confirmed the need for targeted training and mission preparation as well as for development of common standards and guidelines for the management and training of volunteers. The major challenges mentioned by sending organisations are (i) the identification and recruitment of suitable volunteers and (ii) the training and preparation of volunteers and iii) organisational capacity to manage them.

Responding to the expressed needs of the actors for professionalism and training, one suggested field of activity for EVHAC is to support training and promote volunteer management standards and guidelines. The review further recommends cooperation to be established with some EU government-funded schemes for introducing young people, often unskilled or with



fewer opportunities, to humanitarian-related values and vocational training, through projects of variable duration in the EU or in safe areas abroad (Weltwärts, the French Service Civique etc). Support of operational agencies would come through any central support EVHAC would give to rosters and training provision, and funding for enhancing their agencies' capacity to manage volunteers.

**A.3.7. Counterparting and the crucial importance of strengthening local capacities.** The 2006 review had already outlined the importance of skills transfer and support for local organizations and volunteers, which are “faster, cheaper, and more sustainable”. This approach was confirmed by many respondents to the present review. In Haiti, counterparting (teaming an international volunteer with a local for mutual benefit – as well as for the community) was mentioned as “the best of all worlds”.

To reflect the strongly-held views of its stakeholders ECHO, in establishing EVHAC, needs to consider the inclusion of support for in-country volunteering initiatives and the strengthening of local capacity through volunteering.

**A.3.8. The possible contributions from the private and public sectors.** There are several models of volunteering used by the private sector, identified by the review, which may be of interest for EVHAC, such as allowing volunteering by staff or funding others to volunteer. This may provide some highly experienced volunteers with specific skill-sets (e.g. logistics, management, healthcare) which are much needed to supply the surge capacity in the first hours or days of a disaster and thereafter. In this respect, the Irish Rapid Response initiative appears as a model.

The highest level (level 3) of the recommended model for involving volunteers under EVHAC would accommodate private and public sector contributions of high level experts.

**A.3.9. Remote volunteering.** There are some very interesting opportunities for humanitarian agencies to benefit from online volunteers, either in preparatory work (mentoring schemes) or in their operational and ordinary back-office functions (mapping, website management, fund raising, short translations in unusual languages etc), as they try to upscale in response to a disaster. Online volunteering and “crowdsourcing” would also provide opportunities for young people to contribute to a European response remotely. However, alternative forms of volunteering raised only modest interest among returned volunteers.

If EVHAC decides to support remote volunteering, it could seek cooperation with already established platforms such as UN Online Volunteers or existing crowdsourcing initiatives to speed up the setting-up process (probably under co-branding agreements).

**A.3.10. Bearing all this in mind, how should EVHAC be implemented?** In accordance with the above findings, a few benchmarks of potential relevance for EVHAC have been subjected to in-depth assessments. The analyses confirmed that, although relevant components could be found in all cases (large programmes of young volunteers abroad, the use of experienced returned volunteers), EVHAC would not benefit from the experience of a sufficiently compatible benchmark, and would therefore have to define its own original structure and mode of operation, preferably through a gradual “learning by doing” approach. The literature review has also

analysed the limitations of the current DG ECHO Regulation, which is not adapted to the setting up of EVHAC and needs to be revised.

The EAC-EA Executive agency, which already supervises the volunteering actions of the DG EAC Youth In Action programme – some of which are sending large numbers of young European volunteers in third countries to implement humanitarian-related projects - appeared as the most relevant existing management structure for a rapid setting up of EVHAC, though even if this route is chosen a staged approach should be preferred.

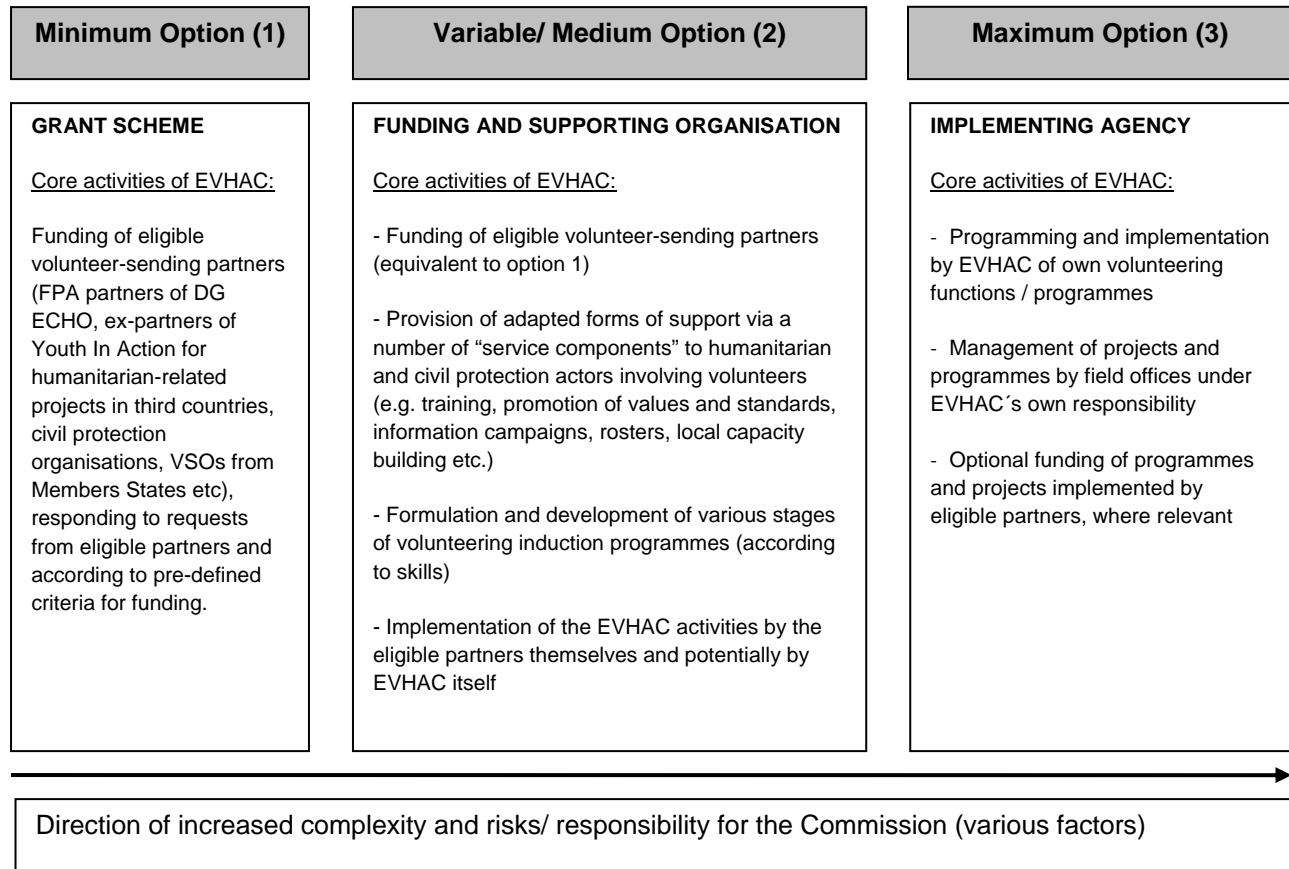
#### **A.4. Options and overall recommendations (Section B.3)**

Considering the findings and lessons learned and particularly looking at the gaps and needs identified, the review would provide the following implementation recommendations:

- To apply a gradual, “soft start” approach for the launch of EVHAC during the European Year of Volunteering 2011, leaving time for more consultation and studies, and to test-pilot options. The reasons include e.g. the necessary coherence with other contiguous processes, the need to set up coordination mechanisms with concerned actors etc (see B.3.1.1).
- To adopt a do-no-harm, cooperative approach, which would avoid disrupting already well-functioning volunteering schemes by creating confusion and competition, and ensure that demand takes precedence over supply.
- To sub-divide EVHAC into three main levels, which all have their own specific value and impact. This would reflect the wide range of expertise found in volunteers and required by implementing agencies. It would offer adapted approaches, from the gradual induction of young unskilled volunteers to humanitarian-related projects and principles, to junior professionals, and finally to experienced volunteers (professionals) who can be used for surge capacity in disaster response (B.3.1.2).
- To outsource the management (e.g. to the EAC-EA Executive Agency), considering that DG ECHO’s clear intention is not to divert budgetary resources from current projects to EVHAC. An adapted governance body for EVHAC should be set up, which would include DG ECHO together with representatives of the Member States and the main partners, to ensure close coordination with the principles and activities of DG ECHO (B.3.1.3).

In this framework, three options have been presented for the implementation of EVHAC:

- a relatively limited grant scheme (B.3.3),
- a pro-active funding and supporting organisation (B.3.4),
- and a more ambitious programming and implementing agency (B.3.5).



The preferred option of the review (also confirmed by a majority of respondents) is the "medium" implementing option 2 as the most adequate in a situation where EVHAC has to insert itself into a complex framework of EU volunteer-sending organisations and volunteering schemes without disrupting what already exists and functions. EVHAC should on the contrary be in a position to add the value of a European dimension for necessary harmonization and promotion, and provide funds where relevant schemes may be in need – in a "win-win" trade off for EU visibility.

Option 2 would also leave the implementation of projects to the partners, who would continue using their own established procedures, (provided that these remain consistent with new proposed standards).

## **MAIN REPORT**

### **B.1. INTRODUCTION**

#### **B.1.1. Background and EU Context**

The article 214.5 of the Treaty on European Union (TEU), or “Treaty of Lisbon”, which explicitly foresees the setting up of a European Voluntary Humanitarian Aid Corps, reads as follows:

*“In order to establish a framework for joint contributions from young Europeans to the humanitarian aid operations of the Union, a European Voluntary Humanitarian Aid Corps shall be set up. The European Parliament and the Council, acting by means of regulations in accordance with the ordinary legislative procedure, shall determine the rules and procedures for the operation of the Corps.”*

It should be noted that the acronym “EVHAC” is being used for convenience purpose in this review, although it is not specifically mentioned in the TEU. The acronym was however present in the draft EU Constitution of 2003 (art 321.5), and the previous review carried out in 2005 - 2006 on the subject<sup>5</sup> has outlined the various reasons why both the acronym “EVHAC” and the term “corps” were not appropriate: lack of clear evocative purpose, misleading references to “evacuation” or military organisation, possible confusion in French with “cadaver” etc.

In its most recent version, the concept was launched by the Greek presidency of the Union in 2003. EVHAC is however the outcome of a complex thought process, the origins of which can be traced back to the early 1990s<sup>6</sup>. The process has gradually encompassed the notions of volunteering, young people, and humanitarian aid - which has consistently been considered in the context of the EU crisis management tools.

Since 2003, the initiative has also regularly been opposed by many key humanitarian actors involved in volunteering (IFRC, VOICE, OCHA etc). Among a number of negative reasons, the EVHAC provision crucially appeared to be in contradiction with the overall effort to “professionalise” the increasingly demanding and dangerous humanitarian interventions, as “young” is generally taken for “inexperienced”.

#### **B.1.2. Our Approach: Principles and Methodology**

##### **Objectives of the Review**

The overall objective of this review, as defined in the ToR (see Annex A), is “to support the European Commission in setting up a European Voluntary Humanitarian Aid Corps”. The expected outputs were the following:

- To conduct a comprehensive analysis of existing voluntary schemes (those relevant to the planned EVHAC with focus on humanitarian assistance).

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<sup>5</sup> Review concerning the establishment of a European Voluntary Humanitarian Aid Corps“, Prolog 2006 for DG ECHO

<sup>6</sup> As identified in a paper commissioned by DG ECHO from NOHA, March 2010

- To identify different options for the setting-up of EVHAC in terms of structure, scope and focus, while taking into account the operational setting of humanitarian actions as well as the organisational reality of the EU humanitarian assistance framework and its actors.
- To assess the cost component of each identified option for comparison and to comment on the expected benefits of the options.

### **Methodology, constraints and principles**

The review was carried out by a team of 3 consultants over a period of 10 weeks (12 July - 22 September). The work mostly took place during the months of summer holidays, which limited or postponed a number of key meetings<sup>7</sup> until late September. To balance these restrictions, the review team could draw on the findings made during the previous EVHAC review, in which all the consultants had taken part. Throughout the process, the review team's activities have been guided by a set of eight basic principles<sup>8</sup> which are outlined in Annex K.

### **Literature review**

In the early phase, the review team conducted a comprehensive analysis of a large number of key documents<sup>9</sup> such as background documents pertaining to the relevant EU and Commission legal and institutional frameworks, other international public programmes dealing with volunteering, key organizations active in humanitarian aid and civil protection, standards, training schemes and rosters, and also some lessons learnt on volunteering from recent humanitarian situations. Survey questionnaires were prepared for selected stakeholders (below).

### **Field visits and surveys**

Between mid-August and mid-September, key stakeholders were visited in Brussels, Germany, Geneva, UK and Paris; others were approached by phone, mail and dedicated questionnaires. A one-week field mission was carried out in Haiti, to collect lessons regarding the involvement of international volunteers in this crisis<sup>10</sup>.

The survey questionnaires were disseminated to:

- DG ECHO FPA partners (182)
- HAC members (27) / Civil Protection National Contact Points (27), invited by DG ECHO
- Returned volunteers (located through volunteer sending organisations, 22 replies).

In addition to DG ECHO's support and knowledgeable comments during this process, particular support was also provided by VOICE, which informed its members about the exercise, as well as by the IFRC, OCHA and UNHCR Liaison offices in Brussels. The major European volunteering associations were contacted to disseminate information about the EVHAC setting-up process among their members; several of them received also a questionnaire<sup>11</sup>.

Key outputs included information about organizational and cost structures of a number of relevant schemes, which contributed to the definition of the options outlined in chapter B.3.

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<sup>7</sup> A timetable and list of meetings can be found in Annex B

<sup>8</sup> The eight basic principles are outlined in Annex K

<sup>9</sup> A complete bibliography of reviewed documents can be found in Annex C

<sup>10</sup> More information is provided in the Annexes F and G

<sup>11</sup> Findings are summarized in chapter B.2, and additional details by source can be found in Annexes E – G

## **B.2. KEY FINDINGS AND LESSONS LEARNED**

*During the project the consultants reviewed websites and literature, and received feedback and input from numerous individuals in some eighty organisations (the “respondents”). These included European HQs of larger operational agencies such as the Red Cross, UN bodies, and International NGOs as well as Haiti offices of these agencies, networks, governments, volunteer-sending and civil protection organisations, and volunteers themselves. Many actors and issues which have been listed and reviewed, had already been considered in 2006 EVHAC review (DG ECHO’s institutional framework, NOHA, Red Cross movement and UN agencies, key national schemes and VSOs, standards and rosters). A relatively limited number of new initiatives and actors have appeared or developed in the meantime: the TEU, online volunteering, public-private partnerships, etc (see bibliography in Annex C). Nevertheless, a comprehensive mapping of the extremely large, complex, and continuously expanding environment of volunteer-sending or closely related organizations and networks of organizations (often leading themselves to even more organizations and networks) appears as a challenge. Such a mapping at the European level could become one of the tasks of EVHAC.*

*This chapter will provide (1) a summary of the main findings listed by source of information<sup>12</sup> - although some of the most commonly expressed comments may appear somewhat repetitive, (2) a discussion regarding some key relevant issues and opportunities, and (3) the main lessons learned and conclusions.*

### **B.2.1. Key Findings of the Review**

#### **Literature review (Annex D and Aide Memoire)**

Amongst relevant EU legal and institutional documents the literature review has analysed in particular the current DG ECHO Regulation (which will be revised), the documents related to the European year of volunteering (EYV) in 2011, the Youth In Action programme of DG EAC and the EAC-EA Executive Agency (see also below under benchmarks), the EURES job mobility portal managed by DG EMPL, or the NOHA master in humanitarian studies.

Volunteering-sending organisations (VSO) and networks often offer simultaneously several models of volunteering, which correspond to the demands of their respective target groups, and which would need to be considered by EVHAC in order to attract the interest of significant numbers of implementing partners and volunteers. Although the review has identified a significant number of national schemes (EU and external) for sending young (and more experienced) volunteers abroad, these are all limited to various development cooperation activities in safe environments and cannot provide usable benchmarks for EVHAC. Some useful lessons learnt have however been found.

Lessons learnt from previous volunteers’ involvements in humanitarian crises point at a number of recurrent patterns:

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<sup>12</sup> Full details can be found in Annexes D to G

- the need for experienced, skilled volunteers rather than young unskilled ones (at least during the first 6 months of an emergency);
- the need for stand-by rosters of experienced volunteers, to be used for surge capacity in the event of a disaster;
- the need for long-term commitments by volunteers;
- the need for structured training (security, cultural sensitization, language skills), and code of practice for volunteers;
- the negative perception of 'voluntourism', including the recognition in that milieu that it is inappropriate for volunteers to be sent early to disaster situations;
- the crucial role of volunteering organisations in the countries where ECHO's partners work.

Some lessons learnt outline also the frequent legal problems (such as e.g. status, visa, work permits etc), even for professionals who volunteer their time, and the lack of a consistent legal framework.

There are several models of volunteering used by the private sector which may be of interest for EVHAC, such as allowing volunteering by staff or funding others to volunteer, since this may provide some highly experienced volunteers in skills (logistics, management, healthcare, etc) which are much needed to supply the surge capacity in the first hours or days of a disaster. In this respect, the Irish Rapid Response initiative is a model.

There are some very interesting opportunities for humanitarian agencies to benefit from online volunteers, either in preparatory work (lowering website bandwidths, arranging mentoring schemes) or in their operational and ordinary back-office functions (mapping, website management, fund raising, short translations in unusual languages, etc), as they try to upscale in response to a disaster. Online volunteering and "crowdsourcing" would also provide opportunities for young people to contribute to a European response remotely.

### **Surveys (Annex E)**

Three different surveys were prepared and circulated among DG ECHO partners, HAC Members and National Contact Points Civil Protection and returned volunteers.

- **DG ECHO Partners** - Altogether, 46 DG ECHO partners responded to the web-based survey, which represents a return rate of around 25% (182 invited organisations). A majority of respondents (> 80%) stated that they involve volunteers in their humanitarian activities, although very few would do so in emergency relief operations / man-made crisis and not for young volunteers (a clear recurrent message in this case is "do not go!"). The definition of volunteer and volunteering is however not fully consistent amongst the respondents (from unpaid in the EU to professionals abroad).

The major challenges organisations are faced with are (i) the identification and recruitment of suitable volunteers and (ii) their training and preparation. Volunteers deployed to international projects are mostly used for their specialised technical skills or in auxiliary support services, generally for periods of less than 6 months. They are either young professionals (< 5 years of experience) or experienced ones. Where it relates to assignments in the EU, organisations generally employ young people still undergoing studies or those just graduated in relevant

sectors, essentially for auxiliary support services or general administrative work. The typical average duration is longer than for international assignments.

The majority of the responding organisations (61% of the respondents) indicated that they are planning to create new posts for volunteers in the next 12 – 24 months, even though in a limited number. They would be looking mostly for (1) experienced professionals/senior experts and (2) young professionals with 2 – 5 years of experience or just graduated young professionals.

While some respondents questioned the justification and usefulness of EVHAC (for reasons of field security, risks to professionalism, of politically supply-driven scheme, cost benefit etc), others provided suggestions: to support volunteering projects in the EU, to focus on strengthening the capacity of humanitarian organisations to build and maintain volunteer based systems relevant to their mandate and objectives, to intervene in the context of natural disasters, preparedness and recovery, etc. A very comprehensive statement was e.g. provided by the Belgian Red Cross, which is presented in its original text here below since it encapsulates many of the aspects which were also often addressed and shared by other respondents:

Table 1

**Suggestions provided by the Belgian Red Cross (provided as an example):**

1. EVHAC must be guided by humanitarian objectives and respond to humanitarian needs.
2. EVHAC should not duplicate existing volunteering organizations only for EU visibility reasons but should increase the impact and efficiency of existing structures.
3. EVHAC should promote complementarity and coherence with existing volunteering organizations, particularly the RCRC Movement.
4. EVHAC should clearly prioritise knowledge/skills transfer for the benefit of local partners / beneficiaries rather than volunteerism for the volunteers own education and personal development.
5. EVHAC should not compromise the professionalism of the humanitarian actors but further promote it by e.g. supporting capacity building and training of local and international volunteering organizations.
6. EVAHC should contribute to capacity building at local level and not replace local volunteers. The added value of volunteerism is to strengthen local civil society.
7. Due to the increasing complexity of humanitarian situations and the deterioration of security conditions in the field, EVHAC should intervene only in the context of natural disasters.
8. EVHAC should consider supporting volunteers in on the margins of humanitarian action for pre-disaster preparedness and post-disaster recovery where there are better conditions for volunteer access and impact.
9. EVHAC should seek to strengthen and further professionalise local volunteer mobilisation and management as a skill / resource in humanitarian aid.
10. EVHAC should seek to promote volunteering globally based on a clear vision and humanitarian principles.
11. EVHAC should consider innovative ways for volunteers to contribute to humanitarian action without requiring a field deployment - such as remote technical support (virtual / online), awareness raising, fund-raising, etc.

Regarding the choice between the tentative implementation models proposed in the surveys (which roughly correspond to the three options mentioned under A.4 of the Executive summary and presented in heading B.3), the respondents clearly voted for an EVHAC which would be working through external partners and would support their activities (40 respondents out of 46 or 87%), and rather more as a funding and proactively supporting organisation (option 2) than a grant scheme (option 1).

When questioned about the services and responsibilities that DG ECHO partners would be ready to delegate or not to EVHAC, the respondents provided a consistent pattern which is



shown below. It indicates that most organisations would resist delegating core organisational activities and decisions related to human resources development and management.

Table 2

To be delegated to EVHAC	<u>Not</u> to be delegated to EVHAC
<ul style="list-style-type: none"> <li>▪ For the case that EVHAC funds volunteer assignments a “co-branding” of our volunteers would be acceptable (e.g. supported by EVHAC)</li> <li>▪ Only funding of volunteer involvement is acceptable</li> <li>▪ Identification, funding and training of volunteers</li> <li>▪ Common insurance for volunteers</li> <li>▪ Work permissions and visa application support at central level</li> <li>▪ EVHAC data-base of pre-screened volunteers from all over Europe (accessible to all EVHAC partners)</li> <li>▪ Funding scheme for the deployment of volunteers to third countries</li> <li>▪ EVHAC could act as knowledge management centre and network focal point between volunteers and humanitarian agencies</li> <li>▪ Basic training and introduction seminars (for new comers in the humanitarian field)</li> <li>▪ Care services for volunteers</li> <li>▪ Standardised insurance cover for volunteers in third countries</li> <li>▪ Field coordination for volunteers deployed directly by EVHAC.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Final recruitment decision</li> <li>▪ Civil protection volunteers involvement</li> <li>▪ Personnel management</li> <li>▪ Decisions on deployments</li> <li>▪ Supervision of deployed volunteers</li> <li>▪ Day-to-day management of volunteers</li> <li>▪ Recruitment, management and supervision of volunteers</li> <li>▪ Final selection and definition of roles and positions</li> <li>▪ Evaluation of volunteer indemnities</li> <li>▪ Identification of demand at field level</li> <li>▪ Project design, security management, donor relations.</li> </ul>

**- HAC Members and National Contact Points Civil Protection** - The responses received from HAC members or National Contact Points for Civil Protection (10 responses) cannot be called representative but provided nonetheless comprehensive statements and suggestions, such as to focus on the core challenges of identification, qualification, training and preparation of volunteers. They also suggested e.g. that EVHAC should contribute to strengthening national volunteering schemes within the framework of existing institutions and organisations in the Member States -rather than setting up new systems and procedures-, or to developing common standards for certification and training of (humanitarian) volunteers.

The respondents expressed concerns regarding the inadequate involvement of volunteers, meaning to involve volunteers to emergency relief operations in man-made crisis without relevant experience. Further concerns related the risk of being driven by visibility, the duplication of systems and the potential loss of professionalism and quality. Furthermore, some comments were directed at the risk of distortion of the competition on (human) resources.

**- Returned Volunteers** - 22 returned volunteers, all EU citizens, have responded to the anonymous survey. Due to this relatively low figure the survey cannot be called representative, although some trends are clearly visible which confirm the results of the comparable survey carried out in 2006. The main findings from the returned volunteers indicate e.g. that volunteering abroad is “not for free” either for the sending organisations (various levels of

stipends for the vast majority in addition to reimbursement of expenses) or for the volunteers themselves (around 60% of the respondents had contributed financially to the assignment). Most volunteers were satisfied with their experience and their sending organisations, although better training, preparation and support during the mission were still seen as critical. They were also mostly ready to go (or return) to complex crisis situations, which is not entirely consistent with the repeated concerns above.

### **Meetings with key stakeholders and actors (Annex F.1)**

A number of meetings have taken place with key stakeholders and actors of European volunteering. Among them, the joint position of IFRC, OCHA, ICRC and VOICE should be noted, as well as the findings collected from meetings with UNV, some large volunteering NGOs, EVS, German civil protection actors such as DKKV and THW, Italian Civil Protection, or the France Volontaires platform.

The following statements should be outlined:

- An EVS (European Volunteer service) National Agency stated that the demand from interested youths is very high and that there is a potential to increase the numbers of volunteers were there more funds available. Advocacy regarding legal status and recognition of volunteering assignments would also be needed.
- According to some key German civil protection actors (DKKV, ASB / Samaritans), the (well trained) volunteers of organisations already active in civil protection might also be captured in a EU roster of available specialists, provided that the different organisations can maintain their visibility in a commonly acceptable and shared fashion with EVHAC.
- A trade-off between co-branding and support and co-financing by EVHAC of e.g. training of volunteers and missions of rapid deployment teams would also be envisaged by some large German organisations such as the Samariter (ASB), provided that adequate modalities for such an approach can be found.
- A conducive environment for volunteering has recently been enhanced in France, with the adoption in 2005 of a law on volunteering contracts, and the creation in early 2010 of the “France Volontaires” platform as well as the “Service Civique Volontaire”. The latest aims at reaching by 2014 up to 10% of the age class (some 74.000 youths per year). 5% of them would be sent abroad (some 3.000 per year); cooperation with EVHAC would be favourably considered. The governance body of France Volontaires (shared between government institutions, partners and experts) is an example of good practice.
- Cooperation could also be established with some other EU government-funded schemes for introducing young people, often unskilled or with fewer opportunities, to humanitarian-related values and vocational training, through projects of variable duration in the EU or in safe areas abroad. Among these schemes, the German Weltwärts was arguably the most eligible, although cooperation with the possible successor to UK’s Platform2 should also be considered through discussions in working groups.
- The forms of partnership established by Irish Aid with private sector employers and organisations would be a potential model for EVHAC to engage with.

- IFRC, together with OCHA, ICRC and VOICE, issued a number of key recommendations regarding EVHAC in the framework of the UN response to the mid-term review of the Action Plan on the EU Consensus on Humanitarian Aid, such as the need for EVHAC to:
  - answer to humanitarian imperatives only;
  - not serve primarily EU visibility purposes;
  - considering security constraints, to limit interventions to situations of natural disasters, provided that case-by-case analyses and needs assessments allow it;
  - not compromise the trend towards greater professionalism and reinforcement of local capacities;
  - not duplicate existing operational humanitarian bodies or activities;
  - remain accountable to DG ECHO and not to impact on the current budget but draw from additional funding;
  - adapt with flexibility on a case-by-case basis according to activities, places of intervention and composition of teams.
- IFRC further recommended discussions in working groups to define possible cooperation in matters of e.g. IDRL and harmonized legal status and recognition for European volunteers in the EU and abroad, as well as regarding their recently established “Academic Network” aiming at a comprehensive learning and training approach for volunteers.
- OCHA operates several relevant rosters, such as the Emergency Response Roster for surge capacity, or the GenCap (Gender Capability) and ProCap (Protection Capability) rosters, for the benefit of UN agencies. These rosters are mostly using high level “experts on mission”, which are usually not volunteers. Emergency response experts are provided exclusively through a “Stand-By Partnership Programme” of 12 partner organizations, which have their own rosters. A recommendation for EVHAC is to team up with the Stand-By Partners, although EU visibility is likely to be somewhat diluted in the process.
- The possible cooperation with UNV – to be preferably established through ad hoc working groups - could be focused on e.g. the availability of training and refresher courses, the establishment of common standards for recruitment, the certification/quality assurance for competences mentioned in CVs, and consistency/comparability between various diplomas, joint advocacy for the recognition of volunteering (including towards the private sector), and coordination of rosters for surge capacity.
- Save the Children UK operates already two relevant career entry programmes for young interns and trainees (the Child Protection Trainee scheme and the Humanitarian Leadership Trainee programme) as well as a structured training programme intended to get people 'field ready'. The organisation believes that EVHAC could be “an opportunity to set the standards for the sector”.
- VSO (Volunteering Services Overseas), the world’s leading independent organisation that works through volunteers to fight poverty in developing countries, is primarily funded by DfID and acts as an international federation. Its experience, learning tools and networking would make it a key potential partner for the development and implementation of EVHAC.
- Coordination should also be sought with the new Youth on the Move initiative, in matters of e.g. vocational training, certificates and cooperation with the EURES job portal.

## **Some potential benchmarking organisations (Annex F)**

A few potential benchmarks have been the subject of in-depth assessments of e.g. their potential relevance for EVHAC and the key differences. The analyses of Weltwärts, Malteser or the US Peace Corps Response confirmed the literature review finding that, although relevant components could be found in all cases (large programmes of young volunteers abroad, the use of experienced returned volunteers), no significantly compatible benchmark for EVHAC was to be found, and that EVHAC would therefore have to define its own original structure and mode of operation – which leads to the recommendations below of adopting a gradual “learning by doing” approach, without disrupting existing schemes in the process.

The EAC-EA Executive agency, which already supervises the volunteering actions of the DG EAC Youth In Action programme – some of which are sending large numbers of young European volunteers in third countries to implement humanitarian-related projects - appeared as the most relevant existing management structure for a rapid setting up of EVHAC, even though a staged approach is also recommended.

A financial benchmarking (see table 5 in chapter B.3) provides some relevant elements to estimate tentative costs for deploying the different types of volunteers.

## **Field visit to Haiti (Annex G)**

The knowledge that EVHAC will be established focused the respondents’ minds on the positives that can be gained from such an initiative. Among many, the following remarks and suggestions were collected:

- The key criterion for EVHAC is to respond to need. Needs of aid organizations are primarily for people with skills. The beneficiary population’s need is for jobs or work, hence no volunteer should replace what a local can do.
- Almost all Europeans/Americans (aside from the initial flood of church groups) who were volunteering in Haiti were paid more than expenses, some being paid their full salaries by employers willing to let their staff member volunteer, or by governments through nationally funded schemes.
- ECHO’s FPA partners would mostly favour financial support for career-entry schemes, to include strengthening of their HQ and field office capacity to manage such schemes.
- Language skills, as well as training in key topics (e.g. security, the humanitarian sector, and local culture) would be a pre-requisite for all volunteers.

The key lesson from comparing the responses from Haiti to those from a similar visit to Sri Lanka in 2006 is that the added value of European volunteers will be affected by factors such as the local post-disaster situation, the local culture and particularly the strength of local civil society. It will be important in every post-disaster situation for a needs assessment to be undertaken (with NGOs and UN partners of ECHO) to understand the skills needed and the optimal timing for the different skill levels of volunteers, as well as the capacity of the country (accommodation, food) and organisations (management time, tasks identified) to receive them.

## **B.2.2. Some Additional Key Issues and Opportunities**

### **Flexibility of scope and definitions in the ToR**

In a rather more open perspective than for the 2006 review, the current ToR (Annex A) do not focus on a narrow understanding of “young” volunteers to be involved in “humanitarian” operations, which were bound to restrict the implementing possibilities of EVHAC, but authorize a flexible approach to these key terms. The ToR state that young Europeans should still provide an important contribution to volunteering activities in the field of humanitarian aid, but security risks must be duly considered and other categories of European citizens should not be excluded, in order to achieve a suitable level of effectiveness in a variety of situations and support the efforts towards professionalism. Accordingly, humanitarian aid should be considered in a wider sense, including preparedness to- and recovery/LRRD in the aftermath of disasters. Finally, and also in accordance with the general trend of humanitarian aid and volunteering, activities supporting the crucial capacity building of local organizations in beneficiary countries should be considered – providing that such activities can demonstrate a European added value, e.g. through pairing and twinning approaches, as recommended in Haiti.

### **Security**

Even more than in 2006, security remains a key issue, and regularly increasing related costs do not ensure a diminishing of incidents, on the contrary. Many countries which are subject to natural disasters also present high levels of risks. In the case of armed conflict (man-made disasters), humanitarian interventions are increasingly dangerous and security has become the priority concern of aid workers. It is estimated that 80% of humanitarian aid is provided to areas affected by conflicts. The factors causing such an evolution are multifold.

- Protracted conflict situations, which have in some cases been extended over decades, tend to accustom people to some level of violence, either in their daily fight for survival or in struggle for power.
- NATO or UN-led military interventions are regularly labeled as “humanitarian“, which tends to create confusion. EU-led interventions, which may be increasing in the future, could potentially create additional confusion with regard to European aid workers and volunteers.
- Statistics indicate that violations of IHL are common. In 2008, 260 aid workers were kidnapped, killed, or seriously injured in violent attacks, making it the deadliest since 1996. Among these, 122 were killed - an increase of 50% from the previous year. Kidnappings continued to remain prevalent following a sharp upswing of incidences since 2006. The average number of incidents for each year between 2006 and 2008 (127) represented an 89% increase from the previous three-year period, 2003-2005, and a 177% increase from the annual average going back to 1997. Long-term trends continue to show that national (locally hired) staff suffer most, but attacks against international (expatriate) staff have risen dramatically in the most dangerous field setting, driven in part by an increase in politically motivated violence. Three-quarters of all aid worker attacks over the past three years have however taken place in just six countries - Sudan, Afghanistan, Somalia, Sri Lanka, Chad (Darfur), Iraq, and Pakistan. In the same period, kidnappings of aid workers have increased by no less than 350%, since international staff appear valuable in terms of ransom, and

make more visible political statements<sup>13</sup>. Provisional figures for 2009<sup>14</sup> in general confirm the indicated trends, 278 humanitarian aid workers were victims of serious security incidents as compared to 260 in 2008, 102 humanitarian aid workers were killed in 2009 and 92 were kidnapped.

The question of the responsibility for security and for the victims of security incidents among e.g. EU volunteers supported by EVHAC will therefore need to be carefully measured in a trade-off against the desired European visibility.

### **Professionalisation of humanitarian aid vs volunteering**

One of the major trends in humanitarian aid aims at increasing the professionalism of aid actors, to better respond to increasing challenges from the field; as a consequence, many actors insist on the fact that volunteers, if they need to be deployed in emergency situations, would also have to demonstrate appropriate levels of expertise and be e.g. fully trained in security standards. This approach is however somewhat disputed by e.g. some French NGOs, who claim that standards are necessary but not all-encompassing, and an (Anglo-Saxon) excessive focus on such standards and “professionalization” may have detrimental effects on the necessary opening of humanitarian aid and volunteering to the youths, often enthusiastic but unskilled, and sometimes also disadvantaged by “fewer opportunities”.

This debate has now been on-going for several years in humanitarian fora. The opponents claim among others that “humanitarianism deals with people and it is those people who should be put at the heart of any project. Only the beneficiaries of humanitarian activities are entitled to assess our action. The use of technical norms should be guided by an essential benchmark, namely the satisfaction of the people concerned...the risk of the complete professionalization of humanitarian aid is that it could create a closed, inward-looking and rigid professional community. Humanitarian aid should remain a space where professional volunteers can express their solidarity towards crisis-affected people outside their normal professional activities. This ensures open-mindedness, since volunteers who have been involved in humanitarian activities have a different world vision and become passionate advocates for international solidarity”<sup>15</sup>.

Without entering into this debate, which is not the main subject of the present review, it should be noted that both approaches should probably be considered in parallel by EVHAC, at different levels or stages of the involvement of volunteers, as proposed under B.3 below. Whereas professionalism should be the rule in humanitarian emergencies, there is also a need to support various schemes and programmes aiming at progressively involving the young volunteers, and give them some additional opportunities to acquire key skills and attitudes. This multi-faceted approach would be consistent e.g. with some assessed volunteering programmes by Member States and recent policies and initiative from the EU, such as “Youth on the Move”.

### **Climate change, natural disasters and civil protection**

The blurring of lines between humanitarian aid and civil protection is likely to further increase in the foreseeable future, due e.g. to the coherence of external action required by the TEU, the

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<sup>13</sup> Humanitarian Policy Group Overseas Development Institute, in VOICE Out Loud n°10, Dec 2009

<sup>14</sup> Source: Aid Workers Security Database ([www.aidworkerssecurity.org](http://www.aidworkerssecurity.org))

<sup>15</sup> MdM, in VOICE Out Loud n°10.

merging of the two activities into the new portfolio of DG ECHO, some possible joint training courses and, crucially, the growing focus on natural disasters due to climate change.

More and more, future humanitarian crises are likely to have their root causes triggered by such disasters and/or increasingly scarce resources, and may then evolve into outright conflicts. "Pure" man-made humanitarian crises and conflicts, which mostly emerged from the Cold War and the collapse of the Eastern bloc, are gradually being "downgraded" into political processes or into low-visibility, protracted, and highly complex situations, often quite limited in their scopes. Exceptions are few: Afghanistan, Palestine, perhaps Darfur – although there is a significant factor of natural disaster (drought) and of subsequent access to sufficient natural resources for all (water) in these three crises.

In this framework, the scope of work and the necessary cooperation in interventions between humanitarian aid -which follows the principle of independence- and civil protection - which is acting upon requests from governments- would therefore need to be clearly defined in the new ECHO regulation. This firmly established legal base for action would arguably be a pre-requisite for EVHAC's activities, to avoid detrimental confusion between humanitarian and civil protection field actors, which may both be using European volunteers in the same crises.

### **B.2.3. Key Lessons Learned and Conclusions**

*Patterns of consistent findings which have been collected throughout the successive phases of the review and from the various sources, have led to some key lessons learned and conclusions. These can be summarised as follows, and are leading themselves to the implementing options and recommendations proposed under B.3.*

#### **B.2.3.1. Lessons Learned**

**There are already a large number of different humanitarian-related schemes and types of volunteers** in the EU and abroad, from basic induction for unskilled youths to specialised rosters for professional. Volunteering organisations and networks often offer simultaneously several models of volunteering, which correspond to the demands of their respective target groups, and which would need to be considered by EVHAC in order to attract the interest of significant numbers of implementing partners and volunteers. The definition of what a volunteer is varies therefore significantly: unpaid, trainee or experienced with stipend, etc).

In parallel, rosters for highly trained experts (including in some cases but not always volunteers) are operated by civil protection actors, some UN agencies such as OCHA or UN Volunteers.

Nevertheless, implementing organisations preferably seek experienced experts for third country deployments, as well as some young professionals as trainees for career-entry schemes.

#### **In that framework, the key operational criterion for EVHAC is to respond to demands...**

Respondents were unanimous and adamant that EVHAC should not be supply-driven i.e. driven by political need or volunteer-supply. EVHAC should respond to needs and demands coming

from actors involved in humanitarian aid and civil protection, including on issues such as the expertise required of the volunteers, the tasks they would carry out, the length of their assignment. A lesson learnt in Haiti was that organisations' need is primarily for people with skills. The beneficiary population's need is for jobs or work, so no volunteer should replace what a local can do. A major gap is the sector's surge capacity and capacity to recruit and retain staff: it was felt by most respondents that EVHAC can assist in building this pool of humanitarian workers and enabling the sector to respond more effectively to disasters.

**...in a timely fashion;**

Three main issues have been outlined regarding the timing of interventions:

- At which point in time volunteers should be deployed is extremely important. The respondents in Haiti were clear that experienced professionals who could 'hit the ground running' would add value anytime, but that organisational capacity, as well as available and productive tasks would not be available for less-experienced volunteers until three-four months after the disaster. The earliest timing mentioned in Sri Lanka after the tsunami had been even longer - six months.
- At what stage EVHAC volunteers could be employed. It is significant that all established volunteer-sending schemes, civil protection apart, work in development cooperation field more than humanitarian aid. The survey responses favoured EVHAC having a role in preparedness and early recovery while the ToR themselves (§12) suggest a role for volunteers in phases which are contiguous to the core humanitarian aid/civil protection response. As in 2006, preparedness activities were mentioned as more important than response.
- The proposed duration of volunteer assignments varied widely from short-term (e.g. 2-4 weeks, often for highly skilled interventions such as surgeons or people setting up a water filtration unit), through mid-term (1-3 months), to long-term (a year, usually for career entry or internship schemes).

**EVHAC should also follow a "Do No Harm" approach...**

This key principle should be applied in a number of areas:

- The humanitarian principles lay obligations on DG ECHO, and by extension its partners to put the needs of beneficiaries first. Respondents in Haiti, for example, stressed that EVHAC volunteers must not take local jobs or impede local volunteering efforts: they must add value to local and international efforts.
- There was a strong feeling, from ECHO as well as from operational agencies and Member States, that security risks should preclude EVHAC from sending un-experienced volunteers in conflict zones.
- The sector's move towards professionalism should be taken into account when involving volunteers in humanitarian action. Volunteers should not replace paid staff as cheap labour, and the right balance should be found between the added value for the communities they serve and their "gain" as individuals.



- ECHO's FPA partners, and several Member States, were adamant that EVHAC must not divert money from existing DG ECHO programmes. EVHAC funding should come in addition to existing funds.
- Some European volunteer organisations involved in humanitarian response have a significant role in volunteering inside the EU itself. It was suggested that volunteers should not travel to a third country until they've carried out similar volunteering tasks at home, as a way of keeping inexperienced people away from difficult places, while also familiarising young people with volunteering and humanitarian work.

### **...avoid duplication or competition...**

Concerns were regularly expressed regarding the possible duplication of systems and the potential loss of professionalism and service provision quality; some comments from HAC members were directed at the risk of distortion of the competition on (human) resources. On this point and other key issues below, the joint position of ICRC, IFRC, OCHA and VOICE regarding EVHAC, summarised in 7 key points, should also be considered.

A specific contentious issue may concern rosters. EVHAC may either operate its own roster/database, which would require extensive work and entail risks of duplication or confusion, and/or coordinate with existing rosters. It could also delegate the roster work for some specific sectors or skills to existing and well-functioning registers. An alternative would be to establish a "clearing house" database which would either collate needs identified at field level and trigger pre-existing arrangements with rosters, or/and try to match needs with offers from EU civil society actors or individuals.

### **...utilise as relevant various ways of volunteering...**

Among the ways in which volunteers can be employed, the following can be mentioned:

- Remote or virtual volunteering is a way to involve large numbers of volunteers: Europeans might for example help operational agencies through crowd-sourcing activities or back-office tasks such as fundraising, website support, surveys or translations.
- ECHO's NGO partners strongly favoured support for career-entry schemes bringing in young people by paying expenses plus a small amount/ stipend. These are called interns, trainees, volunteers, first-missions or similar, and usually require a diploma and a minimum level of experience and training.
- Exchanges, twinning or pairing could be important for EVHAC volunteers, so to ensure their added value as possible vehicle for capacity building: ensuring that local people benefit from a European's skills while a local person ensures the European's skills are appropriately used.

### **...and strengthen the capacity of local organisations.**

As in 2006, the majority of the contacted stakeholders were clear that local volunteers are the first and best equipped to respond in their communities, being "faster, cheaper, and more sustainable". Haiti, where there were too few technically experienced local people after the

earthquake was an exception. Having a local partner organisation was recommended as a condition for those organisations employing EVHAC volunteers, while the ideas of twinning, exchanges and specific skills transfer to local civil society were promoted as potential objectives for EVHAC. Counterparting was described in Haiti as “the best of all worlds”.

### **EVHAC should furthermore offer added value to the existing European framework of volunteering...**

Cooperation could be established with some EU government-funded schemes for introducing young people, often unskilled or with fewer opportunities, to humanitarian-related values and vocational training, through projects of variable duration in the EU or in safe areas abroad. However, third country deployment of young in-experienced volunteers generally provides a low added value for the beneficiaries (depending on preparation, duration, support), since such schemes are mostly focused on the personal development of the young volunteers.

Coordination should also be sought with the new Youth on the Move initiative, in matters of e.g. vocational training, certificates and cooperation with the EURES job portal.

The key lesson from comparing the responses from Haiti to those from a similar visit to Sri Lanka in 2006 is that the added value of European volunteers will be affected by factors such as the local post-disaster situation, the local culture and particularly the strength of local civil society. It will be important in every post-disaster situation for a needs assessment to be undertaken to understand the skills needed and the optimal timing for the different skill levels of volunteers, as well as the capacity of the country (accommodation, food etc) and organisations (management time, tasks identified) to receive them. A specialised FPA partner stated that EVHAC could be “an opportunity to set the standards for the sector”.

### **... and contribute to strengthening a conducive environment for volunteering.**

Conducive frameworks existed already in the UK and in Germany, although improvements may be needed. Such an environment has also recently been enhanced in France, with the adoption in 2005 of a law on volunteering contracts, and the creation in early 2010 of the “France Volontaires” platform. The governance body of France Volontaires could be adopted by EVHAC as an example of good practice. IFRC further recommended discussions in working groups to define possible cooperation in matters of e.g. IDRL and harmonized legal status and recognition for European volunteers in the EU and abroad.

### **The interventions of EVHAC should encompass the wider framework of humanitarian aid, from pre- to post-disaster work, and the full range of LRRD activities.**

There are many different situations in which volunteers can be involved in humanitarian assistance actions (supporting actions in the EU or in offices, surge capacity in the first and second waves in response to disasters, etc). Depending on the operational environment and the stage of the crisis in third countries, specific levels of training and expertise are required to effectively respond to the needs. A gradual/staged model of involvement by different levels of expertise seems therefore to be the most adequate approach.

### **B.2.3.2. Conclusions**

#### **How should EVHAC be implemented?**

The analyses of a few benchmarking organisations of potential relevance confirmed that, although some relevant components could be found, *EVHAC would not benefit from the experience gained by a sufficiently comparable benchmark, and would therefore have to define its own original structure and mode of operation*, preferably through a gradual “learning by doing” approach. On that basis, the following operating components are suggested:

#### **- The role of EVHAC**

Respondents saw a number of areas where EVHAC could add value to volunteering and humanitarian efforts (see e.g. table 1), aside from a generic role in promoting a commitment to humanitarian aid and mobilising more volunteers to fulfil its objectives:

- Funding or co-funding: to support volunteering projects in the EU and abroad, in the wider context ranging from preparedness to disasters to LRRD; to strengthen the capacity of humanitarian organisations to build and maintain volunteer based systems relevant to their mandate and objectives.
- Services: EVHAC’s convening role could contribute to strengthening, respondents said, areas essential to volunteering and humanitarian organisations (connecting them together for example) such as:
  - identification and recruitment of volunteers (e.g. through roster management);
  - establishment of common standards and guidelines, e.g. in security or other training modules (identifying or accrediting the courses fulfilling EVHAC’s needs), central services (such as insurance and care services).
- Legal issues: harmonising the legal status of volunteers is required, with the French legislation of 2005 a possible exemplar (see also “Support” below).

Respondents were also clear about certain roles they would NOT delegate to EVHAC, prime amongst them being core organisational activities and decisions related to human resources development and management (see table 2).

#### **- The partners**

EVHAC should follow an inclusive approach, which should be subdivided in stages or levels, in order to acknowledge the diversity of potential partners and types of volunteering. Most respondents also stressed the need for a participatory approach, e.g. through working groups.

- The key partnership for EVHAC should probably be with the ECHO’s FPA partners. Replies in Haiti suggest that EVHAC’s main role would be to assist in the ECHO partners’ response by providing more volunteers and support for their capacity to manage them.
- There are a number of existing EU institutions with which EVHAC should explore collaboration, e.g. the European Voluntary Service and other components of the Youth In Action programme, which are focused on EU and neighbouring and third countries.
- Further partnerships could also be developed with organisations in countries where volunteering and civil protection are closely allied (Italy and Germany for example), with

training and standards organisations whose services would be of value, with specialised existing rosters, with volunteer-sending organisations inside professions or Member States.

- There was also a clear agreement that the sector needs young people to be exposed to humanitarian work. There is therefore a need for EVHAC to create the conditions which make possible the inclusion of these different profiles.
- The 2006 review had already outlined the importance of skills transfer and support for local organizations and volunteers, which are “faster, cheaper, and more sustainable”. This approach was confirmed by many respondents to the present review.
- Some models of volunteering used by the private sector, sometimes in partnership with aid donors (e.g. the Irish Rapid Response initiative) may be of interest for EVHAC. These allow volunteering by highly experienced staff which much needed skills (logistics, management, healthcare) for surge capacity in the first hours or days of a disaster.
- Online volunteering and “crowdsourcing” may also provide opportunities for humanitarian agencies to benefit from remotely connected volunteers, e.g. in back-office functions (mapping, website management, fund raising, short translations in unusual languages, etc) as they try to upscale in response to a disaster.

#### **- Costs of volunteering and payment**

As already mentioned, “volunteering is not for free”: this statement by returned volunteers applies to both sending organisations and the volunteers themselves. Although most volunteers abroad would receive some kind of remuneration/stipend to cover their expenses (some are being paid their full salaries by employers or by governments), many of them also stated that they have contributed financially themselves to their mission. The successive tasks of identification, recruitment, training, integration, supervision and returnee care services are very demanding and costly; a majority of actors expressed therefore their needs for funding and supporting services, to enable a larger number of volunteers to get involved in humanitarian assistance. A comparison of costs by type of volunteering can be found in table 5 in chapter B.3.

#### **- Visibility**

The factor of visibility is important in order to increase the support to humanitarian aid/civil protection activities of the Union and to further promote the EU value of solidarity, although this should clearly not be the main objective of EVHAC. A trade-off between co-financing by EVHAC of humanitarian volunteering projects and “co-branding” would be favourably envisaged by some key volunteer-sending organisations, provided that agreements on modalities can be reached.

#### **- Management**

For a rapid setting up of EVHAC, the expertise of the EAC-EA executive agency, which already supervises numerous EC and Member States-funded humanitarian-related projects involving large numbers of young European volunteers in the EU and in third countries, appeared as the most relevant existing management structure.

#### **- Training**

Returned volunteers noted training and preparation as the greatest need. Many respondents suggested essential training for volunteers, with a good number saying that language and knowledge of the local culture would be a pre-requisite for deployment. The most commonly-mentioned needs were security and an introduction to the humanitarian sector. Standards are

covered in chapter B.3.2 while, to attract people and inform the sector, certification was suggested as an essential element to any role EVHAC takes on in training.

#### **- Support and accompaniment of volunteers**

All organisations need to have a duty of care, legal and moral, for those who work for them, whether volunteers or staff. An organisation's experience and capacity in this area may be a deciding factor in whether EVHAC works with it or not. The major challenges organisations are faced with are (i) the identification and recruitment of suitable volunteers and (ii) their training and preparation. These key issues were confirmed by the responses from the returned volunteers, the HAC members and the National Contact Points for Civil Protection. Haiti respondents similarly stressed the difficulty of supporting volunteers, with managers focussed on their own projects. Some lessons learnt outline also the frequent legal problems for volunteers (visas, work permits) and the lack of a consistent legal framework.

Several solutions were offered: strengthening the capacity of organisations receiving EVHAC volunteers (mentoring was mentioned as an ideal support mechanism for volunteers), or establishing a centre in each country which would be tasked and prepared to assist in the logistics and the support of incoming EVHAC volunteers. The tasks of such an entity could range from liaising with the government on legal status and recognition of volunteering periods and skills gained from volunteering, to organising psychosocial care and debriefing for volunteers.

A key role of facilitation and coordination on the legal and skills recognition issues would also be needed at the EU level, in coordination with e.g. the IDRL (International Disaster Response Laws, Rules and Principles)/IFRC and the UN.

### **B.3. PROPOSED IMPLEMENTING OPTIONS AND COST ESTIMATES**

The ToR of the assignment asked the review team “to identify different options for the setting-up of EVHAC in terms of structure, scope and focus”. Following the initial literature review and early conversations, the team offered three options to all survey invitees and interviewees. These options, and the respondents’ suggestions to them, have been integrated hereunder.

Section B.3.2 reviews the most crucial requirements in matters of training and standards. The following sections B.3.3 to B.3.5 examine separately 3 possible options suggested by this review, and section B.3.6 presents our preferred option as well as some additional recommendations.

#### **B.3.1. Organizational structure, profiles and tasks**

This section of the report will present several key organizational aspects of EVHAC, which need to be considered whatever the implementing option selected. Among the common features to all options, the present section will cover the following issues:

1. A tentative timetable for a gradual soft-start setting up of EVHAC in 2011 (the European Year of Volunteering), with a continuation of some activities throughout the following years.
2. Definitions and explanations of the successive steps or levels which would be required within a common EVHAC structure in order to involve appropriately the different categories of volunteers. The review has indeed identified a need to implement a stepped approach, from the gradual induction of young unskilled volunteers into humanitarian-related projects and principles, to junior professionals, and finally to experienced professionals who can be used as volunteers for surge capacity in disaster response. Corresponding training courses and certifications should also be provided.
3. The possible management structure of EVHAC, considering the needs and the required human and budgetary resources to carry out this new task.

##### **B.3.1.1. Suggested timetable for the implementation of a “Soft Start/ Piloting” approach**

To set up EVHAC during 2011 should be seen as a political opportunity to achieve visibility and recognition. However, considering the needs to:

- (i) prepare the EVHAC Regulation which needs to be coordinated with the revision the new ECHO Regulation (to establish in that framework a stable legal basis for the working relations between humanitarian aid and civil protection, a pre-requisite for the effective use of volunteers in the field by both instruments);
- (ii) set up a management structure, even if limited to a core team at the beginning;
- (iii) set up consultation and coordination structures (joint EC-external working groups) with the various stakeholders and other volunteering schemes;
- (iv) carry out a number of additional preliminary studies and some pilot activities; and
- (v) implement an impact assessment and analyse the results before proceeding further.

**A gradual “soft-start” approach is recommended.** In practical terms this means that the core activities of EVHAC, once defined, should be tested with a limited number of volunteers and cooperation partners. This process would take place during the pilot phase in 2011 to cover new activities which would be expanded to respond to needs.

The different components and activities of this approach in 2011 are summarised in the Gantt chart below (table 3, Roadmap). Some practical recommendations on the process of consulting with the potential implementation and cooperation partners (the “working group” approach) are also provided hereunder.

Table of suggested start-up activities for of a core EVHAC in 2011 and beyond (Roadmap)

Table 3

Activity	2011												2012	2013
	Start-up Phase (6 month)							Pilot Phase (6 month +)					year	year
	January	February	March	April	May	June	July	August	September	October	November	December		
<b>Communication finalised</b>	<b>O</b>												<i>Finalizing Regulation</i>	
Establishment of a core implementation team at EC level (dedicated to drive the EVHAC setting-up process)	<b>X</b>													
The Core implementation team defines the strategy for EVHAC and develops the action plan for the setting-up process, including the pre-formulation of essential activities / components of EVHAC (for preparing working group discussions)		<b>X</b>	<b>X</b>	<b>X</b>	<b>X</b>								<i>revision and fine tuning</i>	<i>revision and fine tuning</i>
Establishing joint working / focus groups with key stakeholders <sup>16</sup> (VSOs, ECHO partners, civil protection, member states, UN and RC)					<b>X</b>	<b>X</b>	<b>X</b>		<b>X</b>	<b>X</b>	<b>X</b>	<b>X</b>	<i>continued</i>	<i>continued</i>

<sup>16</sup> Please find the description of core working groups to be established in Annex J.



	2011												2012	2013
	Start-up Phase (6 month)							Pilot Phase (6 month +)						
Activity	January	February	March	April	May	June	July	August	September	October	November	December	year	year
Establishing working relationships with other actors and service providers (EEAS, other DGs, rosters, training schemes)					X	X	X						<i>continued</i>	<i>Continued</i>
Surveys on training course and standards, PR strategy, IT needs, legal status of volunteers, possible further synergies	<i>optional according to needs over lifespan</i>												<i>optional external assistance</i>	<i>optional external assistance</i>
Pilot /test volunteering schemes /modules <sup>17</sup> and service components of EVHAC									X	X	X	X	<i>expansion/ modification</i>	<i>expansion/ modification</i>
Continuous mapping / inclusion of volunteering actors in the EU	<i>continued activity over lifespan</i>												<i>continued</i>	<i>continued</i>
Impact assessment				X	X	X	X		X	X	X	X	<i>continued</i>	<i>continued</i>

X = core period of related activity | O= milestone

<sup>17</sup> The review team suggests a “soft start”, testing selected volunteering schemes / modules with a limited number of partners (and volunteers) to prove their feasibility and to gather experience before a larger “roll-out”. This would help to estimate real costs and to fine-tune the schemes funded or managed by EVHAC.

## THE START-UP PROCESS IN PREPARATION OF PILOTING ACTIVITIES

The section below provides some recommendations regarding activities which are essential for the start-up process, and which should be carried out after the finalization of the Communication and before the setting-up of the EVHAC. This process concerns the testing of defined schemes for the involvement of volunteers (starting after 6 – 12 month from start-up as defined in the above Gantt chart). In order to provide sufficient momentum to the start-up process, a basic requirement would be that a core implementation team be established at EC level as the very first step in the start-up process. This team should be fully dedicated to the development and implementation of EVHAC.

### Essential activities during start-up

In preparation of the piloting of EVHAC, several essential functions and procedures, in line with and depending on the finally selected implementation option, will have to be defined and developed. Their development will basically see two different types of approaches:

- Type 1: internal organisational and administrative procedures, including the formulation of a strategy for EVHAC and the action plan development for the pilot phase, which should also include the workflow definition. Furthermore, a basic definition of the type of involvement of volunteers by level and the selection of volunteering modules for piloting will have to be done.
- Type 2: final formulation and fine-tuning of volunteering involvement schemes and the definition of support functions to be provided by EVHAC in a participatory process with potential future implementing and cooperation partners, led by EC services (core implementation team), before starting piloting / testing activities.

The first type is clearly an internal exercise to be carried out by the relevant EC services with optional support of external contractors where it relates e.g. to legal reviews, IT needs analysis, PR concept development, and other such issues.

For the second type, the review suggests an intensive stakeholder involvement by setting up working groups on core issues related to the involvement of volunteers in order to (a) integrate the available knowledge at stakeholder level, and (b) to create awareness of the process and acceptance amongst the stakeholders. Despite the expected contribution of stakeholders, this development process will also need external contractors to assist it. The review suggests the following, non-exclusive list of issues to be addressed in different working groups / focus groups<sup>18</sup>:

- Training
- Standards and Guidelines
- Support Services / Care Services for Volunteers (all services supporting responsible involvement of volunteers)

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<sup>18</sup> For a more detailed description of working groups / development packages and activities see Annex J.

- Volunteering Schemes (Priority options and formats for pilot implementation / definition of volunteering schemes by level)
- Learning and Innovation (including knowledge management and dissemination of knowledge)
- Others, to be established as and if relevant.

### **Mandate and purpose of the suggested Working Group Approach**

The working groups would have the mandate to support the EVHAC core implementing team in the final formulation of volunteering schemes eligible under EVHAC, and of service components to be provided by EVHAC. It is recommended that the working groups' contribution starts when the particular core issue of setting up EVHAC has been decided and pre-formulated by the (internal EC) EVHAC implementing team.

The purpose of the working groups is to (a) gather the available know-how and experience at actors level, (b) to create a high level of acceptance for what is planned, and (c) to assure a high degree of transparency in the development process of EVHAC. In addition, areas which are uncertain for the moment (e.g. needs situation, absorption capacity of involving volunteers for the different levels of volunteering, etc.) should be clarified through the suggested "participatory approach". Later on in the process, the "organisational users" of EVHAC would also be able to discuss in working groups the numbers of volunteers they might want to involve.

### **Resources required (working groups)**

For both the internal development process (organisational / administrative procedures / strategy formulation / action plan) and the participatory approach of defining core issues (working / focus groups), adequate means and resources will need to be provided. When trying to estimate the resources for the development process, one is faced by many unknown factors (e.g. realistic share of work of the EC services / working groups / external providers, unknown difficulties at different levels which may occur during the development process, already available resources at EC level, etc.).

Where it regards the involvement of external contractors, these could be consultants and / or other relevant organisations (e.g. sector support organisations active in training, HR, volunteer care services, etc.) being given the task to facilitate the process of the working groups by undertaking coordination, research, preparing the group meetings, moderating the workgroups, or being responsible for the final deliverables in the form of reports. The resources which may be ultimately required would strongly depend on the selected implementation option and its variations (e.g. number of volunteering schemes /modules to be established, scope and depth of services offered by EVHAC, etc.) However, the above mentioned tasks and functions are more or less essential for all options described in the next sections (B.3.3 – B.3.5). The very rough estimation<sup>19</sup> of resources is the following:

- External contractors support:                      roughly 340 days.

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<sup>19</sup> These estimates are based on the tentative listing of working groups provided in Annex J.

- Number of working group sessions: up to 15 work group sessions (with an estimated maximum of 10 stakeholder representatives per groups plus relevant EC representatives, each 1 – 2 days).

Furthermore, it is recommended to make sufficient provisions to cover unexpected needs for external assistance that might arise during the development process.

### **Further activities during the start-up and piloting phase**

Next to the development of institutional procedure, volunteering schemes / modules and support functions, other exploratory exercises and further formal steps will have to be carried out, which all will need sufficient resources. Some essential further activities are the following:

- optional in-depth studies on various aspects of volunteerism;
- formal impact assessment in preparation of the regulation;
- consultative meetings with relevant stakeholders;
- promotional activities / PR activities / stakeholder conferences;
- piloting of volunteering modules (schemes developed under EVHAC) – testing e.g. with a limited number of interested partners (DG ECHO partners and possibly others) in terms of format and general feasibility, such as e.g. career entry schemes for young professionals, exchange and training events of young Europeans in the EU, etc. The testing could be funded by grants (by e.g. utilizing an initial grant scheme).

### B.3.1.2. The three “Levels” of EVHAC

The review and meetings (Annex F and G) show that there are various types of “volunteers” and patterns of volunteering. Where it relates to definitions, the ILO favours e.g. the definition of an unpaid, full of goodwill, locally-based volunteer, which indeed corresponds to the approach of other organizations (such as the IFRC).

However, such a definition of a volunteer, although correct /common sense, appears somewhat restrictive when looking at the reality of existing schemes of involving volunteers in development and humanitarian actions. The involvement of volunteers in humanitarian situations, due to the complexity of some of these crises and their geographical and cultural distance, requires expertise and money. Some typical patterns of involvement in the humanitarian context, identified by the review, are the following:

- (i) youth and unskilled willing to learn and help in secure environments;
- (ii) young professionals, freshly graduated and eventually with some experience, who are available for volunteering in order to have the opportunity of a first practical experience;
- (iii) some highly experienced people otherwise engaged in active professional lives (or newly retired) who are willing to break away for a given period of time and dedicate themselves to assist in a specific emergency.

When targeting to involve the above groups, expenses would have to be reimbursed, and some variable stipend paid to ensure a decent minimum livelihood (in the case of corporate employees, this should be done by the employer). Results from the review show that the existence of a financial gain does not affect the intention to do good.

To reflect these differences, the review team has defined arbitrarily three successive levels which EVHAC should address in order to involve appropriately the main types of existing volunteers. These levels and their characteristics are further outlined below in table 4 and in the “pyramid” diagram (diagram 1).

It should be stressed that programmes involving these levels already exist, involve volunteers in significant numbers, and are funded by various organisations in the EU and elsewhere. All Volunteer Sending Organisations’ interviewees confirmed that there is a substantial demand from young volunteers to get involved in their programmes, the main recurrent constraint being the lack of funds. Some of these schemes are overlapping levels 1 and 2 in some of their components.

EVHAC could explore the possibility of opening-up the participation under level 1 and 2 to residents in EU countries (beyond EU citizens). This could have longer-term impacts not only in terms of development of skills of young people, but also e.g. in the openness to other cultures and contribution for a better integration.

In order to provide a European dimension and vision to EVHAC and to build on already existing structures and schemes, it is recommended that EVHAC makes cooperation arrangements with exiting volunteering schemes and programmes at EC level and at EU national level, by also considering funding or co-funding against co-branding between EVHAC and the respective

partner organisation / programme. Some examples of potential cooperation opportunities by Level of volunteering are provided hereunder:

- **Level 1** for example, cooperation agreements would need to be defined between EVHAC and different existing volunteering sending organisations and programmes, focusing on young people. The review recommends doing so with the Youth In Action programme of DG EAC, the German Weltwärts, the French Service Civique, and some other large volunteering organizations. For Youth in Action, as explained in Annex F, a large number of selected projects already concern various humanitarian-related issues of cooperation with EU neighbouring countries or other countries of the world (no less than 15.000 youths may have been funded in 2009 under this action 3.1, according to figures provided by the Executive Agency). A complementary EVHAC-funded “humanitarian action” would arguably contribute to streamline these schemes.
- **Level 2:** agreements could be concluded with humanitarian and civil protection actors in the EU, already running internship programmes / career entry programmes or planning to establish such programmes.
- **Level 3:** relevant existing schemes to be considered for cooperation (either directly or through some of their stand-by partner organisations, or by funding support components such as training) would include EU civil protection actors, UNV, OCHA’s Surge Capacity, ProCap and GenCap rosters, UNHCR’s various emergency deployment schemes, other specialized rosters or training schemes for professional aid workers (RedR, Bioforce etc).

Upon completion of level 1, a certificate should be awarded, which should provide at EU level a recognition and valorisation of the formal or non-formal competences gained through the programme, and should be accepted by public services (social status and benefits), education cycles (access to relevant schools), and potential private employers. At the end of level 2, the former intern or trainee should similarly receive a certificate (to be defined) valid throughout the EU, to facilitate his/her entry into professional life.

It should however be stressed that the involvement of a young volunteer into EVHAC-funded programmes should not give rise to undue expectations of automatic access to a professional career in humanitarian aid, which would only create frustrations considering the highly professional and limited number of positions actually available.

## Levels of Volunteering Expertise<sup>20</sup>

Table 4

Level and profile	Task / Use	Location of placement	Duration (period)	Potential implementing partners	Estimated numbers / year	Training	Certification/ grade
<b>3. EXPERT LEVEL</b>							
-Humanitarian and civil protection high level experts (> 35 years, > 5-10 years experience) contingency roster; -returned volunteers, - newly retired; -employees of corporate partners or public services	-Surge (1 <sup>st</sup> and 2 <sup>nd</sup> waves) in emergencies (medics, engineers, logisticians, administrators) -Professional rosters of civil protection and humanitarian sector experts	Emergencies (natural disasters or conflicts areas)	Usually short to medium terms (1-3 months) as they are usually otherwise engaged in active professional life	-DG ECHO partners -EU civil protection actors -stand by partners of UN surge rosters	According to demand	-Ad hoc courses - cooperation with existing rosters or training schemes (RedR, Bioforce, UN)	N.A.
<b>2. JUNIOR PROFESSIONAL LEVEL</b>							
University graduates with formal diplomas, NOHA graduates etc, young professionals with 1-2 years of experience (25-35y), interns or trainees (integration action or career starter support)	Learning management and field operations (relevant sectors) of humanitarian projects  Remark: Task oriented on existing career entry schemes of e.g. DG ECHO partners / EU Civil Protection Actors	EU HQs, field offices in third countries, later field projects in safe, perhaps some 'fragile' areas	3 – 24 months	DG ECHO (RSO / Headquarters) FPA partners, UN, INGOs	Approx. 150-200	-Security -management -professional sector skills -languages and cultures, behaviours	EU Diploma (e.g. for NOHA Graduates) or certificates for gained competences

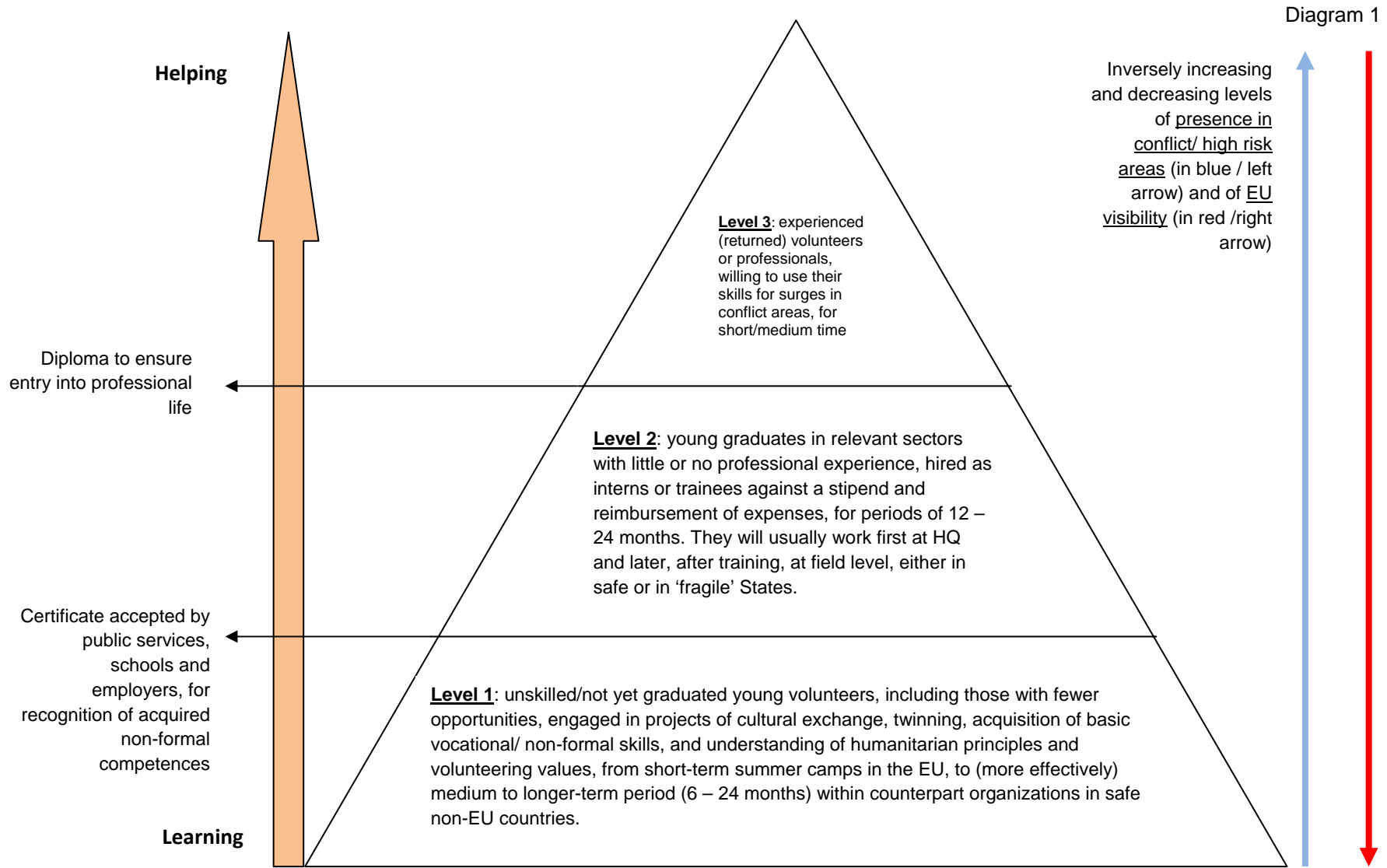
<sup>20</sup> Important remark: The estimated figures of volunteers indicated for the different volunteering modules by level are rough estimates, and assumptions of the review team (based on information gathered during the review exercise). They are not based on direct indications of expressed needs from humanitarian or civil protection actors (many interviewees and respondents to the surveys have been quite reluctant in providing indications in this respect and where indicated, the figures for new volunteering posts are very modest – see survey analysis in Annex E.1). At a later stage, when the format of the different volunteering modules is further developed by the respective working groups and after practical testing, more reliable data on the actual needs situation / or “absorption capacity” by volunteering module would be available. An additional brief survey at a later stage, presenting the developed volunteering modules and asking the implementing agencies to indicate the tentative number of volunteers they would be able to host under each module, might be a valid way to gather figures.

Level and profile	Task / Use	Location of placement	Duration (period)	Potential implementing partners	Estimated numbers / year	Training	Certification/ grade
Young people (18-25y) students with minimum skills (e.g. IT or others)/or vocational education graduates (professional education / qualifying apprenticeship) with a minimum skills (possibly with fewer opportunities)	Learning field operations of humanitarian projects and skill transfer in the capacity building context (relevant sectors, twinning with local counterparts for capacity building)	Third countries, humanitarian / development context (LRRD continuum and headquarters of humanitarian and civil protection actors)	3 – 24 months	FPA partners, INGOs, national EU sending services	Approx. 500	-Security -vocational / non-formal skills -languages and cultures	EU Certificates for gained competences
<b>1. UNSKILLED INDUCTEE LEVEL</b>							
Pupils and young students (18 – 25 years), possibly youth with fewer opportunities	Learning or developing humanitarian awareness and vocational skills, twinning with local counterparts for capacity building	In safe (sometimes post-conflict or disaster situations) EU neighbouring and third countries and EC headquarters of humanitarian / civil protection actors	6-24 months	Youth in Action (/EVHAC), successor to Platform2, Weltwärts, Service Civique etc.  Remark: Some EU humanitarian / civil protection actors already involve e.g. EVS volunteers in the EU and neighbouring countries.	> 1.000	-Humanitarian principles -volunteering values -human rights -environment protection -security -local cultures -languages -vocational skills	EU Certificate for gained competences
Humanitarian summer camps or short projects in EU Member States (e.g. by humanitarian and civil protection actors) for pupils and young students (14-20y), possibly youths with fewer opportunities	Sensitization and awareness building, basic training and information	EU Member States	2 – 4 Weeks (during summer period)	Youth In Action (/EVHAC), some FPA partners (e.g. Samariter, Johanniter etc), EU Ministries of Education	>10.000	-Humanitarian principles -volunteering values -human rights -environment protection	
<b>OTHER SCHEMES</b>							



Level and profile	Task / Use	Location of placement	Duration (period)	Potential implementing partners	Estimated numbers / year	Training	Certification/ grade
Online Volunteering facilitation to help humanitarian aid actors in auxiliary tasks	Web searching, web management, mapping, short translations in unusual languages, advocacy, fund raising etc.	From home (by internet)	According to demand in crises (usually short inputs)	Any interested/concerned Volunteer Sending Organisation or FPA partner	According to demand and offer	N.A.	N.A.
Capacity Development of local volunteering in third countries, either by twinning/exchanges in projects, or following ad hoc proposals during crises	Capacity building of local volunteering counterpart organisations or communities.	Third countries beneficiaries of humanitarian aid / EU donor countries	According to requirements	Local counterparts of EVHAC implementing partners	According to demand and offer	Ad hoc skills for capacity building	N.A.

## The Pyramid Diagram of Levels



## Financial Benchmarking (Level of volunteering 1 – 3)

The review has been able to collect information on the costs of a number of volunteering schemes, which provide estimates for the different levels of volunteering and implementing options presented hereafter (see Annex I for details). The information was taken from sources such as public annual reports, information gathered during interviews, and documents provided by different actors. The following table summarizes indicative cost ranges by type of scheme and on the basis of full costs per volunteer/per month.

Table 5

Ref.	Scheme / involvement	Description of scheme /programme	Unit cost range (EURO/ volunteer/month)	Calculation details (cost components)	Basis / source
<b>Level 1</b>					
1	Young volunteers involvement (large scale programmes – longer term sending)	6 - 24 months Service in developing country hosted by local organisation	<b>700 - 900 EURO/month</b>	All costs included	Two European volunteer sending programmes
2	Young volunteers involvement (shorter term sending)	Up-to 3 months (third country deployment)	<b>around 2,300 EURO/month</b>	All costs included	One particular sending programme for young people with fewer opportunities
3	Short-term “summer camp” type of involvement	2 – 4 weeks focussed on actions in the European Union and neighbouring countries	<b>30 – 50 EURO per day (or 900 – 1,500 EURO/month)</b>	All costs included (no remuneration)	One major organiser of summer camp actions in the EU – Cost obviously vary with the content and host location)
<b>Level 2</b>					
4	Career Entry Programme (young professionals)	12 months duration for university graduates 6 months at headquarters and 6 months field based (in humanitarian or development context)	<b>2,000 – 2,500 EURO/month</b>	All costs included (also a compensation of remuneration of around 1.300 €/month)	One actor, currently running a career entry scheme, provided full information
<b>Level 3</b>					
5	Experienced volunteers involvement schemes	3 – 24 months	<b>2,000 – 4,000 EURO/month</b>	All costs often including remuneration by degree of expertise	Based on information from <b>six major actors</b> (high variations, mainly depending on host country and remuneration paid to volunteers)

Remark: the indicated cost ranges provide a preliminary indication; proper cost estimation of the different volunteering schemes will have to be done after the final definition of the different volunteering scheme formats.

### B.3.1.3. Management Structure

Should DG ECHO handle internally an additional scheme such as EVHAC, new budget resources would be required. Similarly, DG ECHO does not currently have the necessary human resources and expertise on volunteering to manage EVHAC from the start. The involvement of available DG ECHO staff is likely to be focused on the negotiation of the Regulation, the leveraging of the budget, the oversight of the establishment of EVHAC (core implementing team), the initial contacts with FPA partners and an ongoing involvement in evaluation at country and overall level.

In order to ensure efficiency and cost-effectiveness, the management of EVHAC would therefore probably have to be outsourced. This can be done either through an open call for tender and the contracting of an external organization (the contract would have to be renewed every 4 years on the average), or by giving the task to an existing Executive Agency of the Commission.

In this respect, a partnership with EAC-EA (the Education, Audiovisual and Culture Executive Agency) would at first glance appear as the most practical solution for an early operational launching of EVHAC<sup>21</sup>. The experience and infrastructure of the EAC Executive Agency could in particular be useful for the deployment of young volunteers to third countries<sup>22</sup>.

A first step in the management set up of EVHAC should however concern its governance body. In this respect, the review would suggest to emulate the organisation of the French platform France Volontaires, which is jointly governed by several “colleges” (concerned public authorities, representatives from partners, executive body), and which has been considered as an example of good practice by VOICE.

In each of the three options below (chapter B.3.3 to B.3.5) a synoptic organigram is presented. In developing the different Management structures related to the three options, particular attention was given to the need of avoiding heavy bureaucratic rules or additional administrative burdens to the implementing partners, which should be left free to use their usual own operating procedures, and to decide e.g. about the scale of the stipends to be paid to their volunteers. In the third option however, the alternative of a centrally managed, programmatic and implementing EVHAC is discussed.

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<sup>21</sup> An analysis of EAC-EA, which already manages the young volunteering actions of the DG EAC “Youth In Action” programme, can be found in Annex F.

<sup>22</sup> It should be noted that the Youth in Action Programme is currently under evaluation, and that the first results are expected before the end of 2010. The objectives of this evaluation are (a) to contribute to the adjustment of the current programme, and (b) to provide recommendations for the future directions of Youth In Action, taking into consideration (as should EVHAC) the new “Youth on the Move” initiative of the Commission which is directed to support mobility of young Europeans. EVHAC has not been considered in the TOR of this evaluation.

## B.3.2 Training and Standards

### Standards

It is essential for EVHAC to have a set of agreed standards. It is essential for a number of reasons. First, because the proposed EVHAC structure is a chain where responsibility is shared and therefore clarity is required over which link in the chain is responsible for what. Second, because organisations have obligations towards volunteers (e.g. keeping them safe, deploying them productively) and volunteers have obligations towards their organisations (e.g. commitment to organisational values and mission). To avoid misunderstandings, or worse, it is necessary to formalise these obligations. Third the areas of liability (e.g. repatriation, workplace accident or child abuse) must be clear.

By 'standards' we do not mean detailed minimum standards of the type 'every volunteer shall have a four-hour introduction to International Humanitarian Law'. We mean a standard such as 'all humanitarian volunteers must be sufficiently acquainted with IHL'. This is because some NGOs may have an excellent two-day course, some volunteers may have a masters degree in IHL already, or EVHAC itself may support a training course covering IHL, and other topics, which ensures 'sufficient acquaintance'.

Our recommendation is that EVHAC would contribute to disseminating and promoting sets of standards, for which a framework is suggested below, and that these are signed up to by all parties, whose performance is independently assessed.

The sets of standards to be promoted by EVHAC should cover:

1. the relationship between EVHAC and the volunteer;
2. the relationship between DG ECHO/EVHAC partners and the volunteers;
3. the quality and content of the work to be undertaken in Europe or elsewhere;
4. possibly, the relationship between EVHAC and the local volunteer counterparts.

If EVHAC is to become operational then it must develop or accept standards (e.g. training standards). If EVHAC is to offer volunteers to other organisations it must be aware of the standards to which those deploying volunteers could hold themselves – in the same areas. EVHAC might base its decision on whether to fund volunteering activities to partners, according to how well these conform to accepted standards in policy and in practice.

## Training

Training should address at least the following issues:

- the humanitarian system and principles;
- IHL, Sphere and other relevant standards;
- security and self-care;
- the conditions in the country they are visiting (language, key relevant cultural issues);
- the commitment to volunteer abroad for the necessary period (i.e. generally not short-term) to achieve the mission's objectives;
- the commitment to refrain from doing voluntourism;
- the commitment to follow instructions and policy of the Sending Organisation, like the paid staff members.

Training in most of these topics already exists. EVHAC has three choices:

1. it can let the implementing partners provide their own choice of training courses to their volunteers and possibly (co-)fund them, provided that such courses respond to agreed standards of quality, harmonized at the EU level;
2. it can put a training contract out to tender, for EVHAC as a whole or for delivery in each EU country separately;
3. EVHAC can also develop its own training course which training houses can bid to deliver.

In all cases, trainers need to award certificates and EVHAC must decide how long they will be valid for. Some volunteers will have pre-existing experience, and a process for assessing and certifying this must be agreed.

There are educational platforms such as NOHA which deliver masters and PhD degree qualifications (or NGOs such as Accion Contra el Hambre which define their own masters-level courses) and could be used to develop a comprehensive training roadmap. Other examples of relevant institutions include not-for-profits such as RedR (UK), Bioforce (France), DTalk (Ireland), AgeH (Germany), ATHA (Sweden) or UNHCR's e-centre. There are also many for-profits in most countries, and some specialists which might offer specific modules such as CSD (Netherlands: security), CHP (France: psychosocial), Mango (UK: finance), BOND (UK) and other national networks (basic introductions to the sector).

## **Standards and Good Practice**

As a role model in the sector, EVHAC will be expected to adhere to accepted sector standards. These should be in the following areas:

1. Management. Standards must be developed in the following areas:

- recruitment and selection;
- training;
- management oversight;
- performance appraisal;
- health, wellbeing and security.

There is an accepted sector standard in the People In Aid Code and the work People In Aid develop for the sector in each of these areas of people management. Other, specific standards include Antares Foundation's work on psychosocial wellbeing.

2. Accountability to beneficiaries: where volunteers are working directly with beneficiaries, various standards exist, to name but a few:

- for child protection, the "Keeping Children Safe" coalition;
- for overall accountability, the benchmarks of the Humanitarian Accountability Partnership (HAP).

3. Needs assessment (e.g. SPHERE)

4. Evaluation and Monitoring (e.g. the DG ECHO Guidelines on both subjects).

5. A charter for the volunteers. This will spell out for the volunteer what their responsibilities are. A good example is from Comhlamh in Ireland. They recommend to Irish sending organisations that they ask their volunteers to commit to good practice in seven areas:

- inform themselves about all relevant issues relating to their placement;
- familiarise themselves with their role description before departure;
- respect local customs and adopt the role of learners and guests;
- act in a professional manner, be flexible;
- take due care with personal safety and physical and mental health;
- channel the experiences and knowledge gained while overseas into Irish society;
- accept and sign a Code of Conduct embodying these principles.

Conversely, a (harmonized) counterpart document should underline the pledges of EVHAC's implementing partners towards the volunteers. The areas to be covered would include:

- commitment to diversity and fair recruitment practices;
- commitment to regular communication with volunteers, especially if not (yet) deployed;
- commitment to sound preparation for a deployment (training, briefing etc);
- commitment to good management while in another country, including care for health, security and wellbeing (mental, physical and financial), performance, motivation;
- commitment to a minimum level of aftercare: some level of debriefing, recognition of acquired competences through the delivery of an EVHAC certificate which is accepted by public services and employers, integration into returned volunteer associations, etc.

## 6. Certificates for Volunteers

In relation to certification, a link should be made with the professionalisation agenda being promoted by ELRHA (Enhanced Learning and Research for Humanitarian Action). ELRHA's report from April 2010 called "Professionalising the Humanitarian Sector" proposes a system of certification, developed to be applied at the international level but capable of being applied nationally. Alongside systems of certification it offers a framework for the establishment of a true international professional association for humanitarian workers and the necessary supportive academic and training infrastructure. ELRHA and the members of its network continue to promote this agenda, and EVHAC's task, particularly in regard to accreditation of training and certification of individuals, could be simplified through collaboration.



## IMPLEMENTING OPTIONS

In the following section, three options are proposed; from a “minimum” organisational structure for EVHAC to a “maximum” one. Each chapter is organised in a similar structure, which presents successively:

- a general description of the objectives, tasks and other key issues concerning the option;
- an overall organisational chart.

Related details for each option are provided in the Annex:

- an synoptic logical framework analysis (LFA) – Annex H;
- a tentative budget, based on the volunteers’ figures of Table 2 and valid for a fully organised EVHAC (i.e. not yet applicable for 2011) – Annex I.

These three options - which were initially rather arbitrary but have achieved considerable focus following feedback from the interviewees and respondents to the surveys - are designed to present the “main” types of approaches only (the range of possible settings can be much wider, with multiple nuances). The options can be summarized as follows:

Table 6

Minimum Option (1)	Variable/ Medium Option (2)	Maximum Option (3)
<p><b>GRANT SCHEME</b></p> <p><u>Core activities of EVHAC:</u></p> <p>Funding of eligible volunteer-sending partners (FPA partners of DG ECHO, ex-partners of Youth In Action for humanitarian-related projects in third countries, civil protection organisations, VSOs from Members States etc), responding to requests from eligible partners and according to pre-defined criteria for funding.</p>	<p><b>FUNDING AND SUPPORTING ORGANISATION</b></p> <p><u>Core activities of EVHAC:</u></p> <ul style="list-style-type: none"> <li>- Funding of eligible volunteer-sending partners (equivalent to option 1)</li> <li>- Provision of adapted forms of support via a number of “service components” to humanitarian and civil protection actors involving volunteers (e.g. training, promotion of values and standards, information campaigns, rosters, local capacity building etc.)</li> <li>- Formulation and development of various stages of volunteering induction programmes (according to skills)</li> <li>- Implementation of the EVHAC activities by the eligible partners themselves and potentially by EVHAC itself</li> </ul>	<p><b>IMPLEMENTING AGENCY</b></p> <p><u>Core activities of EVHAC:</u></p> <ul style="list-style-type: none"> <li>- Programming and implementation by EVHAC of own volunteering functions / programmes</li> <li>- Management of projects and programmes by field offices under EVHAC’s own responsibility</li> <li>- Optional funding of programmes and projects implemented by eligible partners, where relevant</li> </ul>
<p>Direction of increased complexity and risks/ responsibility for the Commission (various factors) <span style="float: right;">➔</span></p>		

### **B.3.3. OPTION 1: Funding Organisation / Grant Scheme**

In this first option, the main tasks of EVHAC would be focused on the funding of e.g.:

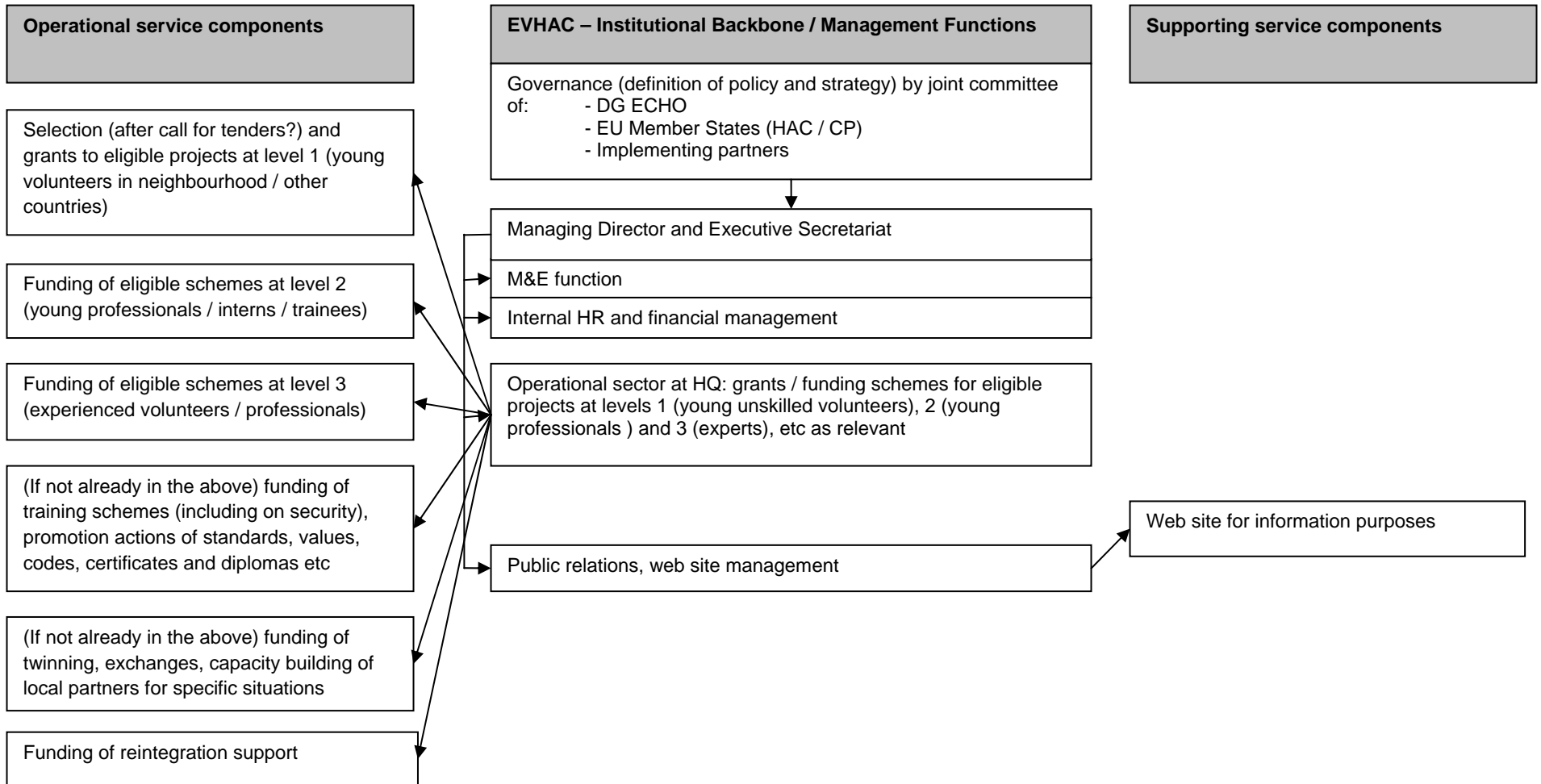
- the involvement of volunteers in projects of implementing agencies in the field of humanitarian assistance, civil protection or LRRD / preparedness actions, according to pre-established eligibility criteria;
- the setting up of related training schemes, inductions for youths, standards and codes of conduct; and other relevant promotion activities in favour of volunteering in the EU, according to pre-established eligibility criteria.

Proposals aiming at exchanges, twinning, pairing and capacity building of local counterparts (with EU added value) can also be considered for funding.

In addition, EVHAC would operate its own web site for information purposes. Certificates would be delivered by the implementing partners to the volunteers.

**Organisational and management structure (organisational chart) – OPTION 1 : Funding Organisation**

Table 7



### **B.3.4. OPTION 2: Funding and Supporting Organisation**

Under this option, the objectives of EVHAC would be to act as a funding organisation as in option 1; in addition, it would provide active support to volunteering in the EU and third countries by filling identified gaps and responding to needs where relevant in terms of e.g.:

- promotion of volunteering (harmonization at EU level of values, principles, standards etc),
- recruitment (signposting/coordinating existing rosters for different types of volunteers, filling in gaps with new database as relevant),
- training (funding, coordinating or managing schemes at various levels), and
- care services for volunteers (standardised insurance coverage, harmonized legal status in the EU and abroad, assistance to returned volunteers and recognition /certification/ valorization of gained competences, etc for further education and employment).

Either through regular exchange / twinning projects proposed by EVHAC partners, or in the framework of responses to specific disasters<sup>23</sup>, a component of the programme may provide funding for capacity building of local volunteering organisations in the beneficiary countries, as counterparts of EVHAC implementing partners.

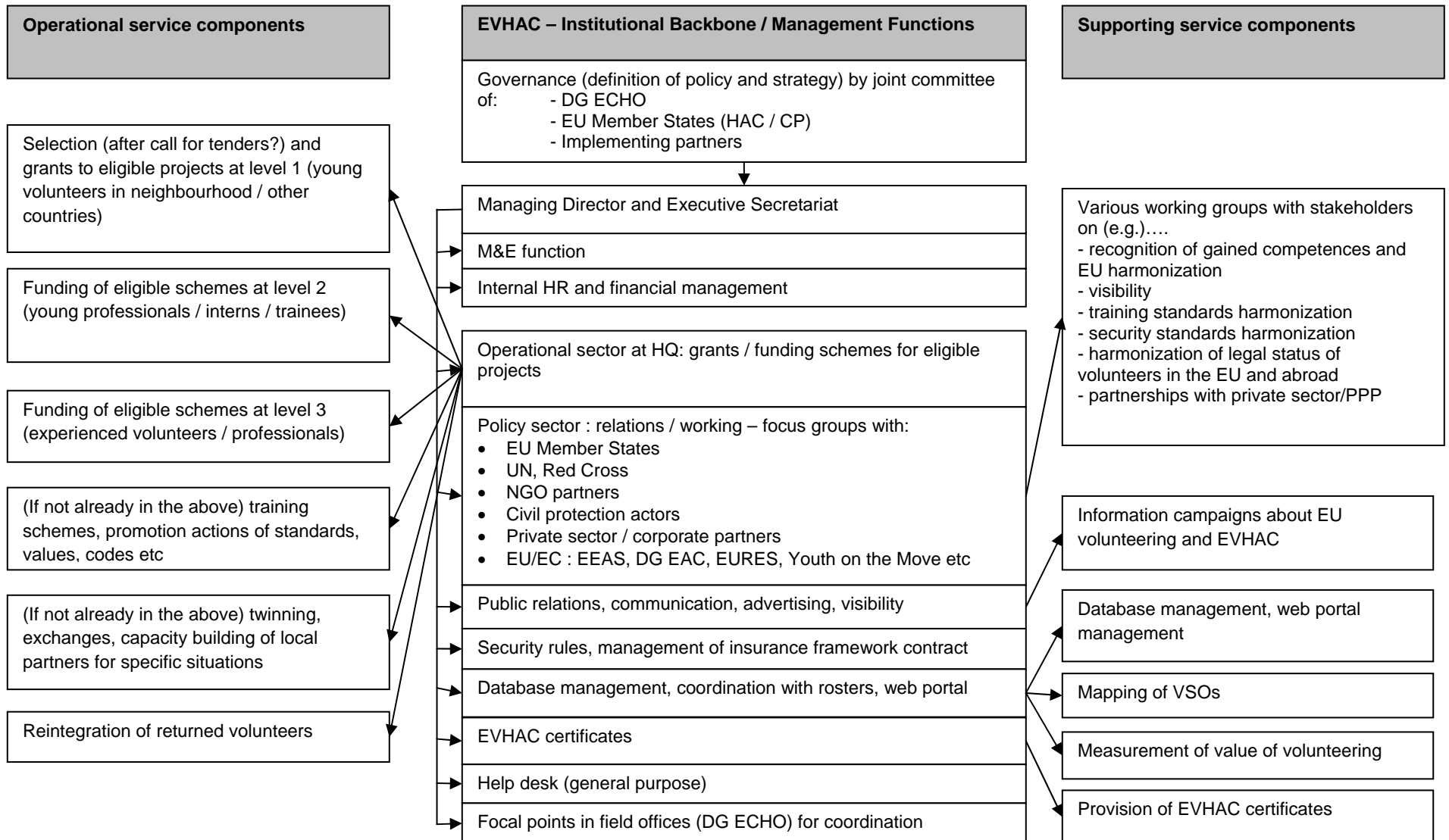
In all cases (except exceptional circumstances), the field implementation and operational management of the volunteering assignments are to be handled by the eligible / certified implementing partner organisations of EVHAC, under their responsibility and rules.

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<sup>23</sup> e.g. spontaneous requests by EU civil society actors to support close cooperation between communities, schools etc in the EU and in the beneficiary country

**Organisational and management structure (organigramme) - OPTION 2: Funding and Supporting Organisation**

Table 8



### **B.3.5. OPTION 3: Implementing Agency**

Under option 3, EVHAC would be acting as a full-scale implementing agency, programming, formulating and carrying out, with its own resources, relevant volunteering projects in the fields of humanitarian aid, civil protection and LRRD.

Policy relations with other EU and international actors and stakeholders, as well as with working / focus groups could be maintained in order to define approaches for optimisation of standards, trainings etc. However, the activities under this option would mostly be implemented directly by EVHAC.

Optimum EU visibility would be ensured, without co-branding with implementing partners.

Projects would be identified and co-managed by field offices, under EVHAC's own responsibility.

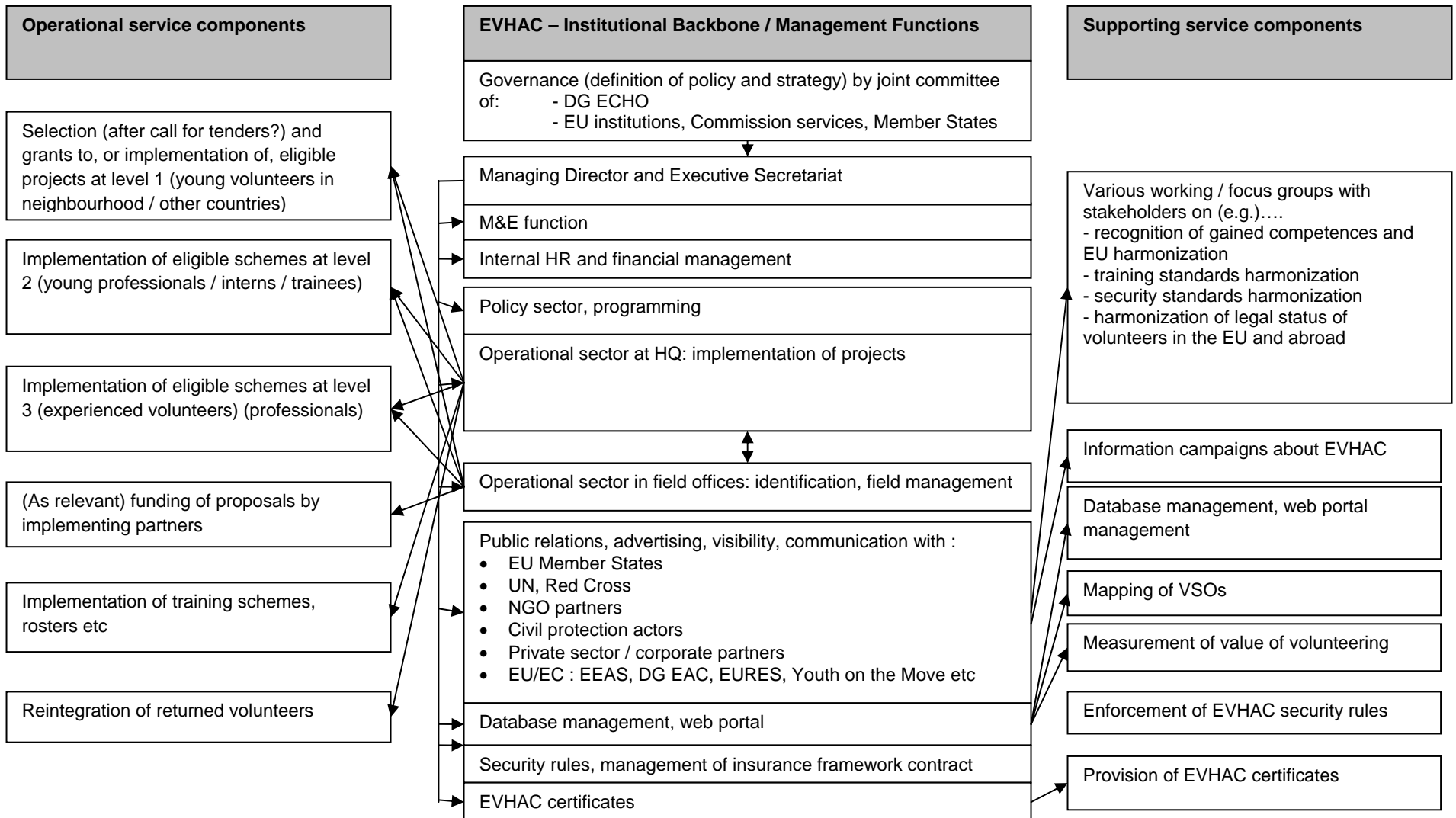
EVHAC would also operate its own roster and database, as well as its own training schemes.

Alternatively but not primarily, projects and funding proposals from partners would be accepted where relevant.

Field security and legal status of volunteers in recipient countries would be ensured by EVHAC, under its own responsibility.

**Organisational and management structure (organigramme) - OPTION 3: Implementing Agency**

Table 9



### **B.3.6. Preferred option and Overall Recommendations**

For practical reasons, the review would recommend the following approach:

- To apply a gradual, “soft start” approach for the launch of EVHAC during the European Year of Volunteering 2011, leaving time for more consultation and studies, and to test-pilot options. The reasons include e.g. the necessary coherence with other contiguous processes, the need to set up coordination mechanisms with concerned actors, etc (see B.3.1.1).
- To adopt a do-no-harm, cooperative approach, which would avoid disrupting already well-functioning volunteering schemes by creating confusion and competition, and ensure that demand takes precedence over supply.
- To sub-divide EVHAC into three main levels, which all have their own specific value and impact. This would reflect the wide range of expertise found in volunteers and required by implementing agencies. It would offer adapted approaches, from the gradual induction of young unskilled volunteers to humanitarian-related projects and principles, to junior professionals, and finally to experienced volunteers (professionals) who can be used for surge capacity in disaster response (B.3.1.2).
- To outsource the management (e.g. to the EAC-EA Executive Agency), considering that DG ECHO’s clear intention is not to divert budgetary resources from current projects to EVHAC. An adapted governance body for EVHAC should be set up, which would include DG ECHO together with representatives of the Member States and the main partners, to ensure close coordination with the principles and activities of DG ECHO (B.3.1.3).

In this framework, three options have been presented for the implementation of EVHAC: a relatively limited grant scheme (B.3.3), a pro-active funding and supporting organisation (B.3.4), and a more ambitious programming and implementing agency (B.3.5).

The preferred option of the review (also confirmed by a majority of respondents) is the “medium” implementing option 2 as the most adequate in a situation where EVHAC has to insert itself into a complex framework of EU volunteer-sending organisations and volunteering schemes without disrupting what already exists and functions. EVHAC should on the contrary be in a position to add the value of a European dimension for necessary harmonization and promotion, and provide funds where relevant schemes may be in need – in a “win-win” trade off for EU visibility.

All interviewees of volunteer sending organisations confirmed that there is a substantial demand from young volunteers to get involved in their programmes, a main recurrent constraint to expansion being the lack of funds.

In this respect, the flexibility of the proposed pro-active management and dialogue approach, which should promote solutions without imposing additional administrative burden on the partners, may provide a potentially significant multiplier and sustainability effect.



Option 2 would leave the implementation of projects to the partners, who would continue using their own established procedures (provided that these remain consistent with new proposed standards). Several interviewed actors insisted on the fact that small or at least locally based sending organisations are much better connected with volunteers and hosting organisations, offer better adapted services, and returned volunteers are significantly more satisfied about their experiences and competences gained, as compared to large “centralised” structures.

It should also be noted that option 1 may appear as more efficient (see Annex I.1) by handling roughly the same numbers of EVHAC-(co)branded volunteers as does option 2, for a lower cost. This must however be balanced with the issues of the longer-term impacts (both for volunteers and for beneficiaries of humanitarian aid/civil protection interventions), and the sustainability of this approach.

Option 3 appears much less efficient, due to the larger management structure at central and field levels. Although the numbers of volunteers presented in Annex I.3 are tentatively equal to those of the two other options, the approach is not conducive to cooperation with existing actors of the sector, which may lead to competition and ultimately lower figures.

# ANNEX

## **ANNEX A – TERMS of REFERENCE**



EUROPEAN COMMISSION  
DIRECTORATE-GENERAL FOR HUMANITARIAN AID – ECHO

ECHO 01 – Evaluation Sector

### **TERMS OF REFERENCE**

#### **FOR THE REVIEW OF VOLUNTARY SCHEMES IN VIEW OF THE ESTABLISHMENT OF A EUROPEAN VOLUNTARY HUMANITARIAN AID CORPS**

### **Introduction and context**

#### **INSTITUTIONAL BACKGROUND**

1. The creation of a European Voluntary Humanitarian Aid Corps was put forward by the Greek presidency of the EU already in 2003. Its creation was also mentioned in a provision of the EU Constitution (Chapter IV Cooperation with third countries and Humanitarian Aid, Section 3 on Humanitarian Aid).
2. The Lisbon Treaty introduces for the first time a specific legal basis for humanitarian aid. This provision stresses that humanitarian aid operations shall be conducted in compliance with the international humanitarian law and with the principles of impartiality, neutrality and non-discrimination.
3. The Treaty (art.214.5) also states that a European Voluntary Humanitarian Aid Corps (EVHAC) shall be set-up by means of a Regulation.

*In order to establish a framework for joint contributions from young Europeans to the humanitarian aid operations of the Union, a European Voluntary Humanitarian Aid Corps shall be set up. The European Parliament and the Council, acting by means of regulations in accordance with the ordinary legislative procedure, shall determine the rules and procedures for the operation of the Corps.*

#### **CONTEXT ON VOLUNTEERING**

4. In the last years there has been a growing interest among Europeans in giving a contribution in crisis situations, both inside and outside the EU. The number of volunteers has increased and partner organisations, especially in the civil protection field, have approached the Commission at several occasions by asking to respond to this growing interest and the related needs.

5. There are currently a number of voluntary schemes at different levels (international, EU and national). Despite the differences in focus, scope and structure, some common trends can be identified. These include:

- Employment of 'professional volunteers', which implies the request of a minimum previous relevant working experience and the absence of upper age limits.
- Focus on the added value of volunteers' participation more than on the impact on their lives (volunteering as a means and not as an end).
- Demand-driven schemes, based on the requests from implementing agencies needing specific skills and profiles.
- Although volunteers are involved in different phases (from prevention to relief, recovery and longer-term programmes), they tend to be employed more in recovery and development programmes.
- There is an increasing focus on local volunteering (from developing countries), which also implies the involvement in capacity building activities and programmes aimed at strengthening local participation.

## **Justification and timing of the evaluation**

6. The proposal for a Regulation for the creation of the EVHAC is part of the Commission Work Programme for 2011, and will be accompanied by an Impact Assessment.

7. The existing voluntary schemes are being reviewed by DG ECHO. This study will build on/develop further those reviews, as well as other studies such as the "Review concerning the establishment of a European Voluntary Humanitarian Aid Corps" (Prolog, 2006).

8. The results of the study shall be taken into account in view of the adoption of a Commission Communication, which is due the 3rd quarter of 2010.

## **Objectives and scope**

### OBJECTIVES

9. The overall objective of the review is to support the Commission services in setting-up the European Voluntary Humanitarian Aid Corps by providing with a comprehensive overview of the existing voluntary schemes, with particular emphasis on the employment of volunteers in the context of humanitarian operations.

10. The specific objectives are:

- i. To provide a comprehensive analysis of the current problems and gaps in the management and implementation of existing voluntary schemes (particularly in humanitarian contexts);
- ii. To identify different options for the setting-up of the EVHAC in terms of structure, scope and focus;
- iii. To assess the potential costs and benefits of each option identified.

### SCOPE

11. The review will cover all relevant voluntary schemes (at the national, EU and international level) and humanitarian actors, as well as training organisations and other institutions working with volunteers

including among others the United Nations Volunteer programme (UNV) and other relevant UN Agencies, the International Federation of the Red Cross and Red Crescent (IFRC), the Voluntary Service Overseas (VSO/UK), NGOs.

12. While the emphasis will be put on humanitarian operations, the consultants shall also look at the employment of volunteers in prevention/preparedness activities, recovery and longer-term development programmes. The use of volunteers in civil protection activities shall also be analysed.

13. The consultants shall also look into the European Voluntary Service (managed by the European Commission, DG EAC) in order to explore possible synergies and complementarities with the EVHAC.

### ISSUES TO BE CONSIDERED

14. At least the following elements shall be taken into account by the consultants:

- Organisational structure and management issues
- Administrative, financial and human resources
- Conditions of recruitment (benefits, allowances, employment agreements)
- Profiles of the volunteers and skills required
- Operational tasks and conditions of deployment
- Training and supervision
- Relationships with the existing volunteer organisations and programmes
- Coordination with Member States, especially in the light of the Consensus
- Relevant implementing partners, including their human resources policies (use of volunteers)
- Security issues
- Civil protection

15. These issues will be further discussed and validated at the briefing phase (other issues may be added at that stage).

### KEY USERS

16. The key users of the review include inter alia DG ECHO and other Commission services, Member States, implementing partners, other stakeholders with an interest in the review findings and other humanitarian donors and agencies.

## **Tasks to be accomplished**

17. The consultants shall accomplish the following tasks as a basis for their report:

- Literature review on volunteer schemes (with particular emphasis on the employment of volunteers in humanitarian operations), in order to identify problems, gaps and possible solutions;
- Interviews with officials of the EU (including from DG ECHO) and Member States, as well as with civil servants working in voluntary schemes;
- Interviews with officials of the UN, Red Cross, other humanitarian donors and agencies, NGOs based in Brussels (VOICE, etc.), Geneva and elsewhere;
- Interviews with the responsible of civil protection, both in Brussels and in a selected sample of Member States;
- In-depth study of the most relevant voluntary schemes, including field visits and case studies if necessary;

- Comparative analysis existing schemes and programmes: advantages, disadvantages and gaps identified;
- Presentation of the findings and recommendations in the form of a report.

Other tasks might be added in the course of the implementation of the review. The new tasks shall be agreed with the DG ECHO Evaluation Sector.

## Methodology, outputs and schedule

### BRIEFING AND INCEPTION NOTE

18. The briefing will take place at DG ECHO headquarters in Brussels within three working days from the signature of the contract. Relevant documentation and any clarification that might be needed will be provided to the consultants. The briefing will allow for the consolidation of the Terms of Reference (that shall be considered indicative throughout the review), the consultants' approach to the review, and the finalisation of the work programme (schedule, scope, planning and content of reports, etc.).

19. The main output of the briefing phase will be an **inception note** of maximum 3 pages, which will be submitted by the consultants within two working days from the briefing. The inception note will be based on the briefing and the first interviews, and should demonstrate the consultants' clear understanding of the Terms of Reference and of the deliverables required. It should also contain detailed proposals of work-plan, as well as a clear description of the scope and methodology of the review (including the data gathering tools and sources of information).

20. The inception note must be submitted by the consultants to DG ECHO Evaluation Sector and shall be formally approved by the Evaluation Sector.

### LITERATURE REVIEW AND 'AIDE MEMOIRE'

21. This phase will consist of collection of data, conducting of initial analysis, and preparation of an activity report.

22. The consultants will carry out a literature search and review of relevant documents, including those which will be made available by the Commission services (the literature review shall be considered as an on-going effort throughout the contract and should start before the briefing, i.e. upon signature of the contract).

23. The main output of the data collection phase will be an **'aide memoire'** of maximum 5 pages, which will present the main findings from the analysis of the documentation, the issues to be further addressed, and an updated work-plan if needed. The 'aide memoire' shall be submitted within 30 calendar days from the signature of the contract.

### FIELD PHASE

24. Following the formal approval of the 'aide memoire', the consultants shall undertake field work. They will interview with Member States administrations managing volunteers' schemes and other organisations employing volunteers in the framework of humanitarian aid or related fields.

25. The list of institutions and organisations to be visited will be established jointly by DG ECHO Evaluation Sector, the responsible desk and the consultants. The consultants shall work in co-operation with the relevant EU Delegation, DG ECHO experts, DG ECHO partners, international organisations and other donors.

26. The consultants will contact for their interviews the organisations mentioned at points 12 and 14, as well as any other relevant organisation and a sample of volunteers having participated in humanitarian projects.

27. If, during the field phase, any significant change from the agreed methodology or scheduled work plan is considered necessary, this should be explained to and agreed with DG ECHO Evaluation Sector, in consultation with the responsible desk.

#### REPORT DRAFTING PHASE AND DEBRIEFING

28. The consultants will submit to DG ECHO Evaluation Sector a **draft final report** of maximum 30 pages (which may be exceeded only with justification) within 70 calendar days from the signature of the contract. The draft final report will be submitted in electronic form and in accordance with the format given in point 4 of the annex to these Terms of Reference.

29. DG ECHO will provide written comments to the draft final report to the consultants within 10 calendar days from the receipt of the draft report.

30. A debriefing will be organised in Brussels after the submission of the draft final report. The consultants shall make a PowerPoint presentation to DG ECHO management and key staff of main findings and conclusions of the review. The date for this debriefing will be decided by DG ECHO in agreement with the consulting firm.

31. The consultants will submit to DG ECHO Evaluation Sector a **final report** (of maximum 30 pages + annexes) within 10 calendar days from the debriefing. The final report shall strictly reflect the structure outlined in the Annex of the Terms of Reference (point 4), and will take into account the outcomes of the debriefing and the comments to the draft final report.

32. If consultants reject any of the comments they shall explain and substantiate the reasons why they do so in writing. While correcting the report and its annexes, the consultants will always highlight changes (using track changes) and modifications introduced.

33. DG ECHO Evaluation Sector should mark its agreement within 10 calendar days or request further amendments.

#### DISSEMINATION AND FOLLOW-UP

34. The executive summary and/or the whole final report will be published on the Internet. Whenever applicable, the executive summary and/or the final report shall be translated into relevant languages for dissemination purposes.

35. Following the approval of the final report, DG ECHO Evaluation Sector will proceed to the dissemination of the results (conclusions and recommendations) of the review. Therefore, whenever applicable the consultants shall provide a dissemination plan.

## **Management and supervision of the review**

36. DG ECHO Evaluation Sector bears the responsibility for the management and the monitoring of the review, in consultation with the responsible desk. DG ECHO Evaluation Sector, and in particular the internal manager assigned to the evaluation, should therefore always be kept informed and consulted by the consultants and copied on all correspondence with other DG ECHO staff.

37. The DG ECHO Evaluation manager is the contact person for the consulting team and shall assist the team during their mission in tasks such as providing documents and facilitating contacts. The travel and accommodation arrangements, as well as the organisation of meetings remain the sole responsibility of the consulting company.

## **Evaluation team**

38. This evaluation will be carried out by a team of 3 experts (indicative). Proficiency in English is required, knowledge of other languages would be an advantage

39. The consultants' profiles should include knowledge and experience in:

1. humanitarian aid, both at the level of policy making and implementation
2. volunteering in relevant fields
3. organisational capacity analysis and risk assessment
4. human resources policies and management
5. ability for comparative analysis at European level
6. economic analysis
7. use tools for data gathering for evaluation/review purposes
8. EU policy making and working methods.

40. Further Guidelines for the team are provided in point 3 of the annex of these ToR.



## Timetable

41. The tasks under this review will be undertaken in a number of working days that will be proposed by the consulting firm. In any circumstances, the final report shall be submitted by the end of October 2010.

42. The review starts at the actual signature of the contract and by no means may any contact and/or expense occur before it.

43. The following is an indicative schedule:

Dates	Review Phases and Stages	Meetings	Notes and Reports
End of May	Call for Tender		
Beginning of July	Starting of the contract: signature	Briefing	Inception note
July	Literature and desk review		Aide Memoire
August	Field Phase		
September	Report drafting phase	Debriefing	Draft final report
October	Final report		Final report

## ANNEX B – TIMETABLE and MEETINGS

Country / Location	Organisation	Date	Contact	Content / Remarks
<b>Belgium</b>				
Brussels	VOICE	13. Jul 10	Ms Kathrin Schick	Meeting
	DG EAC /DG COMM	13. Jul 10	Frode	Meeting
	UNHCR Bxl	13. Aug 10	Mr John Fredrikson, Mr Bart Rosvelds	Meeting
	OCHA Liaison. Office to EC	27 Aug.10	Mr Antoine Gérard	Meeting
	VOICE	02 Aug 10	Ms Mags Bird	Meeting
	IFRC liaison office Bxl	30 Jul 10	Mrs Flaminia Gallo	Phone call
	CEV	18. Aug 10	Mr Markus Held, Dir.	Phone call / request to information members
	EAC-EA	07 Sep. 10	Mrs Michèle Grombeer	Phone call
	IFRC liaison office Bxl	09 Sep 10	Mrs Flaminia Gallo Mr Ulrich Cronenberg	Meeting
	ICRC liaison office in Bxl	15 Aug. 10	Ms Sabine Feta, M Pierre Apraxine	Meeting
	MSF/B	24 Sep. 10	M Andrea Pontirolli, Mrs Catherine Derderian	Meeting
	DG ECHO Conference	30. Sep 10	ECHO C/2	Presence during Conference
<b>France</b>				
Paris	MAEE	16 Sep. 10	Mr Regis Koetschet, Mrs Caroline Grandjean	Meeting
	France Volontaires	16 Sep. 10	Mr Dante Monferrer	Meeting
	CLONG	16 Sep. 10	Mr Cousin	Meeting
	Service Civique Volontaire	24 Sep. 10	Mr Dujol	Teleconference
<b>Germany</b>				
Bonn	DKKV (Civil Protection)	06. Aug 10	Mr Zentel (former GAA)	Phone / Documents
	Weltwärts Sekretariat / BMZ	19. Aug 10	Mrs Schwarz, Mrs Schüler	Meeting in Bonn
	THW - Civil Protection	09. Aug 10	Ms Susanne Wacht	Phone / Documents
	Youth in Action /National C	20. Aug10	Manfred von Hebel, Project Coordinator	Meeting in Bonn

Country / Location	Organisation	Date	Contact	Content / Remarks
	UNV - Headquarters	19. Aug 10	Ms Pansieri, Director, Mr. Kevin Gilroy, Mr. Jan Snoeks, Ms. Karen Foernzler	Meeting in Bonn
Cologne	Malteser International	20. Aug 10	Mr Peruvemba	Meeting in Cologne
	Samariter International	13. Sept 10	Ms Edith Wallmeier	Phone / Documents
Berlin	DRK - German Red Cross	13. Aug 10	Mr F. Jörris, Head of Rescue Dept.	Phone call / documents
	Johanniter.	9. Sept 10	Ms Sabine Lurz, Coordinator EU-Projects (Civil Protection)	By survey
	AA - Foreign Office	24. Aug 10	Mr Felten (VN05 AA)	Phone call
	BMI (Civil Protection)	14. Aug 10	Ms Dr M. Sudhof, Ms Simoncelli	Phone call
<b>Switzerland</b>				
Geneva	IFRC	9 – 10 Sept. 10	M David Fisher, Mr Stefan Agerhem	Meeting
<b>United Kindom</b>				
London	Voluntary Service Overseas	13. Sept 10	Ms Jill Healey Policy Unit	Phone
	Save the Children UK		Ms Kate O'Brien	Meeting / Phone
<b>Ireland</b>				
Dublin	Voluntary Service Overseas	17. Sept 10	Mr Malcolm Quigley	Phone / Survey
<b>The Netherlands</b>				
The Hague	PSO		Michael Baumeister	Survey
<b>Norway</b>				
Oslo	NRC	10. Sept 10	Ms Petra Storstein, Institutional Donor Advisor	Captured by survey
<b>Italy</b>				
Rome	Civil Protection – Volunteers CP	8. Sept 10	Mr Augusto Miozzo (spoken to Giovanni De Siervo)	Phone / Survey
<b>Haiti</b>				
Port-au-Prince	Field case study	6 - 12. Sept. 10		Meetings in Haiti (see list below)

List of contacts (Haiti mission)

Damien Berendorff	Head of Office, DG ECHO Port au Prince
Daniel Urena Cot	Programme Officer, ECHO Office for the Caribbean
Lut Faber Gossens	Interim Head of Delegation, EU
Julien Guillemard	Charge de programme, bureau de l'equipe-pays, UNV
Fatou Diop	Programme Manager UNV Support Office MINUSTAH.
Elke Leidel	Directrice, Concern Worldwide, Haiti
Stefano Zannini	Chef de Mission MSF-Belgique
Jasone Garcia Amezqueta	Spanish Red Cross OD delegate to the Haitian Red Cross.
Veronique Brosette	CD, Bioforce/RedR
Doug Knight	Security Coordinator, Bioforce/RedR.
Catherine Huck	External Relations, UN OCHA
Bernard Leflaive	ERRF Manager, UN OCHA
Peter Kussmaul	Head of Mission, Technisches Hilfswerk Haiti
Marcus Koth	Project Assistant, Malteser International
Emily Rogers	Accountability Adviser (Roving Team) HAP.
Gary Shaye	Representant National, Save the Children
Marcel Fortier	Country Representative, IFRC
Pierre Tripon	Chef de Mission, Action Contre la Faim
Berengere Tripon	Chef de Mission Adjointe, Action Contre la Faim
Elizabeth Jennings	External Relations Officer, WFP
Stephen Kearney	Deputy Country Director, Support Services, WFP
Sara Coppler	Director of Operations, Habitat for Humanity
Linda Poteat	Director, Disaster Response, InterAction
Pattie Morley	HR Manager, Medair
Gene V George (by phone)	Haiti Coordinator, Peace Corps
Charles R Drilling (by phone)	Crisis Corps, USAID
Hanna van Drempt (by phone)	Human Resources Manager, Haiti, International Medical Corps

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## **ANNEX D – LITERATURE REVIEW – MAIN FINDINGS**

### **Main Findings from Literature Review (Aide Memoire)**

Many actors and issues which have been listed and reviewed, had already been considered in the 2006 EVHAC review (DG ECHO's institutional framework, NOHA, Red Cross movement and UN agencies, key national schemes and VSOs, standards and rosters). A relatively limited number of new initiatives and actors have appeared or developed in the meantime: the TEU, online volunteering, public-private partnerships, etc (see bibliography in Annex C). The Terms of Reference of the 2010 review include however an essential new component, which is the request to also analysis the use of volunteers in the civil protection activities (as DG ECHO is today responsible for the Humanitarian and the Civil Protection activities of the European Commission). A comprehensive mapping of the extremely large, complex, and continuously expanding environment of volunteer-sending or closely related organizations and networks of organizations (often leading themselves to even more organizations and networks) appears as a challenge. Such a mapping at the European level could become one of the tasks of EVHAC.

The sections below summarize the main findings from background documents and stakeholders, which have been outlined in the Aide Memoire.

### **EU legal documents and institutions**

- The current DG ECHO Regulation, dating back to 1996, is not conducive to accommodating EVHAC, in particular the art.13 which limits both the budget and the duration of the actions. An updating of the Regulation is foreseen, which should among others define the relations and scope of work between humanitarian aid and civil protection (both may be using volunteers in the same crisis situations) within DG ECHO.
- The European year of volunteering (EYV) in 2011 provides an adequate perspective for launching and promoting EVHAC. The EYV framework also outlines the linkages which should be developed with contiguous EU actors and programmes.
- In the framework of the TEU, humanitarian aid has clearly to be consistent and coordinated with EU external action. However, the humanitarian principles as they were outlined in 2007 in the EU Consensus on Humanitarian Aid, and in particular the perceived independence of humanitarian actors from political issues, need to be reaffirmed to dissipate some current concerns about a possible "instrumentalisation" amongst the EU crisis management tools<sup>24</sup>.
- The strong training component in civil protection could be of benefit to humanitarian actors and to EVHAC, as training has been identified as a major need for volunteers. An evaluation of civil protection and MIC (the Monitoring and Information Center) has been launched by DG ECHO in May 2010.
- The Youth In Action programme of DG EAC leaves a large potential field of opportunities for cooperating with EVHAC, e.g. a wide access to young European volunteers (including the unskilled and those with fewer opportunities) and a portfolio of already established actions in non-EU countries, with projects often contiguous to humanitarian aid.
- the EAC-EA Executive Agency, which already manages the volunteering actions of the Youth In Action programme, should be further assessed.

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<sup>24</sup> VOICE Out Loud n°11, June 2010

- Managed by DG EMPL, the EURES job mobility portal could possibly be linked to EVHAC for publishing some types of volunteering opportunities (professional, learning) as well as profiles of already trained volunteers.
- Graduates from the NOHA master in humanitarian studies would also offer opportunities for cooperation with EVHAC, since they will have to complement their academic studies with a 4<sup>th</sup> semester of field practice.
- Considering the emphasis of the TEU and the EU Consensus on Humanitarian Aid on coordinating with the UN and Red Cross agencies, appropriate forms of cooperation of EVHAC with e.g. IFRC, the emergency rosters operated by OCHA or with the UN Volunteers (see B.2.3) appear mandatory.
- Similarly, the implementation at EU level of the ILO's *Manual on the Measurement of Volunteer Work* could become one of the (non-priority) tasks of EVHAC.

### **VSO (Volunteer-Sending Organisations) and Support Programmes**

- Large numbers of volunteering organisations and networks often offer simultaneously several models of volunteering, which correspond to the demands of their respective target groups. Among these models, one can find e.g. virtual volunteering / online volunteering, summer holiday camps for young, mostly unskilled volunteers, short – to long term assignments for young graduates and young professionals, but also some very short term “voluntourism” (which should be rejected in the EVHAC framework).
- In relevant circumstances, and to allow large number of volunteers to contribute, EVHAC most probably will also need to consider several of these models, while always looking at the added value of each option as a crucial criteria to maximize trade-off between impact and visibility.
- However, essential issues for the EVHAC implementing options are generally not discussed in the available VSO literature or internet sources, such as existing gaps and needs, and how EVHAC could assist to address them. Such questions could only be answered through direct contacts with stakeholders or through the surveys.

### **National Voluntary Schemes**

- Although the Review has identified a significant number of national schemes (EU and external) for sending young volunteers abroad, these are all limited to various development cooperation activities in safe environments and cannot provide usable benchmarks for EVHAC.
- Some of these schemes have nevertheless published reports with useful lessons learnt, such as the Australian government statements on the support required by volunteering, the New Zealand statements on why volunteers should not do humanitarian assistance, or the Japanese JICA conclusion about the importance of integrating volunteers in local communities and carefully preparing objectives, programmes and skills beforehand.
- From a literature review perspective, the US Peace Corps “Response” (using experienced returned volunteers from the Peace Corps) appeared as a close model for EVHAC. Further assessment (e.g. during the Haiti field mission) somewhat contradicted this view (see below).
- The corporate partnership component of the Irish Rapid Response Initiative provided another opportunity for more in-depth assessment (see below and under B.2.3).

## **Rosters and Registers**

- EVHAC may either operate its own register, which requires extensive work for continuous updating and can create duplication or confusion, and/or coordinate with existing ones. A register can be very broad (i.e. anyone who wants to volunteer) or very specific (i.e. engineers), which generally has a more effective value.
- To mitigate against competition with existing registers, EVHAC could e.g. delegate engineering to RedR, which may work for e.g. front-line aid workers or technical advisers (to be tested).
- The alternative is for EVHAC to be a “clearing house” for identified needs, i.e. the EVHAC field representative (within DG ECHO’s office) in a disaster-struck country collates needs from FPA partners (and possibly others), and then triggers pre-existing arrangements with RedR, VSO etc, for them to supply according to their own terms.
- A contiguous arrangement would concern a database which would try to match the needs collected in the field with the offers from EU civil society actors or individuals (partners are often overwhelmed with such requests, which are generally not systematically treated).

## **Lessons learnt from previous volunteers’ involvements in humanitarian crises**

- Findings from e.g. the TEC tsunami evaluations, the VOICE/People in Aid conference on professionalism and volunteering in July 2006 or a Comhlamh report on a number of volunteering study cases, point at a number of recurrent patterns:
  - the need for experienced, skilled volunteers rather than young unskilled ones (at least during the first 6 months of an emergency);
  - the need for stand-by rosters of such experienced volunteers, to be used for surge capacity in the event of a disaster;
  - the need for long-term commitments by volunteers;
  - the need for structured training (security, cultural sensitization, language skills), and code of practice for volunteers;
  - the fact that “voluntourism” is not a recent behavior, and is badly perceived by local populations and organizations;
  - the crucial role of local volunteering organisations.
- Lessons from the Pakistan earthquake of 2005 outlined the frequent legal problems, even for professional volunteers, and the lack of consistent legal framework. A key role of facilitation and coordination on the legal issues would be needed at the EU level, in coordination with e.g. the IDRL (International Disaster Response Laws, Rules and Principles)/IFRC and the UN.
- Another worrying pattern emerged from a recent DG EAC study on Volunteering in the EU and a CEV conference report from 2008, concerning the growing trend (sometimes by States) to substitute fully paid services or staff by cheaper volunteers, due to the economic crisis and the reductions of budgets. This issue was translated into the 3<sup>rd</sup> guiding principle to the Review’s approach.

## **Public-Private or Corporate Partnership**

- Synergies with innovative actors (e.g. concerned organisations in the private or semi-private sector), beyond preparatory actions, are not authorised by the current DG ECHO

Regulation. There are however several models of volunteering used by the private sector which may be of interest for EVHAC, such as allowing volunteering by staff or funding others to volunteer, since this may provide some highly experienced volunteers in skills (logistics, management, healthcare) which are much needed to supply the surge capacity in the first hours or days of a disaster.

- In this framework, the corporate sector expects to be able to volunteer its staff's time and expertise (against some visibility), and the humanitarian sector is increasingly prepared to accept such offers – although with some diffidence.
- There is a significant point about partnerships (such as TNT/ WFP), where these have become strategic and need building way before an emergency – and indeed focus as much on preparedness as on response. Most organisations' experience with corporate volunteering is local or is in development work. A few organisations are already effectively matching such services, such as the Irish Aid Rapid Response Initiative. The growing importance of corporate partnership in volunteering was also acknowledged e.g. in the DG EAC report of February 2010.

### **Online Volunteering / Crowd Sourcing**

- There are some very interesting opportunities for humanitarian agencies to benefit from online volunteers, either in preparatory work (lowering website bandwidths, arranging mentoring schemes) or in their operational and ordinary back-office functions (mapping, website management, fund raising, short translations in unusual languages etc), as they try to upscale in response to a disaster.
- There are also opportunities for young people to contribute to a European response remotely. While European visibility will not be so high in the receiving country, unless the accompanying PR is strong, the engagement can involve large numbers of EU citizens (of every origin and age) performing a wide scope of tasks and using multiple skills, with less risk of 'harm' than many other forms of volunteering.
- There is however a need for crowdsourcing to know the end users before starting to help and, while such techniques do not require formal organisation, EVHAC could possibly help in promoting the approach and making needs apparent among EU citizens, or matching needs and offers in a database, as such contributions would call for a database aimed at matching needs and offers.

## **ANNEX E – SURVEYS – MAIN FINDINGS** **ANNEX E.1 – DG ECHO Partners Survey Results**

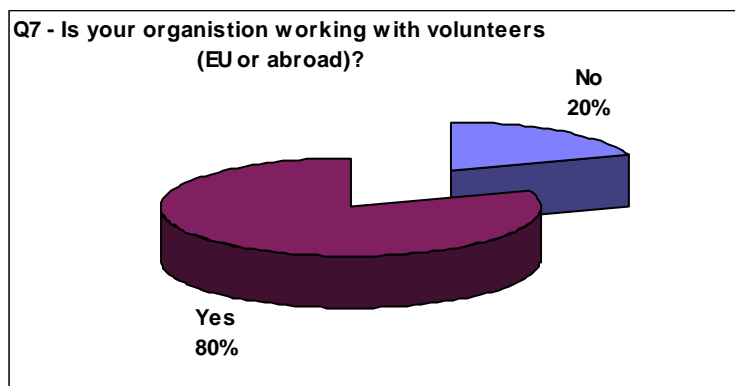
The survey for DG ECHO partners contained 37 questions including several free text sections where the respondents could precise their statement / selections. 46 from 182 invited organisations responded to the survey which is a return rate of about 25% (an earlier, comparable survey in 2005 reached 26%, roughly the same rate).

The present chapter summarise the most important findings of the responding organisations and provides brief interpretations of the results to allow the reader to quickly capture the situation – therefore, not each single questions of the survey is reflected in this chapter.

### ***General information on volunteers***

#### **Involvement of volunteers (Q.7; 46 responses)**

Table 1



Basis: 46 responses

The majority of the responding organisations involve volunteers in support of their humanitarian activities, be it in the EU or in third countries (international assignments).

#### **Definition of a volunteer / of volunteering (Q.8; 37 statements)**

The definition of what a volunteer is varies significantly by respondent and strongly depends on the organisation and its operational and organisational setting – there no common understanding and definition amongst the respondents. One, most often indicated criteria relates to financial gain of the individuals is that “volunteers” do receive no salaries / are not paid or are only reimbursed for expenses during their assignment – and that the financial gain is not in focus when looking at the motivation of volunteers.

Often the term volunteering is linked to other terms such as internships, stages and also career entry placements. The duration of the involvement of volunteers ranges from short-term periods to long term integration in a local programme. Likewise, the experience background varies from highly experienced, professional staff to young people with very limited professional experience (depending of their involvement in the organisation). Some respondents refer to the legal definitions in their home country.

Interpretation:

As there is not a clear and common understanding amongst the respondents of the terms volunteers / volunteering in all its aspects, EVHAC would need to clearly define what does its definition of volunteer / volunteering include for eligible activities supported / carried out.

**Global strength and weaknesses in involving volunteers (Q.9; 37 / 36 statements)**

**Strength:** The most often mentioned positive aspect is cost savings / cost-efficiency meaning that the involvement of volunteers would enable the organisations to provide more support. The respondents highlighted also that high motivation and commitment is a very strong aspect of volunteering according to their experience. Another aspect mentioned was the flexibility and short term availability of volunteers.

**Weaknesses:** the overwhelming number of respondents stressed that the involvement of volunteers demands substantial resources for their training, management and supervision – specifically when deployed internationally (third countries). This is clearly the priority issue mentioned. Next to it, several respondent highlighted problems of qualification, the availability at time of need and the high turnover of volunteers, as well as the linked difficulties.

Interpretation:

The results show clearly a more or less common perception of strength and weaknesses, with some logical variations, depending on what the organisation does and how it involves volunteers in their operations. When thinking about offered support from EVHAC one would assume that support in training and the development of approaches on how efficiently involve volunteers to minimise the losses through increased management and supervision burden in operations is needed.

**Importance of involvement by type of use and location (EU / Third countries) - (Q.11)**

Q.11 - How many volunteers have been working for your organisation in 2009 (approximate numbers), in the following types of situations?

Table 2

<b>Situation of deployment / utilisation of volunteers</b>	<b>Number of organisations involved</b> (count of respondents)	<b>Cumulated numbers of volunteers</b> in 2009 (all responses)
<b>Abroad by situation (third country missions):</b>		
In emergency humanitarian relief operations in manmade disasters (i.e. conflicts, including working in some high risk areas)	10	95
In emergency humanitarian and/or civil protection relief operations in natural	11	278

disasters		
In protracted / complex humanitarian crisis (including some high risk areas)	8	182
In disaster preparedness / mitigation activities	3	60
In post-emergency recovery / LRRD contexts	11	133
In <u>other</u> types of activities (development, social change, education/development education, cultural exchange, peace building, etc):	13	1.174 <sup>25</sup>
	- Not applicable-	<b>Total: 1.922</b>
<b>EU / home country assignments:</b>		
Auxiliary involvement (not specified)	30	<b>Total: &gt; 100.000<sup>26</sup></b>

Remark: 33 organisations responded at least one time

#### Interpretation:

It is visible that the involvement of volunteers in actual emergency relief operations (man-made crisis) is very limited, whereas the involvement in more development contexts is more likely and frequent as indicated by the respondents. The involvement of volunteers in the EU shows a much higher frequency – even when excluding the extremely high figures indicated by the Italian Red Cross.

#### **Motivation and major challenges in administration and management of volunteers (Q 13, Q.15.1 – Q15.2)**

In the view of the respondents, the core motivation of their volunteers is “**to help people in need, including offering one’s expertise**”. This factor outweighs by far all other factors.

When it gets to challenges of administering volunteers, the factor “**identification and contracting of suitable candidates**” is by far the most important, followed by “administrative burden / paperwork”.

Where it related to the management of volunteers, the aspect “**training and preparation of volunteers**” is the most important challenge to the responding organisations. This fact is further confirmed by the recommendations on which services EVHAC could deliver (the most often mentioned aspect was training).

<sup>25</sup> Italian Red Cross indicated around 1.000 volunteers

<sup>26</sup> A few organisations intensively working with volunteers in their home countries account for these high numbers (e.g. OXFAM indicated to involve 26.000+ volunteers, the Italian Red Cross more than 140.000). The figure is to be understood as general involvement of volunteers in support of the organisations (dedicated to humanitarian assistance or other fields of activities).



### **Costs – Compensations and total costs of involvement of volunteers**

The responses to the survey do provide an idea of the compensations paid by the different organisations. Most responding organisations stated to provide travel and transport costs, where only a few indicated to pay “financial indemnities”. There are high variations within the group of respondents and no common approach is visible.

Where it gets to the actual cost of one volunteering month, the organisations’ information varies strongly (as their approaches and type of volunteers they typically involve). The rough ranges indicated in the free text area of the survey are the following (just informative, not adequate to be used as benchmarks):

EU assignments:       **150 – 1.000 EURO** (all in costs for the involvement of one volunteer for one month).

Third country assignments:       **500 – 3.500 EURO** (all in costs for the involvement of one volunteer for one month – logically there are higher variations with the total durations of the assignments and the location of deployment).

#### Interpretation:

Detailed costing information are not available from the survey (and this was not intended), but it can be stated that the organisations do not get volunteers for free – there are significant costs involved to integrate them.

### **Volunteers abroad (international assignments)**

The survey provides a highly varying picture of which type of volunteer is deployed to which type of situation – again this depends on the organisational setting and the philosophy of the individual organisation. One trend is that young professionals (< 5 years of experience) and experienced professionals (> 5years of experience) are more frequently involved in emergency relief operations if compared to other groups, which is not surprising. However, a few organisations stated to sometimes or regularly deploy young people still undergoing studies and just graduated people to emergency relief operations.

The most frequent indicated tasks for the volunteers are “specialised technical services” and “auxiliary support services related to project implementation”. More rarely, the volunteers are deployed for more than 6 month.

### **Volunteers in the EU / home country (EU assignments)**

Where it relates to EU assignments, the most important groups often employed are the “young people still undergoing studies” and “people just graduated in relevant sectors”. However, the other groups, following the two indicated before, are relatively equally distributed (experienced professionals, person after their professional working life, etc.).

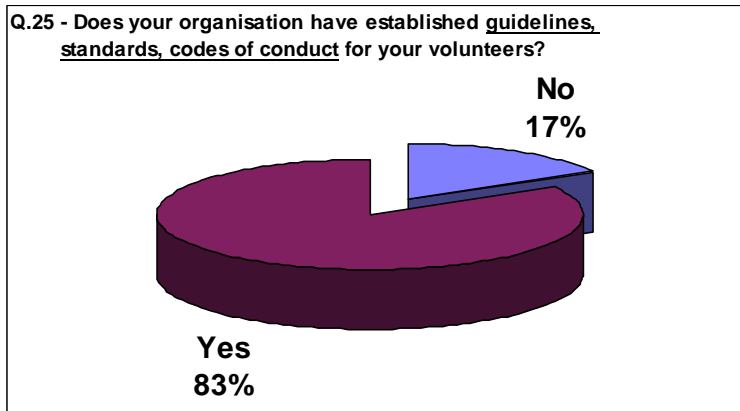
The most important tasks assigned to the volunteers at EU level are by priority: “auxiliary support services”, “general administrative work at HQ” and “specialised technical tasks (IT,

design, and logistic support)". The typical average duration is longer if compared to the indications for international assignments.

**Standards, guidelines and training**

The information on established guidelines, standards and code of conduct at organisational level looks as follows:

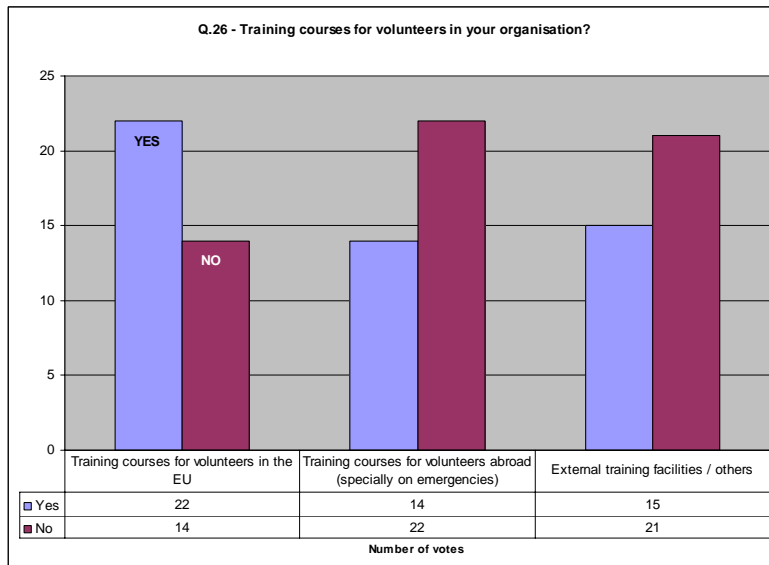
Table 3



Basis: 36 respondents

The majority of the responding organisations (30 out of 36) have established standards and guidelines for the involvement of volunteers. The situation with respect to training courses for volunteers is presented in the table below:

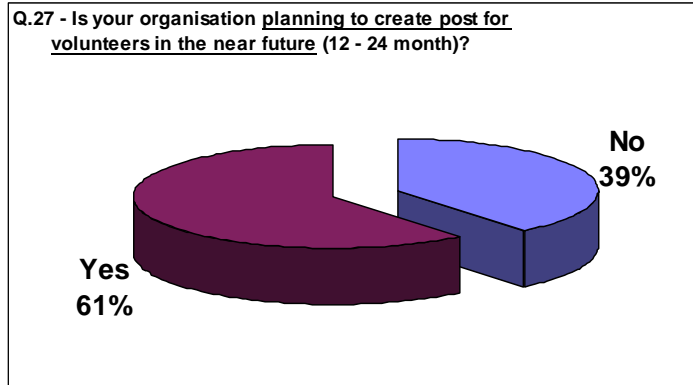
Table 4



**Plans for the future**

The majority of the respondents indicated that they are planning to create posts for volunteers in the next 12 – 24 months.

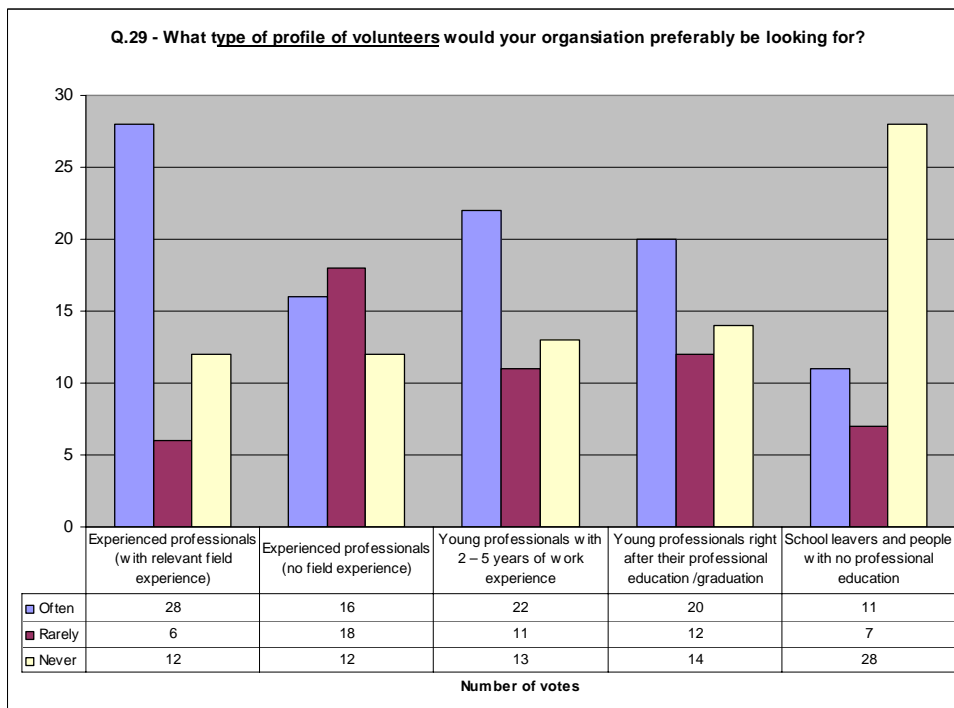
Table 5



Basis: 46 responses

The types of volunteers the organisation are looking for can be split in two groups: (1) experienced professional in relevant fields (Senior Experts) and (2) “young potentials” defined as young professionals with 2 – 5 years of experience or just graduated young professionals. The details are provided in the below graph.

Table 6.



The survey has placed the question for numbers of new posts in the EU and in third countries. The cumulated figures are as follows:

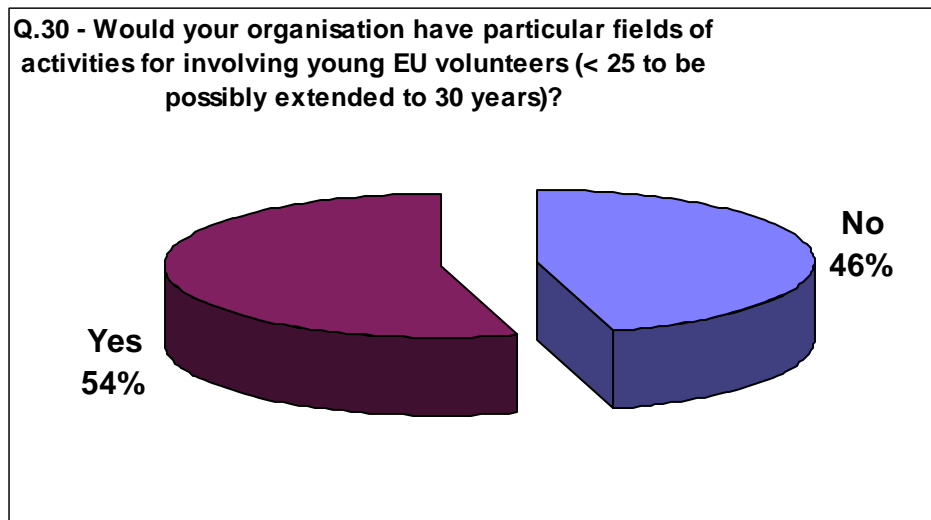
- EU Positions: **around 500 in total** (indicated by 13 organisations, but not equally distributed over the organisations – two organisations indicated 316 new posts)
- Third Countries: **around 67 in total** (indicated by 10 organisations)

The indicated numbers are very modest when looking at the size of the sector (e.g. up to 1.000 DG ECHO projects per year) and possibly even when extrapolating the figures (only one fourth of all DG ECHO partners responded to the survey).

### ***Young volunteers in humanitarian aid***

Roughly half (54%) of the respondents stated that they would have particular activities for involving young EU volunteers in their activities.

Table 7



Basis: 46 responses

### **Summary of related narrative statements (39):**

The question on “particular field of activities to involve young EU volunteers” is a very essential one for the development of EVHAC since DG ECHO partners will most probably be a core group of users / partners of EVHAC.

The free text responses again show the same clear consensus in the field of using young volunteers in emergency relief operations: do not go! Furthermore, a majority of the respondents state that the involvement of young volunteers should concentrate on Headquarter supporter activities in the EU. Where third country missions have been taken into consideration, the respondents suggest assistant positions in field headquarters in secure countries (or in projects which are LRRD related / development oriented) or career entry programmes, which involve

young professionals with already having some professional experience. The importance of involving local volunteers was highlighted by several organisations.

There have been some concrete recommendations on fields of involvement of young volunteers **in the EU**, which are:

- General assistance tasks at headquarter level
- Support of programming
- Marketing and fundraising
- Humanitarian advocacy
- Support to research work
- Information and communication campaigns
- Social integration of refugees in the EU

Several organisations expressed their ideas to involve younger volunteers **in third countries**, these included:

- Career Entry Programmes
- Economic recovery and livelihood support programmes
- Field office support work
- Journalism / Reportage

#### Interpretation:

There is a strong consensus not to involve young volunteers in emergency relief situation and a preference to involve them in the EU. However, several organisations could imagine to involve young people in assistance positions in “safe locations” also in third countries. Some concrete suggestions about potential tasks have been provided (see above).

### **EVHAC Services – Experiences and Expectations of DG ECHO partners**

The survey contained a dedicated section to capture the partners’ experiences with involving volunteers, and their expectations with respect to future services of EVHAC to overcome prevailing gaps and challenges of the involvement of volunteers.

#### **Q.31 Challenges in Third Countries (43 statements)**

The respondents repeatedly stated similar challenges when involving volunteers in third countries. The major challenges appear to be the critical cost / benefit assumption followed by the heavy problems to identify volunteers with the right skill-set at the right time. Several respondents highlighted difficulties with work permits and visa for volunteers. The indicated challenges can be summarised as follows:

- Volunteers like to go to the hot spots and not to serve in an office .
- Finding the right skill-set for a particular position / finding the right people at the right time (including language skills).
- Cost involved in identifying, recruiting, training, integration and supervision (critical assumptions on cost / benefit ratio).
- Management, administration and team integration of volunteers very challenging.
- Work permits and visa for volunteers often a problem.

- Security issues (also related to personality difficulties of non-professional, inexperienced staff).

Interpretation:

When looking at the core challenges and reading some suggestions it might be an option to support a roster of pre-screened, qualified professionals which is accessible to the EU humanitarian actors. Further support could possibly be provided with facilitating work permits and visa through a formal mechanism / via diplomatic structures of the EU (e.g. return guarantees to host countries, etc.).

**Q.32 Challenges in the EU (42 statements)**

The challenges when thinking about the involvement of volunteers in the EU are somewhat similar to those about third country involvement. One major concern expressed by the respondents is the identification of the right persons to volunteer with them. Another important challenge reported is the cost benefit ratio of involving volunteers, specifically due to the high turnover reported by several respondents. The major statements are summarised below:

- Involvement of volunteers is time consuming before it gets productive (start-up training required).
- Management and supervision require significant resources.
- Not sufficient funds available to involve volunteers at a higher rate in the organisations.
- Identification of right staff (matching of volunteer skills and demand of the organisation).
- Longer terms commitment of volunteers is rare / high turnover is a critical issue for the organisations.

Interpretation:

Involvement of volunteers is demanding and takes a lot of resources – finding the right persons is a real challenge according to the respondents to the survey. When thinking to involve young volunteers in the EU in support of humanitarian activities, a certain support to hosting organisations might be necessary to increase figures. Envisaged components could be information campaigns to be supported and/or volunteers' starter programme to make the involvement eventually more useful in terms of a volunteering continuum (trying to keep the volunteers with the organisations for a longer time). One might think to support a formal stagiaire type initial involvement, which allows those young people, not having sufficient own resources, to volunteer for a longer period with a humanitarian organisation (e.g. through receiving very low financial compensation).

**Q.33 Services and Support needed – potentially provided by EVHAC (39 statements)**

The survey requested the organisations to state their needs in terms of services and support of EVHAC as they can imagine it at the present stage, based on their needs for expanding volunteer involvement. The three most frequent words found in the responses aside from "funding support" were: **identification and recruitment, training and roster management**. This clearly shows the need and direction when thinking to strengthen and to expand the involvement of volunteers. The most frequent recommendations are summarised below:

- Funding for the intensified involvement of the volunteers.
- Support services in identification, recruitment and training of volunteers.

- Setting-up of staff certification guidelines and standards.
- Exchange of experts in the EU (example Civil Protection).
- Development of roster of volunteers managed by EVHAC (accessible to the EVHAC partners).
- Information and communication support at European level.
- Provision of central training modules to the sector.
- EVHAC as focal network point for volunteering in the humanitarian sector.

Interpretation:

The respondents vividly contributed recommendation and suggestions. It got clear that the process from identification to training is the most challenging and the majority of the respondents wished to receive support in terms of services provision and/or funding support.

**Q.34 and Q.35 Services and responsibilities that can be delegated to EVHAC / that the organisations are not ready to delegate to EVHAC (46 respondents)**

When questioning the organisations which services and responsibilities they are ready to delegate to EVHAC and which not, there is necessarily a potential for conflicting responses. It clearly depends on the individual organisation and its strength and present capabilities to recruit and to successfully involve volunteers (in a situation where all organisations more or less compete on resources / “adequate” volunteers). The following table shows a selection of the most important statements:

Table 8

To be delegated to EVHAC	<u>Not</u> to be delegated to EVHAC
<ul style="list-style-type: none"> <li>▪ For the case that EVHAC funds volunteer assignments a “co-branding” of our volunteers would be acceptable (e.g. supported by EVHAC)</li> <li>▪ Only funding of volunteer involvement is acceptable</li> <li>▪ Identification, funding and training of volunteers</li> <li>▪ Common insurance for volunteers</li> <li>▪ Work permissions and visa application support at central level</li> <li>▪ EVHAC data-base of pre-screened volunteers from all over Europe (accessible to all EVHAC partners)</li> <li>▪ Funding scheme for the deployment of volunteers to third countries</li> <li>▪ EVHAC could act as knowledge management centre and network focal point between volunteers and humanitarian agencies</li> <li>▪ Basic training and introduction seminars (for new comers in the humanitarian field)</li> <li>▪ Care services for volunteers</li> <li>▪ Standardised insurance cover for volunteers in third countries</li> <li>▪ Field coordination for volunteers deployed directly by EVHAC.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Final recruitment decision</li> <li>▪ Civil protection volunteers involvement</li> <li>▪ Personnel management</li> <li>▪ Decisions on deployments</li> <li>▪ Supervision of deployed volunteers</li> <li>▪ Day-to-day management of volunteers</li> <li>▪ Recruitment, management and supervision of volunteers</li> <li>▪ Final selection and definition of roles and positions</li> <li>▪ Evaluation of volunteer indemnities</li> <li>▪ Identification of demand at field level</li> <li>▪ Project design, security management, donor relations.</li> </ul>

Interpretation:

The genuine organisational activities and decisions related to human resources development and management should not be delegated according to the majority of the respondents. Support services to overcome the major challenges (identification, training, funding) are tasks that many of the respondents are ready to delegate to EVHAC. Furthermore, networking support and central information and communication might be an acceptable issue to be delegated. Several organisations can imagine that a central European roster would be beneficial in terms of access to adequately skilled volunteers.



### Q.37 – Other Comments and Suggestions of the Respondents (20 statements)

The last question in the survey was dedicated to capturing free comments and suggestions regarding the establishment of EVAHC. The responses can be summarised in three main statements:

- Several respondents **strongly question the justification and usefulness** of the establishment of EVHAC with referring to often expressed concerns, including the issues of security concerns when involving young volunteers, critical assumptions on cost-benefit ratio, detrimental effect on the professionalization of the humanitarian assistance provision, negative impact on quality of services delivered, high costs of involving volunteers, political motivated vs. demand driven scheme, etc.
- Another group of respondents expressed their **full agreement to the official VOICE position** (formulated at the board meeting on 14<sup>th</sup> June in Madrid).
- A few respondents provided suggestions on which kind of services EVHAC could provide and/or fund. The most important are listed hereunder:
  - Core activities of EVHAC / its volunteers should be implemented in the EU rather than in third countries.
  - EVHAC to focus its resources on the strengthening the capacity of humanitarian organisations to build and maintain volunteer based systems relevant to their unique requirements, rather than in creating unfocussed volunteer mechanisms.
  - EVHAC only to intervene in the context of natural disasters – and (young) volunteers to be used in disaster preparedness / post-disaster recovery where conditions are better to generate positive impact.
  - EU volunteers likely to work more in the development context.

A very comprehensive statement was provided by the Belgian Red Cross, which is therefore presented in its original text. Many of the aspects listed are also often addressed and shared by other respondents:

**Suggestions provided by the Belgian Red Cross (provided as an example):**

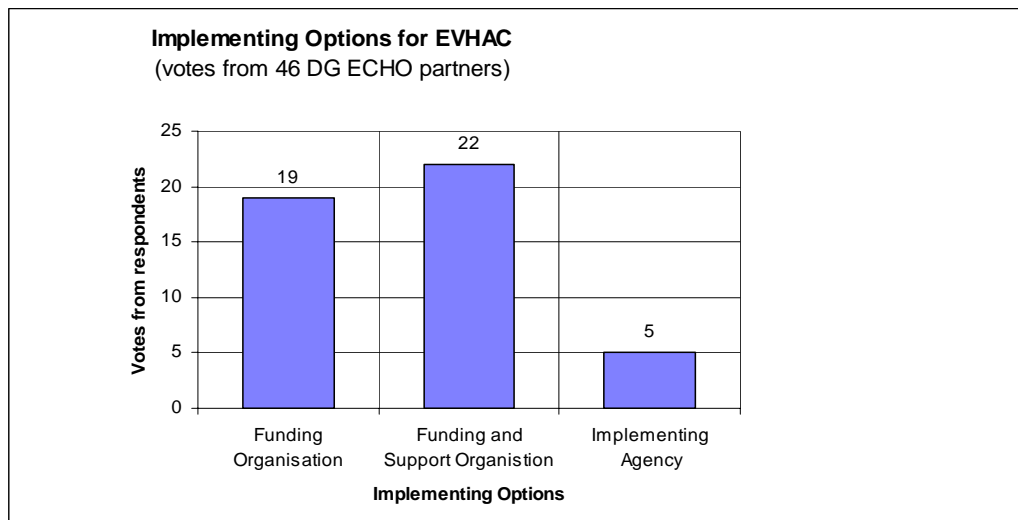
1. EVHAC must be guided by humanitarian objectives and respond to humanitarian needs.
2. EVHAC should not duplicate existing volunteering organizations only for EU visibility reasons but should increase the impact and efficiency of existing structures.
3. EVHAC should promote complementarity and coherence with existing volunteering organizations, particularly the RCRC Movement.
4. EVHAC should clearly prioritise knowledge/skills transfer for the benefit of local partners / beneficiaries rather than volunteerism for the volunteers own education and personal development.
5. EVHAC should not compromise the professionalism of the humanitarian actors but further promote it by e.g. supporting capacity building and training of local and international volunteering organizations.
6. EVAHC should contribute to capacity building at local level and not replace local volunteers. The added value of volunteerism is to strengthen local civil society.
7. Due to the increasing complexity of humanitarian situations and the deterioration of security conditions in the field, EVHAC should intervene only in the context of natural disasters.
8. EVHAC should consider supporting volunteers in on the margins of humanitarian action for pre-disaster preparedness and post-disaster recovery where there are better conditions for volunteer access and impact.
9. EVHAC should seek to strengthen and further professionalise local volunteer mobilisation and management as a skill / resource in humanitarian aid.
10. EVHAC should seek to promote volunteering globally based on a clear vision and humanitarian principles.
11. EVHAC should consider innovative ways for volunteers to contribute to humanitarian action without requiring a field deployment - such as remote technical support (virtual / online), awareness raising, fund-raising, etc.

### **Implementing options for EVHAC (Q.36)**

The survey included a question on which implementing option for EVHAC is the most adequate in the opinion of the DG ECHO partners. The respondents clearly voted for an EVHAC working through external partners with funding and supporting the involvement of volunteers in its humanitarian activities (40 of 46 or 87%) – **a minority of the respondents (6 of 46 or 13 %) opted for EVHAC to be an Implementing Agency** mainly operating in its own right (and as an option to working with implementing partners).

Due to the fact that the implementing options have been formulated tentatively no very precise findings can be derived on how EVHAC should look like in detail, but the tendency of its main positioning and the role EVHAC should play in the opinion of the DG ECHO partners gets very clear: **“EVHAC would fund and / or support DG ECHO partners (and other actors) in involving volunteers in humanitarian assistance activities.”**

Table 9



For a better understanding, the brief description of the options (as provided with the survey) is presented in the following listing:

#### **Definition of tentative implementation options**

##### **Funding Organisation (Option 1):**

EVHAC would be **funding** e.g. the involvement of volunteers in projects of implementing agencies in the field of humanitarian assistance, civil protection or LRRD; the setting up of related training schemes, inductions for youths, standards and codes of conduct; and other relevant promotion activities in favour of volunteering in the EU, according to pre-established eligibility criteria.

##### **Funding and Support Organisation (Option 2):**

EVHAC would be a **funding** organisation as in option 1. In addition, it would provide **active support** to volunteering in the EU by **filling gaps where relevant** in terms of e.g. recruitment (establishing and/or coordinating existing rosters for different types of volunteers), training (managing or coordinating schemes at various levels), or care services for volunteers (standardised insurance coverage, legal status, etc). A component may provide direct or indirect funding for capacity building of eligible local volunteering organisations. The field implementation and operational management of the volunteering assignments are to be handled by eligible / certified partner organisations.

##### **Implementing Agency (Option 3):**

EVHAC would primarily be an executive agency, formulating and implementing its own volunteering projects in the fields of humanitarian aid, civil protection and LRRD, or accepting and funding proposals from partners where relevant. Projects would be managed by field offices, under EVHAC's own responsibility. It would also continue to fill gaps where relevant, as per option 2.

## **ANNEX E.2 – Returned Volunteers Results**

### **About the survey:**

Several sending organisations / sending programmes have been contacted and asked to invite returned volunteers to complete a brief questionnaire on their experiences with past assignments and their willingness and expectations with respect to a possible involvement in humanitarian assistance activities.

Some organisations were not able or willing to allow such a survey due to different reasons (e.g. EVS offered to possibly introduce particular questions in their up-coming annual survey, but they do not want to create “survey fatigue” by carrying additional surveys aside the planned ones). Amongst those who agreed we find leading organisations such as VSO UK (including their international network), Comhlámh Ireland (running a dedicated returnee programme in support of the volunteering continuum) and Medair.

22 returned volunteers, all EU citizens, have responded to the “anonymous” survey. Due to the relatively low number of respondents and the open concept to invite returned volunteers from several different sending organisations, the survey cannot be called representative. However, there are clear trends visible from the responses, which can be confirmed by a comparable survey carried out in 2006 in the context of the first EVHAC review. The deadline had to be extended until the 24<sup>th</sup> of September 2010; should therefore some significant deviations from the present results appear or new findings be provided, these will be captured in the final version of the review report.

### **Summary results:**

**Volunteering is not for free, not for the organisations and not for the volunteers** – The majority of the respondents informed to have received some kind of remuneration or pocket money, next to the reimbursement of expenses ( > 86%) and around 60% of the respondents indicated to have contributed financially to the volunteering assignment. The majority of the respondents received between 70 – 450 EURO/month and a few between 600 – 1300 EURO/month (5 respondents). Due to the fact that the volunteers worked under different schemes it is difficult to conclude on the figures but it can be stated that the remuneration rarely goes beyond 1.000 EURO/month (1 respondent only).

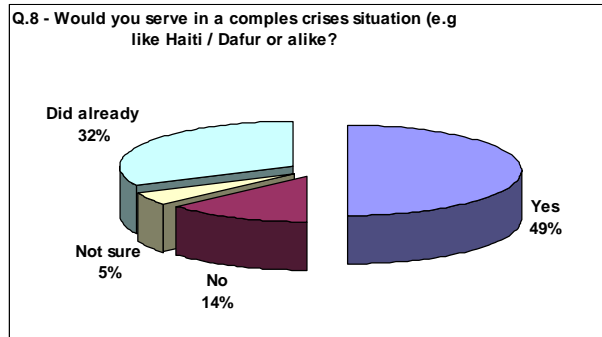
**Helping people in need is most important** – The responses to the motivation questions (motivation factors) revealed that the first important motivation factor is “to help people in need”. This most important factor is followed by the intention to gather work experience and to explore career development opportunities

**Overall high degree of satisfaction with the sending organisations – but training and preparation seen more critical** – The judgement of the respondents with respect to the experiences with their sending organisations and with the assignment as such (hygiene factors) revealed a high degree of satisfaction in all aspects, but the training and preparation aspect received the highest number of critical judgements (judged poor or very poor).

**A clear yes for getting involved in humanitarian activities, even in complex crisis situations** – The survey asked the question if the respondents could imagine serving in a

complex crisis situation. About half of the respondents expressed their interest – and another 30 % did already serve in such a situation. About 20 % said no or where not sure.

Table 10

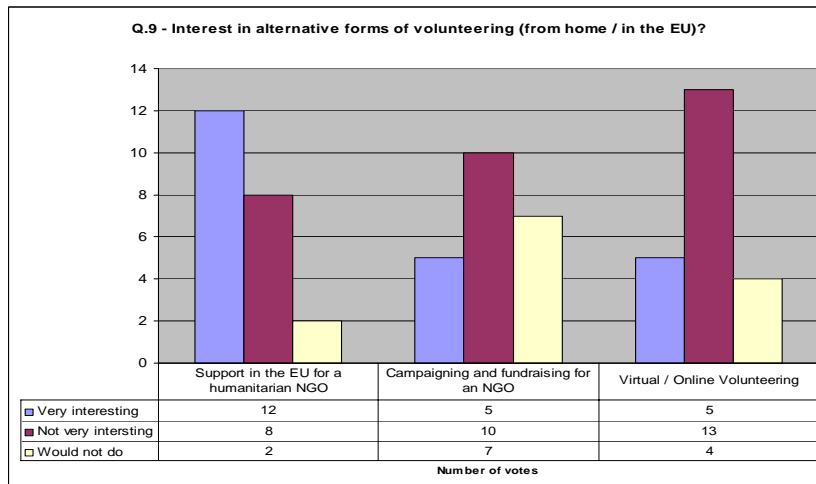


Basis: 22 respondents

**Major concerns of volunteers: Preparation and training followed by professional support of the sending organisation** - When asking the respondents for their major concerns when getting involved in humanitarian activities in complex crisis situation, the most important concerns are training and the support of the sending organisations. Again training and preparation is in focus of the volunteers (the lowest satisfaction, when stating on their last assignment was expressed in this field).

**Alternative forms of volunteering not much appreciated** – When asking the returned volunteers for alternative forms of volunteering and their interest in it, providing support to NGOs in the EU / in their headquarters was the most liked option. More concrete issues such as online volunteering and campaigning and fundraising was not liked (majority not interested in doing it). The result needs to be taken with care since the respondents are from a target group that has decided to go abroad (and the results cannot be generalised). It is interesting however, when thinking of offering involvement of volunteers after their assignment abroad, to keeping them involved in volunteering and in the sector (volunteering continuum) – here adequate offers need to be developed to stimulate individuals continuing volunteering also after their assignment.

Table 11



## **ANNEX E.3 – HAC Members / Civil Protection National Contact Points Results**

### About the survey:

DG ECHO invited the 27 members of the Humanitarian Aid Committee and the National Contact Points for Civil Protection in the Member states to providing their views and opinions on EVHAC by completing a brief questionnaire. 10 questionnaires have been returned (4 from HAC members and 6 from National Contact Points).

The questionnaires, containing the same questions for both groups, concentrated on the following issues:

- Prevailing gaps, challenges and needs (regarding the involvement of volunteers)
- Services and support to be potentially provided by EVHAC
- Advantages, constraints and challenges of EVHAC
- Possible organisational set-up(s) of EVHAC

It needs to be stated that it is very difficult to comment on an organisation / organisational set-up (EVHAC), which has not yet been defined in detail. Due to the fact that only a few organisations responded, this chapter **provides mostly the original statements** (put together, structured by the main issues), since the inputs are found very relevant and worth presenting as a whole.

### **Listing of statements and recommendations (HAC / CP):**

#### **Prevailing gaps, challenges and needs (Q.6):**

- National law or regulation with respect to volunteerism is missing (BG).
- The number of qualified volunteers has decreased during the recent years, also because of demographic change. Mobilising volunteers is only useful though, if adequate preparation of the volunteers and logistical organisation is provided for.
- Volunteers need to be well qualified and prepared for their occupation since poorly trained people can put themselves, others and the whole operation, especially in dangerous situations, at risk.
- Only a good qualification of the volunteers tailored to the needs leads to the success of an operation.
- Some NGOs working in the medical sector e.g. only work with volunteers with at least 1 ½ experience in their field.
- Especially very young volunteers need a special supervision before, during and after their occupation, which is not only a logistical but also a financial challenge.
- The most difficult task in working with volunteers in the wide field of humanitarian assistance is to build and to keep up a continuously high level of training and preparedness. Thus, it is particularly problematic to work with very young volunteers for a restricted amount of time, since the period of preparation is necessarily rather short. THW offers a wide range of trainings and courses to its volunteers and demands a very high level of commitment and continuous training and learning from them. Any European initiative should guarantee the same standards.
- One of the basic principles of humanitarian action is that any international response must be driven by needs of the affected population. There is always a need for volunteer

organisations, and they are an important and integral part of humanitarian action, e.g. taking care of implementation of response programmes. However this is a task normally and best conducted by local community based structures, such as municipalities, religious groups, national NGOs. They have extensive capacity on the ground and possess the advantage of having local knowledge in regards customs, traditions, geographical access, languages etc.

- In emergencies that require international assistance there is a need for specialised organisations with highly trained experts and clearly defined tasks, roles, mandate, coordination mechanisms etc. This can be exemplified by, TAST-teams provided by MS through EU-MIC, and the framework of cluster approach with specialised organisations as committed leaders of each thematic sector comprising a cluster.
- Our organisation has experienced several challenges when using generic voluntary resources aimed at responding to a wide spectrum of incidents. These capacities tend to lack necessary specialisation and clear mandate, leading to difficulties in providing operational tasking and unclear expectations of role and outcome. Basically, there has to be a concrete and well defined need, in order to recruit, train, and assure quality of any resource aimed to respond to humanitarian crises.
- As a conclusion, it is uncertain whether volunteers would fill gaps either in terms of specialised team deployments, professional expertise or common complementary resources.
- Lack of on-site general coordination. Lack of inclusion (of CP) in the overall humanitarian response to crisis.
- Lack of internationally recognized rules about visas, quarantine (for search and rescue units with dogs), responsibilities in case of intervention.

**Services and support to be potentially provided by EVHAC (Q.7):**

- EVHAC could contribute to increasing awareness (for humanitarian and development needs worldwide).
- EVHAC could contribute towards mobilising more volunteers and thus achieve a positive effect on the whole commitment to humanitarian aid within the EU member states.
- Constant preparation and training of volunteers is necessary to build an efficient roster or data base of qualified people. Humanitarian organisations could rely on it in need of additional humanitarian workers.
- With a humanitarian certification of the EU for example volunteers could be approved humanitarian helpers and be a resource for international humanitarian organisations.
- This could also have a positive impact on the cross linking of international humanitarian aid within the EU.
- Special trainings and exercises for young people on a European level could give additional motivation to and strengthen the skills of our young volunteers.
- Imparting knowledge to young volunteers about the civil protection systems of other EU member states can improve the cooperation of teams and modules within the Community mechanism. Thus, the organisation of an exchange scheme might be useful.
- Imparting knowledge about EU structures in civil protection/humanitarian aid/development cooperation.
- Improving language skills, especially regarding the technical terms relevant for a particular field of deployment.
- The key is to strengthen national volunteering schemes, within the framework of existing institutions in each MS, rather than setting up new systems and procedures. For MSB it

would mean expanding and deepening the current collaborations for example through clearer rules of regulation and improved structures, further training and entering into new partnerships.

- An EVHAC would eventually have a positive effect on establishing common standards among European volunteers as also common training and certification.

### **Advantages, constraints and challenges of EVHAC (Q.8 / Q.9):**

#### Advantages (Q.8):

- Increase of the EU visibility in third countries and the formation of a common European solidarity.
- In major humanitarian crises humanitarian organisations need a readily available resource of humanitarian workers. The volunteer corps could be designed as a roster of well-qualified voluntary humanitarian workers so that humanitarian agencies can rely on it in the event of acute need of additional staffing. The volunteers were given an allowance by the humanitarian organizations, but no payment, in particular not by the EU. The EU should ensure that volunteers are well trained and prepared through high quality training programs. Thus it increases the pool of available humanitarian workers in Europe.
- The EVHAC has the potential to strengthen the European identity of young European nationals.
- If it is given a clear-cut field of action and if professionalism of the volunteers is guaranteed by comprehensive preparation and training the EVHAC might contribute – as a supplemental tool – to the efforts of the member states in humanitarian assistance and development cooperation.
- It can give incentives to young people to do voluntary work and to engage for society.
- Since the role, mandate and organisational structure of EVHAC is briefly elaborated, it is difficult to list any evident major advantages of such a set-up.
- Our organisation has come across several general advantages of using volunteering schemes as a source of reinforcement capacity when responding to crisis, such as for example geographical proximity. However the positive effects occur when these resources are utilized in close collaboration with, channelized through or agreed upon with the principal responding agency.
- Potential EVHAC services: creation of common certification standards, development of best practises, sharing experiences, motivation.

#### Constraints and Challenges (Q.9):

- Sending volunteers without relevant experience and background could be dangerous and counterproductive.
- Finding the right balance between the need for professionalism and the treaty requirement to involve young people.
- Avoiding duplication with other existing voluntary schemes.
- EVHAC should be compatible with the existing humanitarian system, especially with the leading coordinating role of UN-OCHA, the cluster-system and the principles of humanitarian aid. It should not create parallel structures since it should respond to the existing needs.
- Humanitarian aid is generally provided by non-state actors, the UN humanitarian organisations, the organisations of the Red Cross/Red Crescent movement and NGOs. A

European volunteer corps should not lead to a "nationalisation" of humanitarian aid under the flag of the EU.

- The financing of the EVHAC should not be provided by the budget line for humanitarian aid of the Commission which would lead to a decrease of the budget meant for people at risk because in humanitarian crises.
- Most important for the EVHAC should be the contribution and qualification of the volunteer to the humanitarian operation, not his personal interest.
- Volunteers must have a qualification matching the needs. Volunteers who lack experience and qualification and who are not familiar with the local conditions can endanger their own safety and the entire relief operation. Especially in situations of armed conflicts but also in dangerous natural disasters inexperienced volunteers can be a risk for themselves, other volunteers and professional workers. Mistakes of volunteers can also damage the reputation of the EU.
- Therefore the volunteers should not be sent to operations in acute crises and areas of armed conflicts. The deployment of EVHAC should focus primarily on reconstruction rather than emergency relief.
- Volunteers should not supplant local volunteers since their potential for humanitarian aid in their own countries is very high. The presence of volunteers should not weaken existing local structures.
- The sovereignty of a state affected by an humanitarian emergency must be respected in all actions and decisions of EVHAC.
- The setting-up of parallel structures in civil protection by the EU would damage the existing national schemes and furthermore be out of scope since according to art. 6 of the Treaty on the functioning of the European Union the EU's competence in civil protection is restrained to carrying out "actions to support coordinate or supplement the actions of the Member States". Thus, the EVHAC should focus on activities in development cooperation and humanitarian aid.
- Consequently, there must be no deployment of volunteers during the first wave of assistance in any kind of disaster scenario. The EVHAC should concentrate on long-term projects in stable surroundings.
- The added value of the work EVHAC members can provide must outweigh the costs of their training and the administrative efforts to build up and maintain the EVHAC.
- A constraint faced when using voluntary organisations as a complementary asset, is that they most commonly have an inert decision-making process causing slower activation and deployment of resources. In addition, lack of reliability, consistency and accountability can be considered inherent issues in schemes based upon voluntary participation, hence causing uncertainty of availability and capacity in responding to humanitarian needs.
- What is often experienced is that high influx of resources, both personnel and relief items, in a non-prioritized manner most commonly creates constraints for the overall response. Challenges in terms of logistical bottlenecks and coordination difficulties are hampering the effectiveness and reach to the affected population. Any inclusions of additional voluntary resources being deployed must be carefully examined, justified in light of comparative advantages, and avoiding duplication.
- Possible lack of coordination between EVHAC and the existing (CP) structures at national level.



**Possible organisational set-up(s) of EVHAC (Q.10):**

- EVHAC could play a coordinating role with regard to the existing national programs of youth exchange and volunteer work in third countries. It could take the shape of a European platform collecting information and data about such programs and act as an agent between young European volunteers and the different programs and initiatives.
- EVHAC could also arrange meetings or exchanges of young members of national organisations where they can get together, exercise together or even go on mission together if the above mentioned circumstances are given (especially stable and safe surroundings and a clear cut project).
- A structure comparable to the United Nations Volunteers program seems useful and imaginable.
- Volunteering schemes is believed to be of best use if based on the principal of subsidiarity, meaning that MS is responsible for the incorporation of any volunteering organisations within its own institutional structure for civil protection and humanitarian action.
- The management of EVHAC would be better appointed to the Ministries of Foreign Affairs in common with the Civil Protection Authorities of EU Members.
- EVHAC would be better not hosted in a specific EU country. EVHAC could gather as a whole or in parts according to the specific needs on a case by case basis.
- Coordination with UN agencies necessary when involving in third countries.
- The EC should be able to find the right balance between humanitarian and civil protection visions and EVHAC should be part of the overall EU response to crisis and be complementary to the other humanitarian/civil protection actors.

**Other comments (Q.11):**

- EVHAC must be designed in such a way that concerns regarding security, effectiveness and efficiency are addressed.
- Any European initiative in civil protection/humanitarian assistance or development cooperation must be driven by the existing needs in third countries and not by any considerations of enhancing the visibility or the prestige of the EU.
- More clarity is needed on the definitions of EVHAC objectives and actions, fore example: What does the volunteer mean? (full time volunteer or “paid” volunteer) / Young un-experienced volunteer or “professional” volunteer?

## **ANNEX F – KEY MEETINGS AND POTENTIAL BENCHMARKING ORGANIZATIONS**

### **ANNEX F.1 – KEY MEETINGS**

A number of other meetings and interviews have been performed with key stakeholders and actors of European volunteering, which are not otherwise assessed as benchmarks. Among them, the common position of IFRC, OCHA, ICRC and VOICE should be noted, as well as the findings collected from meetings with UNV, UNHCR, the large volunteering NGOs, Malteser and Samariter, EVS, German civil protection actors such DKKV and THW, or the France Volontaires platform, which is presented below by alphabetical order.

#### **ASB (Arbeiter Samariter Bund)**

- ASB runs a dedicated programme to involve volunteers in emergencies (standing corps) which is called the First Assistance Samaritan Teams (FAST), a rapid deployment structure with having defined several response modules (means and procedures)
- ASB concentrates on WASH (purification units) and Primary Health care in emergencies (two dedicated modules).
- ASB can see EVHAC supporting and co-financing the following components: provision of modules / resources; training of volunteers, and missions of rapid deployment teams.
- Co-branding e.g. “European Volunteers” is basically an acceptable option in this case.
- Our suggesting to setting-up working / focus groups on the further development of core components (services and modules) of EVHAC is strongly supported (e.g. Group on Rapid Deployment Teams including optional search and rescue components). Remark: there are several ECHO partners who deal with these issues: ASB, IFRC, International Rescue Committee UK, etc.

#### **EVS/Youth In Action – National Agency Germany**

- Concerns about the sending of young people in the humanitarian context (many actors such as EVS/Germany still think that EVHAC is about mass sending of volunteers into emergency relief situations; they become more supportive when the options of more development related contexts in third countries are evoked).
- Volunteering is local! The German agency is strongly convinced that without the local knowledge about the capacities of organisations and individual volunteers, a good selection of volunteers to be send is not possible (when e.g. being organised at central level).
- The demand for volunteering opportunities at the level of young people is very high in Germany. In 2009, the use of the annual budget was at 96 % and the rate of acceptance of applications was at 70% (i.e. 30 % of eligible applications had to be denied).
- There is no real legal status for volunteers in Germany but the government is preparing a volunteer law “Freiwilligen Status Gesetz” which has not yet been ratified. Once ratified, it could bring dynamic in the EU scene and this issue might be tackled more actively.
- Recognition of volunteering assignments is important and reliable instruments in support of a better promotion for recognition are needed - not only at the current levels (e.g. in the social services field) but also widely at private sector level.
- Possible services and use of EVHAC (discussed during the exchange with EVS):
  - sensitization campaigns, e.g. for older pupils and young adults;

- advocacy for wider recognition of volunteering (mainly in the private sector with targeted information and communication campaigns – incorporating the associations of the private sector e.g. chambers of commerce, chambers of handicrafts, euro chambers, etc.);
- young people with fewer opportunities could be targeted to enter volunteering (some of these groups are not accessible today, e.g. young adults with lower school degree after their vocational training, which could be of use for projects and could highly benefit from developing additional skills which are not prominent in this particular group;
- in terms of cooperation with EVHAC, EVS could possibly take on particular components regarding the above-mentioned young professionals and act as a management agency for sending them as volunteers within the EU (budgets for sending volunteers to third countries are at present quite limited and not able to satisfy the demand). In a particular component of EVHAC, the EVS structure present in all Member States could therefore be quite helpful to reach some of the target groups and to manage the sending support.

### **French national volunteering associations: CLONG, France Volontaires, Service Civique**

- A conducive environment for volunteering has been recently enhanced in France, with the adoption in 2005 of a law (n°2005-159 of 23/02) covering the contracts of “volontariat de solidarité internationale” (see below).
- When previously, the main relevant association was the CLONG (Comité de Liaison des ONG de Volontariat) since 1979, a French platform for international volunteering “France Volontaires” was created in January 2010, in partnership with the main national VSOs. The members of France Volontaires are grouped in four colleges : ministries and public bodies (Foreign and European Affairs, Agriculture, Education, Economy, Youth), associations et foundations (ACF, Bio Force, HI, MDM etc), local authorities, and qualified personalities. Specific objectives are to promote the various forms of international volunteering, to contribute to developing the quality and numbers of volunteers, and contribute to reinforcing the relevant public policies.
- The French legislation currently recognizes three main types of international volunteering, two of which are potentially relevant for EVHAC.
  - The “Volontariat de Solidarité Internationale”, open since 2005 to all French and resident adults, operated by 84 associations which are sending every year some 2.500/3.000 volunteers on projects of “general interest to the civil society” of beneficiary countries for periods of 12-24 months (renewable up to three times). The government covers social benefits and reintegration, and small stipends with reimbursement of expenses are paid by the sending organizations.
  - The “Service Civique Volontaire”, established in February 2010, which aims at occupying young, often disadvantaged French citizens and residents (16-25y) in general interest projects in France, the EU and abroad for periods of 6 to 24 months. The government ensures the social benefits together with a monthly stipend of €440n, to which the sending organization adds a minimum of €100 and transportation costs. The objective for 2010 is to reach 10.000 volunteers, 5% of whom would be sent abroad. Plans as from 2014 are however much more ambitious, and aim at reaching up to 10% of the age class (some 74.000 youths per year). 5% of them would still be sent abroad (some 3.000 per year), and a cooperation with EVHAC would be favourably considered.

### **German Civil Protection (CP) Actors**

#### **DKKV (German Committee for Disaster Reduction, within the International Strategy for Disaster Reduction ISDR)**

- Volunteers of organisations active in CP (e.g. Malteser, Johanniter, ASB, DRK) might also be captured in a EU roster of available specialists. As far as the different organisations can maintain their visibility (but having a visibility add on “badge” with EVHAC) this might be a welcomed option.
- The youth organisations of organisations active in CP might be an additional entry point to integrate the national systems in a European context.
- Weltwärts is a good example for voluntary services organisations deploying young people in third countries (development cooperation)
- There are no associative structures of CP actors at EU level – all is located at national level, mostly embedded in the Interior Ministries or adjacent structures.
- Some critical comments on the multiple definitions of what a volunteer is, the (limited) possible size of involving volunteers in humanitarian operations (next to the already existing ones), particularly for less experienced young people.
- EVHAC could provide EU networking options (joint training events for young people – EU volunteers - build on e.g. existing MIC offers)
- For the NGO actors in CP, their organisation’s identity is an asset, and for the case of cooperation, a joint branding (modalities to be discussed in a working group) in EU volunteer actions would certainly need to be sought.

#### **THW (Bundesanstalt Technisches Hilfswerk – German Federal Agency for Technical Relief)**

- Setting up a structure similar to the UNV would be advisable regarding the involvement of “young Europeans”.
- Only well educated and trained volunteers should be considered for deployment in complementarity to the existing EU member states deployments (actors).
- Such a supplementary involvement is only useful and can be done in a responsible way for mid to longer terms actions and not in the context of ad-hoc missions.

### **IFRC (The International Federation of the Red Cross and Red Crescent)**

- The meetings in Brussels and Geneva confirmed that the main findings from the 2006 review are still valid, i.e.: focus on local volunteering which can provide the “right person at the right time in the right place in emergencies”, corresponding need to further strengthen local capacities (faster, cheaper more sustainable; preparedness activities before disasters happen are even more important than those in response to disasters).
- Support by EVHAC to local capacity building should arguably have an EU added value or “flavor”, such as twinning, exchanges etc,
- Progresses have also been made in the work of IDRL (International Disaster response Laws, Rules and Principles) which is setting the basis for a “Disaster law” under IFRC mandate, to be considered in parallel to the IHL under ICRC.
- Initiated in 2001, IDRL was mandated by the IFRC international conference in November 2007 to disseminate and promote the use of the IDRL Guidelines, in order to reduce unnecessary restrictions, delays and expenses in international disaster relief operations – an objective from which volunteers and EVHAC would also benefit. Progress has been rather slow, though, often due either to the hesitation of local authorities to request external assistance (and thus potentially appear weaker or reactivate old colonial tensions – visibility

is therefore usually low) or to the fear of misappropriation of aid money. Only four countries (including Indonesia) have so far adapted their legislation to the Guidelines, but many more are examining the issue, together with some key regional organizations (African Union, Asean, Mercosur etc). IDRL is supported since 2009 by the European Commission (it is also mentioned in the EU Consensus on Humanitarian Aid), and in 2010 a project will aim at studying relevant laws in the EU.

- In the EU, the various legislations are e.g. not yet conducive to the use of the unemployed as volunteers (e.g. in Germany unemployed volunteers are considered as not available anymore for job searching, and can be excluded from the lists). A specific study or working group by EVHAC could assess these issues.
- EU harmonization for the certification of skills, vocational training etc for the aid sector activities would be needed.
- A value added of involving young, mostly unskilled volunteers (such as those managed by EVS) into EVHAC is the cost-saving longer-term impact of preparedness to the consequences of climate change in adapting mentalities and behaviours, and also in developing a better understanding of other cultures and values among the youth, which may be highly valuable for later involvement in cooperation programmes.
- IFRC outlines the need to separate clearly the tasks (or Rules of Engagement) of civil protection (search and rescue, large logistical capacity for transport and infrastructure rehabilitation, using e.g. the Oslo Guidelines for the military assets) and humanitarian aid to the beneficiaries.
- IFRC has also set up recently an “Academic Network” aiming at a comprehensive learning and training approach for volunteers, which should probably be discussed in an ad-hoc working group in the context of the inputs from e.g. NOHA for EVHAC.
- In this framework, IFRC, together with OCHA, ICRC and VOICE, issued a number of key recommendations regarding EVHAC in the framework of the UN response to the mid-term review of the Action Plan on the EU Consensus on Humanitarian Aid, such as the need for EVHAC to:
  - answer to humanitarian imperatives only;
  - not serve primarily EU visibility purposes;
  - considering security constraints, to limit interventions to situations of natural disasters, provided that case-by-case analyses and needs assessments allow it;
  - not compromise the trend towards greater professionalism and reinforcement of local capacities;
  - not duplicate existing operational humanitarian bodies or activities;
  - remain accountable to DG ECHO and not to impact on the current budget but draw from additional funding;
  - adapt with flexibility on a case-by-case basis according to activities, places of intervention and composition of teams.

### **Irish Aid - Rapid Response Corps**

- The Rapid Response Initiative is Ireland’s response to humanitarian needs, based on fundamental principles of collaboration and partnership. Central to the initiative are both the agencies requiring support and the partners willing to provide resources and expertise (supplies, capacity building funds and skilled standby personnel).
- This network of collaboration and partnership takes many forms ranging from formally signed agreements to informal endorsements of support and cooperation. The initiative has the backing of both the public sector and the private sector in Ireland. It is designed to meet

the needs of some key UN agencies (standby agreements have been signed with OCHA, UNHCR, UNICEF, WFP, and the United Nations Humanitarian Response Depot - UNHRD), as well as the broader family of Irish Aid's humanitarian partners.

- The initiative is fully funded from the public funds. The roster relies on a spirit of volunteering and collaboration. The budget for the Rapid Response Initiative amounts to €6 million in 2008.
- In addition to the above-mentioned networks, Irish Aid has established partnership with private sector employers and organisations in Ireland, who have expressed encouragement and interest in making suitably skilled staff available, such as:
  - **Business in the Community (BITC)** <http://www.bitc.ie/>, a movement of companies within Ireland committed to continually improving their positive impact on society.
  - **Irish Business and Employers Confederation (IBEC)** <http://www.ibec.ie/>, the umbrella body for Ireland's leading sectoral groups and associations and is the national voice of Irish business and employers.
  - **ICTU** <http://www.ictu.ie/>, the largest civil society organisation in Ireland, representing and campaigning on behalf of some 770,000 working people. There are currently 56 unions affiliated to Congress, north and south of the border.
  - **Engineers Ireland** <http://www.engineersireland.ie/>, which has as its primary role to be the representative voice of the engineering profession in Ireland. With over 22,000 members, Engineers Ireland is the country's largest professional body and represents all disciplines of engineering.
  - **Chartered Institute for Logistics and Transport (CILT)** <http://www.cilt.ie/>, the professional body for those engaged in logistics and all modes of transport. Through its education courses and development activities, the Institute promotes professionalism in logistics and transport, keeps its members informed of developments and provides a practical forum for discussion and debate on current industry issues.
- In this perspective, it should be noted that OCHA and the World Economic Forum have published (non-binding) Guiding Principles for Public-Private Collaboration for Humanitarian Action.
- The ISO 26000 standards on social responsibility, which outline the need for organizations in both public and private sectors to behave in a socially responsible way, should also be considered.

### **OCHA (the UN Office for the Coordination of Humanitarian Aid)**

- OCHA operates several relevant rosters, such as the Emergency Response Roster for surge capacity, or GenCap (Gender Capability) and ProCap (Protection Capability) rosters, for the benefit of UN agencies. These rosters are mostly using high level "experts on mission", which are usually not volunteers.
- Emergency response experts are provided exclusively through a "Stand-By Partnership Programme" of 12 partner organizations, which have their own rosters. Statistics indicate e.g. that most experts are sent by the Norwegian NRC (in 52% of the cases), the Swedish MSB (26%) or the Danish DRC (13%) for an average duration of 6 months. ProCap and GenCap experts are provided by NRC, for more than 6 months. They receive high-level salaries from NRC: between 52.280 and 65.500 NOK per month (€6.500 – 8.200), to which should be added various allowances and the reimbursement of expenses. Numbers of deployed experts are also limited, e.g. respectively 12 and 19 in 2009 for ProCap and GenCap. Emergency response has two rotations of approximately 35 experts per year.

- A recommendation for EVHAC is to team up with the Stand By Partners, although EU visibility is likely to be somewhat diluted in the process.
- OCHA is actually already an organization comparable to a fully merged ECHO and MIC, at the UN level: its combines responses to man-made crises, to natural disasters, and support to both governments and NGOs.
- A key recommendation is that, before launching a new initiative such as EVHAC, ECHO should first consolidate the synergies with MIC in its upcoming new Regulation.
- EVHAC needs a stable basis on which to be built, and which does not yet exist. Relations between ECHO and MIC are still more antagonistic (see Haiti below) than cooperative. Among others, there is a need to reconcile in a new ECHO regulation the legal aspects of International Humanitarian Law (IHL) with those of the International Disaster Response Laws (IDRL), which are being set up by IFRC. This should focus on the respective scopes of work and intervention.
- A step by step approach to setting up EVHAC is therefore recommended. During this process, a number of further studies should be launched (by EVHAC itself?) to assess e.g. the legal aspects above, but also the thorny issue of visibility, which must be coordinated between ECHO, MIC and EVHAC.
- From this perspective, Haiti was a very interesting situation. According to OCHA, MIC intervened very effectively and cooperated quite closely with the UN and OCHA; for the sake of effectiveness, there were even some joint teams MIC/UNDAC, working under UNDAC flag. Unfortunately, this reportedly created a negative reaction from some EU Member States within the COHAFA (the Council Working Group on Humanitarian Aid and Food Aid), which criticized MIC for failing to show national or EU flags<sup>27</sup>.
- EVHAC should make use of the relevant volunteering organizations in the Member States, and coordinate with them, not duplicate. It should however not limit its scope to EU nationals, but integrate the volunteers from third countries who are also resident in the EU.
- OCHA insists on the need to avoid confusion or competition with existing rosters. From Geneva they manage GENCAP (gender capability roster), PROCAP (Protection capability roster), and a general emergency roster.
- Crowdsourcing and online volunteering could be further used, e.g. for finding webmasters, searching the internet, doing translations in non-EU languages (Arab, Farsi !!) etc.

## Platform2

- Until 2010 when the programme was stopped, Platform2 has been a global volunteering scheme for young people (18 to 25 years-old) with fewer opportunities who wouldn't otherwise be able to visit a developing country and get involved with global issues of justice and poverty. It was funded by UKaid from the Department for International Development and run by Christian Aid (an FPA partner) and BUNAC (British Universities North America Club (market leader for work abroad programme in the UK).
- The scheme can be called a short term group volunteering in developing countries. Participants are deployed for 10 weeks in groups of 10 – 15 volunteers in 6 selected countries (Ghana, Kenya, South Africa, India, Nepal and Peru), active in 12 specifically selected projects in the target countries.

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<sup>27</sup> To which criticism MIC reportedly replied in substance: “what do you want us to be: effective or visible?” This frequent dilemma between visibility and effectiveness in complex emergencies is reflected in table 18

- From early 2008 until the end of 2010, Platform2 has offered roughly young 2,000 British the chance to participate in the volunteering work programme. The funding from DFID amounted to roughly GBP10 million.
- Platform 2 was aimed at unlocking the potential and developing the skills young people who wouldn't normally have the opportunity to volunteer abroad. Volunteers would be promoting wider development awareness on their return to the UK. Volunteering placements take place within a sustained programme of learning – starting with a one-day pre-departure training and ending with a three-day residential workshop back in the UK.
- This programme was another example for involving young and inexperienced volunteers for a limited period of time in safe areas of developing countries.
- It was however not possible for the review team to evaluate the impact of the programme, which is likely to be lower than Weltwärts (see Annex G) considering the limited training and period of assignment in the field. At the time of drafting the present report, no background information on the success and impact was available.

### **Save the Children UK (SC)**

- SC has categorised those who help them in several categories which may also be relevant for the terminology of EVHAC: volunteers (Short-time, no money, in their own country); interns (6 months, in any programme with specific role, in a capital office); and trainees (existing skills, 1 year talent development process with training in e.g. security, first aid, coaching, solid recruitment and fast -tracked).
- They make another interesting distinction between 'fragile States' which are 'insecure' (South Sudan, Liberia, Somaliland, Zimbabwe), and where they believe that the aid sector's surge is needed, and 'conflict' areas (Afghanistan, Darfur, Southern Somalia).
- SC runs an "Emergencies Operations Programme", a structured training programme running over six months intended to get people 'field ready'.
- Save the Children UK run two schemes of potential interest to EVHAC.
  - The Child Protection Trainee Scheme is funded by a £1.3m grant from DFID over 5 years, with c £25k spent per person per year. Each trainee receives £11k pa. In association with organisations such as UNHCR, Terre des Hommes and Warchild Netherlands the scheme offers 9 positions per year, chosen from 8-900 applicants. Approximately half are European.
  - The Humanitarian Leadership Trainee Programme is looking at the sector's human capacity particularly with regard to operational humanitarian leadership. It is part of a wider collaboration between 15 major British NGOs to bring new blood into the sector as well as provide development opportunities for talented staff with leadership potential. It runs internationally and nationally (in East Africa). While the international programme stream (yet to be launched) is more interesting to the European-based EVHAC it is significant that for the first 15 Kenya-based traineeships there were 2,000 applications.
- The recruitment process is intentionally rigorous and based on competencies and behaviours developed for CBHA. The selected trainees will have a demonstrated commitment to the sector, a degree, overseas experience and fluent English. They will receive training as well as coaching during their year in post with one of the CBHA agencies. In the first 6 months they receive expenses such as travel and lunch; for the second six months £500pm
- SC believes that EVHAC is "an opportunity to set the standards for the sector".



## UNHCR

- The UN agency for refugees is making regular use of UN Volunteers (below) and JPOs (Junior professional Officers) to complement their staff in emergencies. In addition, several departments of UNHCR are using volunteers to enhance key capacities, through cooperation with some NGO partners:
  - Resettlement Deployment (with ICMC);
  - RSD (Refugee Status Determination) Deployment;
  - Surge Protection Deployment (with IRC, DRC and NRC);
  - UNV coordination;
  - Emergency Preparedness and Response Section;
  - Technical Support Section.
- All these services have received dedicated survey questionnaires, although without replies at the time of drafting of this report.

## UNV

- UNV employs 150 HQ staff (which they compare to the 800 employed by the US Peace Corps), 7,545 volunteers in 2009, plus 9.500 online volunteers (detailed figures available in annual report 2009).
- They receive some 70.000 new applications per year, out of which around 3.000 are retained for the database.
- Since 2000, an increasing percentage of volunteers for the more demanding types of missions (crisis prevention, humanitarian aid, peacekeeping and peace building) are international ones (currently 50%); UNV is not anymore a “south-south” operation.
- They expect an increase of humanitarian situations due to climate change and restricted access to natural resources.
- UNV is mostly providing volunteers to protracted crises and LRRD situations, rather than for immediate emergency relief; the volunteers fulfil increasingly roles of capacity building, training, advisors to local/national aid workers.
- Despite strict UN security measures (volunteers must be treated as UN staff, with functional privileges and immunities), the rate of incidents is increasing e.g. in Afghanistan, Haiti, Darfur etc. As a result, field security is becoming increasingly expensive.
- Gaps and needs, possible cooperation with EVHAC:
  - availability of adequate training, continuous refresher courses;
  - common standards for recruitment, certification/quality assurance for competences mentioned in CVs, and consistency/comparability between various diplomas;
  - psychological testing before deployment to the field, to assess potential resistance to stress and behaviours in difficult conditions;
  - joint advocacy for recognition of volunteering, including towards the private sector;
  - as for the US Peace Corps, the recognition of the value of volunteering certificates could help gaining access to universities etc.
  - increasing availability of qualified volunteers when these are needed (surge, peak times); the best professionals are also often quite busy;
  - working groups for discussion of specific issues would be much appreciated.
- UNV is however not willing to disclose actual costs of the volunteering programme or the remuneration for volunteers vs full staff members (“it helps to balance the budget”).
- UNV stressed that there should not be any duplication through the setting-up of EVHAC.

### **Volunteering Services Overseas UK (VSO)**

VSO is the world's leading independent international development organisation that works through volunteers to fight poverty in developing countries. VSO acts as an international federation of member organisations that all contribute resources to a shared development programme. The VSO members are based in Canada, Kenya, the Netherlands, the Philippines and the UK. VSO also recruit volunteers in India through iVolunteer and also recruits and raises funds in Ireland.

VSO tackles poverty by using the skills, commitment and enthusiasm of individuals from around the world. For 50 years, VSO has been recruiting volunteers aged between 18 and 75 to live and work in the heart of local communities. VSO is actively recruiting at all times (there are a number of placements to suit a variety of ages and professional expertise). VSO is primarily funded by the British government's Department for International Development. There are several elements of relevance for EVHAC, which would make VSO a potential partner in the development of EVHAC as well as an implementing partner).

- VSO has substantial experience with recruiting of volunteers (since 1958).
- VSO runs an advisory service and a good practice sharing network: LINKS-Learning through International Networking and Knowledge Sharing (a possible model for EVHAC).
- Private sector sends some of their staff in corporate volunteering schemes with VSO (examples are: Price Waterhouse Coopers, SAP, Accenture and many others).
- Similar services following the British model are provided in Australia and New Zealand (Volunteer Service Abroad and Australian Volunteers International).

### **Youth on the Move**

- The objective of this new initiative (no details are available on the Europa website at the time of drafting of this report) is to “unleash the potential of young people to achieve smart, sustainable and inclusive growth in the EU”, in the framework of the Europe 2020 Strategy. Increased demands for qualifications and professionalism in the overall job market (not only humanitarian aid) are raising EU-level concerns about the employment situation of the many young (relatively) unskilled people, and even more about those with fewer opportunities. In this perspective, Youth on the Move envisages e.g. to create a website, a card/certificate to facilitate mobility (“European skills passport” etc), and to team up with the EURES job portal.
- Such concerns and approaches appear to be rather close and coherent with some of the proposed recommendations for EVHAC (induction of young unskilled volunteers with possible vocational training in humanitarian-related sectors, corresponding certificates, and coordination with EURES – see B.3), which call for coordination.

## **ANNEX F.2 POTENTIAL BENCHMARKING ORGANISATIONS**

During the literature review work for the Aide memoire and the subsequent meetings and discussions, a number of organizations appeared, usually regarding some specific components only, as potentially valuable benchmarks for EVHAC. The present chapter summarises such cases, which have been collected and analysed and that are relevant for the development of implementing options for EVHAC. The organisations mentioned are selected to show typical, relevant objectives or functions (there are often several other actors which are carrying out similar activities). The review team has also looked at needs, gaps and potential areas of cooperation, in order to contribute formulating optional functions for EVHAC.

### **Weltwärts: involvement of young volunteers in third countries**

#### **Description of the organisation**

Weltwärts is a programme of the German Government (Ministry for Development Cooperation - BMZ) – and comes in addition to the already existing ENSA programme (development oriented exchange of pupils). It was established in an unusual short period of time: Weltwärts was initialised in February 2007 and underwent a stakeholders' consultation process which was launched mid 2007. By February 2008, over 100 sending organisations had already been selected for cooperation with the programme. In 2009, just one and a half years after starting, Weltwärts was sending more than 3.500 young volunteers into developing countries.

#### **Potentially relevant components for EVHAC**

- Although not a fully relevant blueprint for EVHAC, Weltwärts has demonstrated that it is possible to set up a volunteering scheme in a relatively short time – while involving a large number of civil society actors / NGOs -, and to deploy a significant number of young people, sometimes with very limited professional background. It needs however to be stressed that the review team was not in a position to assess e.g. the quality of implementation, the security measures or the impact of the programme.
- Weltwärts is managed by an agency placed in the DED (German development service) and is currently staffed with only 6 permanent staff members and 4 auxiliary staff (according to the director, the agency is understaffed and she stated that around 15 permanent staff members would be needed to handle the service as it is currently established).
- The core functions of Weltwärts are grouped around: Sending Services Management, Supporting Measures, Administration of the Programme, and Returnee Scheme.
- Weltwärts has gained substantial experience with the setting-up of a functioning scheme which is currently handling more than 230 sending organisation eligible to cooperate.
- The Weltwärts budget was initially estimated at €70 million (at the basis of an objective of 10.000 volunteers to be sent abroad per year), although the budget for 2010 has been set at around €30 million to cover/manage about 4.000 - 4.500 volunteers.
- 25% of the costs are to be co-funded by the requesting partner organisations.
- The insurance scheme for the volunteers is a tailor made package (tendered by the German Ministry).
- The German Foreign office is in charge of the security issues (e.g. approval of countries to which volunteers could be sent, on the basis of their security situation analysis).

- Volunteers must be between 18 and 29 years old, have completed at least a relevant vocational training course if they have left school at 15 or 16, have good basic knowledge of a language spoken in the host country, and duly participate in a special training programme before, during and after the programme.
- For reasons of effectiveness and impact, Weltwärts focuses its projects on: value adding to local communities in host countries (twinning, cultural acceptance etc), to have a local counterpart organisation is compulsory for the Weltwärts partners; longer-term assignments (on the average 12 to 18 months) ensure the necessary integration of the volunteers into the structures of the local organization; personal development of the volunteer and career development of the volunteer are also important.
- All volunteers must have a clearly defined legal status (visa, residence permit, etc.) for the duration of their service in the host country (requirement of the German government).
- Should LRRD be considered within the scope of work of EVHAC, there might be room for intensive cooperation.
- The programme is currently under evaluation (first implementation period 2007 - 2010), which might provide useful lessons learned for EVHAC, although at later stage only (results are expected for the beginning of December 2010).

### **Key differences with EVHAC**

- Weltwärts is focusing on development projects rather than humanitarian ones.
- The Weltwärts programme is dedicated only to German organisations and hosting organisations having links with German organisations.

### **Other issues of interest**

- The German legislation on the status of volunteering is currently under preparation, defining important issues such as pension rights, etc. (it is called "Freiwilligendienste Statusgesetz")
- The actual demand from volunteers is much higher than the offer (the programme could accommodate a significant higher number of sending cases if more budget would be available).
- Weltwärts strongly supports the diversity of actors (e.g. sending organisations) as long as their objectives and orientations are in line with the Governmental development policy and the eligibility criteria of their programme.
- They also outline the need to include residents of foreign origin, not only EU nationals.
- One essential lesson Weltwärts has learned was that the diversity of the cooperation partners (sending organisations), as long as their objectives and orientations are in line with the Governmental development policy and the eligibility criteria, was essential to the success of the programme. Only the integration and proximity of the sending organisations to the potential volunteers/candidates can ensure to a certain degree that there is an adequate selection of candidates<sup>28</sup>. Selections and management of very large numbers of volunteers by a central body would be extremely complex at best.
- The Government-supported structure is quite useful in many aspects but it can also be a burden: strict and formal security regulations, diplomatic requirements which are sometimes not fully compatible with the approaches of smaller sending and hosting organisations, etc.

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<sup>28</sup> The National Agency of EVS in Germany reported similar findings with respect to the selection and management of volunteer deployments (although only on intra EU cases).

**Summary table (table 12)**

Prevailing Gaps / Needs	Objectives	Expected impact
Funding is a key limitative factor for volunteers deployment (also for EVS); demands from candidates are higher than offer / available places (also for EVS)	<p>To enable a larger number of young (inexperienced school leavers) to contribute to humanitarian-related actions (in stable operational environments)</p> <p>To support the humanitarian sector by expanding the potential recruitment basis</p> <p>To stimulate the personal development of young volunteers and to increase their competencies, in relevance to future career development</p>	<p>Positive image of presence of young Europeans in developing countries through twinning.</p> <p>Attractive “first step” offer from concerned EU humanitarian actors to young and interested people, with possible future prospects of further volunteers/ staff</p>

**Malteser International: Career Entry Programme for young graduates**

**Description of the organisation and the programme**

Malteser International is a DG ECHO partner which operates internationally as a humanitarian (since 1956) and development actor. In Germany, the Malteser Order acts as integrated provider to the national civil protection scheme (working with 35.000 trained volunteers in civil protection). World wide, Malteser provides its services through 80.000 trained volunteers and 20.000 staff members. They have some 30 experts at the HQ in Cologne, and around 120 expatriates with 750 local staff working on projects in more than 30 countries worldwide.

Malteser International runs a career entry programme dedicated to young professionals, who are employed for 12 months as project assistants. The project assistants will work at HQ for the first six months of the programme, and will subsequently be sent abroad to work on field projects. The young professionals receive a limited remuneration/stipend for their work, together a contribution to cover living expenses (up to a maximum of €1.300/month).

The Malteser Career Entry programme involves a limited number of young professional (10) per year, which may be extended to 15. With external financial support / co-financing, Malteser would be able to increase the figures to around 20 per year (the demand is larger than the offer). The programme is providing the candidates with a valuable insight into the administration and management of humanitarian aid programmes, in the EU and abroad.

**Potential relevance to EVHAC**

- This type of approach is interesting in terms of involving young and “inexperienced” graduates/young professionals, and providing them with access to the humanitarian field of work while contributing to humanitarian operations.
- There are already several other humanitarian NGOs/ FPR partners providing career entry programmes / formal internships (e.g. Mercy Corps, Medair, Christian Aid, Merlin, Save the Children UK etc ).
- In the future development process of EVHAC, a group of stakeholders could develop the format and the standards and guidelines for a support scheme for career entry under EVHAC. Related support activities though EVHAC could involve the harmonisation of

standards and guidelines, joint training of volunteers, short-term practical introduction at DG ECHO headquarters and field offices, co-financing of the schemes by EVHAC, etc.). Volunteers supported by EVHAC under this volunteering module could be “co-branded” to satisfy the EVHAC interest for visibility but at the same time allowing the “hosting” actor to follow its interest in maintaining identity and developing their staff base.

**Key differences with EVHAC**

N.A.

**Summary table (table 13)**

Prevailing Gaps / Needs	Objectives (when including a career entry module it in EVHAC)	Expected impact
Career entry programmes are relatively expensive (limited number of candidates can be accepted)  Demand at the level of candidates higher than present offer from humanitarian actors	To enable a larger number of young, inexperienced fresh graduates or young professionals to start a career in humanitarian assistance  To support the humanitarian sector in developing / expanding its staff base with young professionals	Humanitarian actors to develop a professional staff base (and /or potential volunteers)  Visibility at international level (e.g. currently there are 3 Malteser volunteers in Haiti)

**US Peace Corps Response: use of experienced returned volunteers**

**Description of the organisation:** As already described in the 2006 review, the US Peace Corps as such should not be considered as a benchmark for EVHAC, due –among other reasons- to its focusing on development activities, its geographical limitation to countries which are considered safe for American citizens, its lack of independence from political decisions, and its rather low cost-effectiveness (the budget for 2010 is estimated at some US\$400 million to deploy 7.671 volunteers, i.e. an average monthly cost of US\$4.345 or around €3.475). Costs are increasing regularly due to upgraded security measures.

The more relevant “Peace Corps Response” was created in the aftermath of the Asian Tsunami as a means for the Peace Corps to provide targeted assistance in the aftermath of natural disasters. The Peace Corps Response provides returned and experienced Peace Corps Volunteers the opportunity to serve again in short-term assignments dealing with humanitarian assistance, HIV/AIDS, natural disaster relief and reconstruction, disaster preparedness and mitigation, or post-conflict relief and reconstruction. Its focus later changed from responding to a crisis to ‘why wait for a crisis?’ Thus positions mainly include jobs as teacher trainer, small business advisor, or community outreach officer. Peace Corps Response Volunteers were also mobilised in the US following e.g. Hurricane Katrina in 2005.

However, numbers are small, which illustrates the difference in scale (also to be expected for EVHAC) between young volunteers and experienced professionals who can “hit the ground

running". To date, only some 1100 Peace Corps Response Volunteers have served in over 40 countries in Latin America, Africa, the Pacific, Asia, and Eastern Europe, although NOT in conflict areas such as e.g. Sudan, Darfur or Afghanistan.

**Potentially relevant components for EVHAC**

- The use of experienced returned volunteers in a dedicated roster. Peace Corps Response Volunteers should have a minimum of 27 months of Peace Corps experience, which guarantees their commitment and understanding of the tasks envisaged.
- Since they are mostly back in professional life, the duration of their assignments is limited to periods of 30 days to 6 months.

**Key differences with EVHAC**

- Geographical presence limited to relatively safe areas.
- Lack of independence from political decisions.

**Other issues of interest**

- In the 2006 review, another offshoot of the Peace Corps, the Crisis Corps, was mentioned. This organisation is a part of USAID. The Crisis Corps has three ways of working, which are heavily bureaucratic. First, it allows USAID staff to transfer: the Office of the Response Coordinator in Haiti is e.g. staffed by USAID personnel on transfer for 2-6 week periods. Second, it subscribes to the "whole of government approach" and, in a model pioneered in the States by FEMA, has arrangements with various Departments of State (Health, Transport etc), so that experts in public health or ports management can be transferred to a USAID project when required. Third is the Civilian Response Corps – Active. It is building a roster of experts (91 are planned in a first phase). They tend to be senior and will be paid six-figure salaries. They are experts in IDPs, conflict resolution etc and are in Nepal, Kyrgyzstan etc.
- Following the discussions between Peace Corps/USAID and the evaluator in Haiti, it appears that EVHAC could usefully utilise relevant volunteers amongst civil servants from EU Member States or Institutions (e.g. specialists in management, healthcare or transport).

**Summary table (table 14)**

Prevailing Gaps / Needs	Objective	Expected impact
Regular lack of experienced aid workers for surge capacity in response to disasters	Ability to offer an attractive scheme to experienced volunteers who would like to continue offering their expertise on an ad-hoc basis	Emergency gap filling by people who can "hit the ground running"

## EAC – EA

### **Description of the organisation**

As further detailed below (chapter B.3.1), for setting up the implementation structure of EVHAC, two main options could be envisaged: outsourcing the management to an external contractor following a tendering process (to be re-launched after a few years), or entrusting this management to an Executive Agency of the Commission. Among the six such agencies currently in function<sup>29</sup>, EAC-EA (the Education, Audiovisual and Culture Executive Agency) appears to be the most relevant for a case study, since it already manages programmes potentially contiguous to EVHAC (Youth In Action for DG EAC or Bilateral Cooperation for AIDCO). The agency was set up in accordance with the Commission's Decision n°2005/56/CE of 14 January 2005, and modified by the Decision 2008/785/CE of 9 October 2008.

EAC-EA is responsible for the management of certain parts of the EU's programmes in the fields of education, culture and audiovisual. Fully operational from the 1st of January 2006, the Executive Agency operates under supervision from its three parent Directorates-General of the European Commission: DGs EAC, COMM and AIDCO. Seven key Community programmes have been partly or fully delegated to the EAC-EA: Lifelong Learning, Erasmus Mundus, Tempus, Culture, Youth in Action, Europe for Citizens and Media, as well as several international Cooperation Agreements in the field of higher education. The agency is correspondingly composed of 10 operational Units (1 per programme) and 2 horizontal units (administration and finances).

### **Potentially relevant components for EVHAC**

- The “Youth” Unit of the executive agency is made up of 20 staff (13-15 contractual Commission staff and 5-7 temporary agents) which manage the 5 permanent actions (Actions 1.1/ Youth Exchanges, 1.3 Youth democracy Projects, 2/EVS, 3.1. Cooperation with the Neighbouring Countries, 4.3/Training and Networking, and 5.1 meetings of young people). The Unit handles on the average 10 calls for proposals per year (including specific calls which concern e.g. the “Cooperation with other countries of the world”), the relations with the various EVS (European Voluntary Service) national offices, and the Help Desk (below).
- Youth in Action projects in non-EU countries currently concern not only the EU Neighbourhood, but extends to all continents, and cover a large number of topics. Numerous projects abroad are carried out. For example, out of a grand total of 277 projects selected during the three annual rounds of 2009 for all the above-mentioned actions, no less than 107 (39%) concerned the cooperation in Neighbouring countries (action 3.1). Under other actions (youth exchanges, democracy, training and networking), a large number of selected projects were also targeting non-EU countries (Armenia, Kenya, the Balkans, Palestine, Lebanon, Cambodia, Latin America). Subject varied from assistance to disadvantaged, disabled or street children to human rights.
- In addition, under action 3.2 “Cooperation with other countries of the world”, 30 projects were also selected in 2009, targeting mostly Africa and Latin America, and concerning

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<sup>29</sup> Education, Audiovisual and Culture Executive Agency (EACEA); European Research Council Executive Agency (ERC); Executive Agency for Competitiveness and Innovation (EACI); Executive Agency for Health and Consumers (EAHC); Research Executive Agency (REA); Trans-European Transport Network Executive Agency (TEN-TEA)



issues such as HIV/AIDS, preparedness to climate change, rights, sustainable development, fight against poverty, local capacity building and education.

- In this framework, action 2/ EVS is managed only by 2 project officers (grade 4) and one Head of Sector, whereas the action 2 corresponds to 40-60% of the total budget. The applicable budget line is the 15.5, to which should be added the working contributions of the various EVS national agencies.
- The agency has tendered out a global insurance contract for the EVS volunteers, which has been won by Axa. The insurance plan offers a comprehensive coverage of e.g. 100% of most health costs, travel risks, a lumpsum for permanent invalidity of €60.000 (multiplied by the invalidity level), a lumpsum of €20.000 in case of decease, and a coverage of up to €5 million in case of physical damages to third parties.
- The agency operates a help desk which can e.g. provide facilitation or mediation with relevant consulates abroad in case of visa problems, and guarantees a response within 2 hours.
- Considering that the programme aims at involving youths with fewer opportunities, there are no prerequisites concerning non-formal education level; knowledge of languages or local cultures, but the sending organisation is required to make a “convincing proposal” regarding training, which must also be implemented by the receiving organisation in the host country, e.g. through mentoring.
- The previous Youth programme has published in November 2004 some “Guidelines and Minimum Quality Standards” for EVS volunteer training, which provide recommendations for pre-departure, on-arrival and mid-term training of volunteers, together with the framework for the final evaluation.

#### **Key differences or potential problems with EVHAC**

- N.A.

#### **Potential issue of concern**

- There may be a potential risk for an EVHAC Executive Agency to develop into a relatively independent, disconnected structure; this risk should be controlled, since EVHAC would need to remain strongly embedded in the EU humanitarian assistance framework.

## **ANNEX G – FIELD MISSION REPORT (HAITI)**

**Summary.** The realisation that EVHAC will be established, because of its status in the Treaty of Lisbon, focused respondents interviewed during our visit to Haiti on the potential positives of such a scheme. The positive reaction and almost unanimous willingness to engage has assisted in contributing excellent ideas to the report's recommendations which will be valuable in ensuring that EVHAC can be shaped to respond to the needs of field offices and their beneficiaries. The positives were balanced by the reality of working in humanitarian situations which EVHAC's processes and structure must take into account.

With some reservations and restrictions, volunteers would be welcomed in Haiti. In the early days of a response they must be experts, but after 4-6 months a range of tasks could be undertaken by those with lesser skills and experience, with benefit to both volunteers, ECHO partners and the humanitarian mission. A variation of the Do No Harm principles must be one of EVHAC's first formulations, alongside a mission and programme objectives which align with FPA partners'. There are detailed ideas in the report

- on volunteering in Haiti, particularly informed by the fact that the majority of volunteers used by agencies were paid;
- on processes EVHAC needs to consider, especially supporting volunteer management capacity and ensuring clear tasks are provided;
- on the types of people whose skills would benefit agencies, ranging from the unemployed, through NOHA graduates and young civil servants to private sector employees;
- on the many tasks which volunteers could perform;
- on how EVHAC might contribute to add value to enhancing humanitarian action, through supporting in-house career-entry schemes for example;
- on the possible institutional shape of EVHAC, most welcomed as a funding mechanism, but facilitation of the broader aspects of volunteering (e.g. signposting to rosters, accrediting training) was also seen as a valuable role.

Were a pilot phase with limited activity deemed necessary then EVHAC should establish firm criteria (eg level of experience required, countries where volunteers can work, length of assignment, minimum level of in-house management capacity) and ask its partners to bid for support for career-entry positions and for increased in-house management capacity for their scheme.

**Process:** one of the review team consultants visited Port au Prince between September 6<sup>th</sup> and 12<sup>th</sup>. To arrange interviews, ECHO kindly provided details of contacts in FPA partners for us; and others came from the consultant's own contacts. Those we spoke to (Annex B) were asked general questions about volunteering in the humanitarian sector and then a series of questions, based on the survey sent to the F PA partners' HQs, about their own involvement in or opinions of European volunteering in Haiti and their views on what value EVHAC might add. Answers have been aggregated, although some opinions and suggestions from individuals have been noted. Conclusions are the consultant's own. The objective of the visit was to gather the views and experiences of key stakeholders and also to verify or contradict the findings from the 2006

review visit to Sri Lanka (undertaken by the same consultant). A section below matches Haiti findings specifically against the key conclusions from Sri Lanka.

**Background:** the earthquake which struck Haiti on 12 January 2010 was devastating. With the casualties and devastation it was as bad a situation as many respondents had seen. \$4bn has been pledged to Haiti and 800+ NGOs or groups are thought to have been part of the response. A rough estimate is that 30% of funds received have been spent with the rest likely to be used over an extended recovery period of up to, or more than, 4 years.

The response had been somewhat unusual with the military intervention, the enormous need and the decapitation of the public sector and government. Equally the overall view of respondents was that Haitian civil society generally has insufficient confidence and capacity to plan (no lessons learnt since the 2008 floods was one example given) due to a dependence on aid and an exodus of better-skilled people. 'Such a low degree of organisation and administration I have never seen' said one 30-year veteran of the sector.

While there was therefore a greater task for the response community, with more people needed to be flown in, most agencies hold that Haiti is a country with a high security risk. This discouraged some agencies which traditionally use volunteers from doing so (they are about to start) and prevented UN bodies completely from doing so while Haiti was Phase Three.

### **Volunteering during the Haiti response**

**Summary:** working for the ECHO partners which were met by the evaluator, there were next to no volunteers in Haiti matching the definition of volunteering which includes 'no financial gain'. Europeans volunteered to travel but were paid by their companies or governments, while others came on low monthly wages. Both are considered as relevant to EVHAC, perhaps able to be defined as 'not a humanitarian professional'. Those who just turned up in the early weeks, including church-led groups, with good intentions were less effective or just disruptive. The most positive ideas were from those who could lift their eyes beyond the current response and could see the longer-term benefits to the sector of new and experienced blood.

**Internationals:** The definitions of volunteers from country offices were the same as those we have from the UN and NGO HQs. There was a full spectrum from completely cost-free (a very few, mostly early arrivals in the response and from the US church community) through to those felt to be better paid than some full-time NGO staff (UNVs). As in HQs different words are used by NGOs for their career entry/lower-paid 'staff': first-mission (MSF), new relief workers (Medair), interns (Concern Worldwide).

Views on the value for the volunteer of volunteering in a situation like Haiti varied from 'none' to 'tremendous'. On the positive side, volunteers were tagged as one or all of the following: cheap (which is good), more full of energy than staff, able to bring new life experiences to a team, useful to cope with surges in need, introduce flexibility and fresh perspectives to focused teams. For the volunteer an EVHAC experience would satisfy many young people's wish to 'get their feet dirty' and, particularly, help them understand whether they want to do this work – and whether they have the skills and sustained motivation to do so.

The negatives are mentioned throughout the report but the two most frequently mentioned are depriving Haitian nationals of job opportunities ('If you can't employ a local, ask for an international'), and stretching management capacity.

Haitians: Aside from some mobilised by UNV there were no Haitian volunteers, while because of their likely personal situations and the intense work they were asked to do even Haitian Red Cross 'benevoles' (unpaid volunteers) were all transferred to become volunteers (paid a daily rate of US\$10). The only volunteering reported was of Haitians who turned up wherever activity was taking place to get jobs as local staff or day labourers. The UNV Haitians were either people with 4 years + professional expertise who became traditional UNVolunteers, or young Haitians in their 20s who were recruited to help UN programmes as an interface with the community (reportedly, IoM benefited from Haitians contributing to openstreetmap.org, but the consultant was not able to meet IoM).

Reputation: There was no sense that a volunteer was treated as different from an employee, nor even that s/he was likely to be recognised as one either by a Haitian or in a cluster meeting. There was reported dissatisfaction with the volunteers who arrived en masse during the early days. The level of expertise of most of them had meant they cleared rubble, depriving locals of possible work while others were apart from the main humanitarian system yet needed it to be effective. One example was the Greek medics who arrived with a truck-full of drugs and wanted to unload them in an agency compound so the truck could go back. There was no planned end-user or distribution (or storage) mechanism nor were they as effective, as individual professionals, as they could be by just turning up. Why was a group of Americans painting the wall of an undamaged church in Jacmel days after the disaster? Everyone knew of the American groups, particularly church groups, which had arrived and some disapproved of the evangelism hiding behind (or an explicit part of) their activities. It was apparent that some young volunteers had not been as 'controlled' as professionals: seeking sex, being more touristic in their interaction with Haitians.

Heart: the spirit of volunteering was often mentioned. Volunteers working in an office at an everyday job can forget why they wanted to volunteer and why they want to go the extra mile. While few spoke against the increased professionalism of the sector, and ECHO's support for that, there were comments such as 'Nowadays you don't have to have the spirit [to do good], you just do the job'. Young volunteers would, it was felt, help re-balance that trend. Similarly, the more they are paid the less the volunteer spirit dominates, while the more the work is seen as a career entry point the less it will be treated as volunteer work.

Fully paid volunteering: there was a very clear difference between a volunteer at her point of origin and the volunteer at her point of delivery. ECHO needs to consider this carefully, particularly in relation to decisions on rosters and civil protection. A person from a roster, including civil protection agencies, (examples include Irish Aid Rapid Response Roster, NRC, THW, RedR, IFRC's Emergency Response Unit) is a professional who is being paid (by their government or their employer). When they arrive in Haiti they are however, because they are doing this work voluntarily, volunteers. From the user's point of view, the key issue is that they are cheap or free.

## Timing.

Summary: There remain reservations about sending volunteers in the early period after a disaster, probably 4-6 months (and at no time should they be sent to conflict zones). During this time agencies could be proactive in seeking volunteer help they need, particularly technical experts who are 'autonomous and can hit the ground running'. Younger/less experienced volunteers need be told not to expect to be deployed during this period. Overall an assignment could be any length but would best be dictated by the task.

When volunteers can come: The arrival of untrained volunteers (whatever age) was greeted with the same dismay as in Sri Lanka ('a catastrophe to follow a catastrophe' as one person put it). The early-days situation is too tough' to simply 'do some good' while the babysitting required would stretch operational offices beyond their limit. 'Its so overwhelming that volunteers shouldn't be here or may get traumatized – we can damage people by sending them to these situations'. One agency succumbed to its international partners' pressure to allow groups of volunteers to come from different countries in the early days. It will try not to repeat this because management time was not available to make the visits effective.

Where Sri Lankan respondents talked of 6 months as the minimum time after the disaster, in Haiti people referred to three-four months as more acceptable. One agency was bringing in volunteers for 6-week assignments after three months: all systems were in place, administration was running, programmes were smooth. Another was only able to pause to offer training to its staff in July so there would have been no question of supporting volunteers before then. There were however volunteers in place on January 12th, and one agency reported that the two most effective rapid responses were both in areas where the Programme Managers were volunteers. UNV reported that some agencies use their volunteers to deputise during staff absences, meaning they have considerable responsibility.

Habitat for Humanity, an agency which is known primarily for using volunteers, had not brought any in to date due to high security risk and the fact that volunteers would be doing manual labour and displacing local people from work opportunity. Their volunteer groups will arrive in the next few months. Their experience with the First Builders programme in the tsunami supports conclusions reached: the volunteers were not so satisfied with their contribution due to the situation (eg they did not know what to expect) and the organisation's capacity to manage. IMC were an example of bringing volunteers who were skilled and could "hit the ground running": they were nurses and doctors who ran the Emergency Unit at Port au Prince's hospital from Day Three after the earthquake, as well as other nurses at 15 Primary Health Clinics around the country.

Length of assignment: The other aspect to timing is how long the volunteer stays. The norm, including the agency 'first-mission' type volunteer, was six months, though many were shorter. An expert intervention (such as a surgeon or installing water filtration plants) was as long or short as the need exists. There were strong arguments (for their usefulness to NGOs and their own career prospects) for volunteers staying for six months, even three years like the JPOs in the UN system. Turnover was often quoted a disadvantage with volunteers (as for staff): 'it militates against sustainability and knowledge'. Short-term assignments were seen as disruptive for national staff and, if they had any responsibility, too likely to mean a change of direction or priority when the successor arrived. There were stories of local staff resigning as they reported

and adapted to the differing needs of their fourth manager in six months, as they rotate in and out.

### **The need for volunteers:**

**Summary:** There was sufficient consensus on certain needs to suggest opportunities for EVHAC volunteers in future emergencies. In part this is because there is 'no management class [in Haiti, so] there is a need for skilled and experienced people from abroad'. This may not pertain in every country and the fear of volunteers taking jobs from locals was regularly mentioned as a negative. Counterparting (teaming a European with a local for mutual benefit – as well as for the community) was often mentioned as the best of all worlds.

Two organisations were emphatic that there was no need for European volunteers in such a situation, one quoting the massive response which should have been sufficient, the other opposed in principle to the essential idea of EVHAC: 'resources must be spent on supporting local structures'.

**Needs identified:** When asked to identify gaps which volunteers could fill, the answers ran the gamut from photocopying to Assistant Country Director. As with Sri Lanka the response to the earthquake was under-resourced yet people were unanimous that those with expertise, working as far as possible within organisational structures, added most value to the immediate response. On a general level it is accepted that response teams are focused and reactive, so any support on proactivity would be valued. This suggested to some that DRR/DIPECHO activities were essential (hurricanes are still going to hit Haiti while the earthquake response and recovery are occurring).

The professional skills needed in a humanitarian situation do not need listing. Needs which were identified (by more than one respondent) as being tasks which less-experienced volunteers could fulfil in Haiti, included:

- working on reports: writing lessons learnt papers based on evaluations and reports; writing success stories and case studies; collecting data and information from programmes for inclusion in reports and promotion;
- field work: reinforcing agency staff on intensive tasks such as protection and camp management; observing and monitoring alongside local counterparts; note-taking for the evaluation teams; assist in youth clubs or literacy campaigns.
- Providing direct services for NGOs and others: lack of local skills offers opportunities for young volunteers with basic skills in eg plumbing or electricity to support aidworker accommodation and offices. Both here and in Eastern Chad such support would have made aidworker life more bearable – and trained up locals in those professions. It was also proposed that HQs have a roster of accountants, HR people, communicators trained in organizational systems and ready to support local offices. The ECHO field office was unequivocal that it too would benefit from EVHAC.
- Supporting local NGOs. A particular emphasis was put on DRR, strengthening local NGOs in advance, with a similar plea for volunteers to support them during a crisis. Examples given were accounting, IT, HR and, particularly, coaching them to present to donors. It must be said that the idea of capacity-building was firmly rejected by others, believing that cultural knowledge is required as well as a skill in training, coaching and/or

the local group's area of work. It must also be recognized they have considerable strengths International NGOs do not (e.g. local knowledge).

- Second tier organisations. The NGO coordination unit (run by Interaction and ICVA), the training provided by RedR/Bioforce, the involvement of Sphere and HAP were all greatly appreciated by the partners. Certain NGOs felt their effectiveness could be reinforced through increased capacity and that volunteers deployed in, for example, security (for RedR), logistics (for Bioforce), HR or psychosocial support (for People In Aid), would add great value to the response..

More experienced people could take on technical tasks either directly or, preferably, by mentoring and accompanying a local counterpart. Most areas of work were mentioned in relation to this: agronomy, nursing, psychology, nutrition. There was a suggestion that partly-qualified or unemployed graduate Europeans could work as counterparts to locals in some of these areas of expertise, thus gaining their first field experience.

Scouts were mentioned as a good example. They did run one of the shelter camps near Port au Prince and would be able to teach first aid and other skills to locals.

Remote volunteering: all the needs outlined in the main report (see B.2.1) which can be done by Europeans staying in Europe were mentioned during interviews. Many would help HQs assist in the response rather than help the field office directly but additional ideas were:

- enhancing income by mobilising young Europeans to sell locally produced crafts over the Internet, supported by volunteers in-country helping with marketing, shipping etc;
- checking proposed cargo shipments for their suitability, based on guidelines provided by ECHO or its partners. The intent is to weed out expired drugs, inappropriate clothes etc which take time and money to dispose of when it arrives in-country;
- asking private sector staff to use their skills e.g. management consultants using evaluations and reports to produce summaries, lessons learnt papers etc.

### **Potential roles for EVHAC**

Summary: There was overall support for the idea of an EVHAC. It can mobilise a number of groups in Europe while supporting ECHO and its partners' missions and needs. ECHO must not expect large numbers of volunteers to be part of a single response by EVHAC unless volunteering encompasses paid volunteers and civil protection, DRR and recovery phases are included in the brief, and volunteers are mobilised in Europe itself.

Groups EVHAC might target: Based on the needs identified interviewees went on to talk of who might satisfy those needs, and the experience with them in Haiti.

1. Diaspora groups. Only one respondent was explicit about using the Haitian diaspora. Others had rejected the idea as the Haitian diaspora is not known for wanting to return and as it might appear arrogant in not respecting resident Haitians' skillsets. More positively though, were EVHAC to host a roster then those with language skills and cultural knowledge would be most agencies' first pick.

2. NOHA graduates: EVHAC was felt to be an excellent opportunity for them to gain field experience, perhaps even supporting an ECHO office. Some recent graduates were holding responsible positions but it is known that many fail to find jobs due to lack of field experience.

3. Corporate contributions: the overall feeling was that corporate volunteers, in the early phases of the disaster, provided some valuable technical expertise (e.g. water treatment) but struggled to fit with humanitarian approaches (not, for instance, understanding community participation) and therefore requiring extra work from the agency. They were there to 'play the humanitarian' was one summary. Other respondents were more phlegmatic, valuing back office functions such as IT (through Microsoft's Invenio programme) and GSK's Executives on Loan programme. There would undoubtedly be a role for corporate volunteers to fill some of the gaps remotely: recruitment firms offering an initial screening of applicants, management consultants analysing reports to produce lessons learnt documents. One suggestion was a separate register for EVHAC which listed people with backroom skills and whose secondment to an ECHO partner would be supported by their employer.

4. Public sector workers: they often have the skills required by UN/NGOs. USAID, for example, runs a scheme which ensures that relevant State civil servants can second their expertise in, for example, port management or public health; while FEMA (the US's emergency response agency) has similar arrangements with local offices.

5. The unemployed, including graduates. Unemployed people with skills (plumbers, electricians as mentioned above) can be of value while there were several suggestions for graduates, or even students. First that they gain their first field experience as a counterpart to a national staff member; second that they run deeper investigations into innovative ideas practiced or suggested by agency staff members, similar to the offer proposed by Engineers Without Borders. The student would travel to find out what had happened, would do desk research and produce a form of Innovations Paper, perhaps in conjunction with ALNAP or ELRHA's Innovations programmes.

Processes for EVHAC (either to be strongly recommended to implementing partners, or carried out according to the type of EVHAC setting): responding to the needs expressed by its partners is but one element of deciding EVHAC's role. In the systems it establishes, EVHAC must also take into account the solutions proposed to problems mentioned – and summarised below. These are clearly not all the systems required to run an EVHAC – respondents' concerns were far closer to the work in hand in Haiti and how the volunteer help would contribute and not detract.

a) Supervision. There is little time for professional staff to dedicate to managing volunteers (briefing, settling in, overseeing and general duty of care) in the early stages of a response. Either agency offices need to be strengthened to manage volunteers or the oversight of volunteers' non-work needs should be outsourced to another organisation.

b) Clear tasks. Every volunteer must know before arrival what they will do, both to manage expectations and reduce management headaches. If someone expects to build a house but only clears rubble they will not be happy. The story was told of the church group in early February asked why they were going: 'to help'. When asked what they were doing, none of them knew. It was noted that clearer roles are easier to define later in the response (not least to give management time to define them).



b) Relationship with local staff. Settling volunteers as counterparts to local staff was often quoted as ideal for both parties (and has resonance from volunteer-sending agencies' practice). Rarely would it be acceptable to put young or experienced non-humanitarian volunteers in management positions over older or experienced national staff.

c) Policies which most agency staff sign up to must be agreed even by short-term volunteers. Examples are relationships with staff and locals, alcohol and drug use, observing curfew,

d) Training and briefing. The suggestions for what volunteers need to know before they arrive was fairly consistent with findings in chapters B.2.1 and B.2.2. Most commonly mentioned as mandatory were security and self-care, introduction to the humanitarian system and language/culture. There was a strong suggestion that a few week's technical training (e.g. Bioforce on logistics or camp management) would equip the right people to support partners in their field work.

e) Ensure that demand comes before supply: 'the legacy has to be beyond the moment'.

In terms of how it constructs its offer, EVHAC would need to take into account the different sorts of volunteer. A solution of different "stages" was recommended, with levels of competency (perhaps professional, minimal, none) which each had their reward structure, their length of service, their period of involvement after the event

### **Activities for EVHAC**

Summary: With but one exception, all respondents wished EVHAC to work with and through FPA partners. As such EVHAC would need to share (or strengthen) the principles of the partners regarding, for example, Do No Harm and sound management.

Most respondents were asked to comment on three options for EVHAC which had been formulated based on comments received and earlier research. Variations were often suggested but, in summary, the views of respondents were:

- New money from ECHO put into filling gaps in humanitarian work (broadly defined) with volunteering (broadly defined), was very welcome.
- There are volunteers who would welcome EVHAC for its opportunity to experience the sector with a view to finding work in it. Equally, agencies want to find new staff who will stay with them – and have EVHAC pay for them.

EVHAC's offer: There was support for EVHAC to offer the following:

- Support for career-entry positions in partners. The UN's JPO (Junior Professional Officer) system was offered as a model since it offers structured development over a number of years for those wanting a career. As a measure of success the number of Peace Corps volunteers working in US NGOs and USAID is substantial. As one American respondent said: 'This [Peace Corps] is a really good way to develop talent, and with screening and training to do real good [in humanitarian work]'.
- Support for partners' capacity to manage career-entry or volunteer schemes both at HQ (e.g. funding posts for e.g. recruitment and training) and in an affected field office.
- Rosters: a signpost to rosters which already exist (NRC, RedR, Cinfo, Irish Aid, Mango) and the creation of others (e.g. corporate experts or specialized civil servants). There was no preference for whether rosters would be by nationality (so ECHO could outsource

the work to existing volunteer-sending organisations or to EVS) or by profession (so ECHO could outsource key tasks (assessment, training) to professional bodies.

- Training: a signposting or accreditation of training so that it would be clear to an agency what level of skill or preparatory training the person on the roster actually had. Using existing training (such as RedR's Essentials of Humanitarian Practice) or basing it on a more assessment-orientated course such as Medair's ROC would be necessary to avoid duplication and competition.

EVHAC's structure: direct comments were made on the three tentative implementing options (see B.3), with a number of variations suggested.

**Option One** (in essence funding from EVHAC to partners)

- This was seen as an easy option and was, unsurprisingly, popular with ECHO partners. There were worries about whether there could be measures of success – and EVHAC would have to ensure these were built into a system (which takes it closer to Option 2)
- It could be seen as a sub-contracting model wherein EVHAC offered its partners fully-funded volunteers according to agreed criteria.

**Option Two** (in essence EVHAC providing funding for volunteers and a facilitating role for volunteering in humanitarian situations).

- it offers chances to assess and measure;
- it is a structure, so volunteers and agencies know what they are being offered and will be supported by it, thereby achieving joint objectives;
- the possibility of an EVHAC having an overview of, and being a signpost to rosters, of training, of standards and suchlike was seen positively. Avoiding duplication was not high on respondents' list of priorities as many did not know what EVHAC might compete with (existing rosters, existing training, volunteer-sending organisations, national volunteering schemes)

Option Two would be strengthened by some individuals' ideas:

- Inviting local NGOs around the world to post their own needs to EVHAC and for European volunteers to apply and, with EVHAC funding, go to Philippines, East Timor, Nicaragua etc for DRR or recovery missions.
- Sub-contracting:
  - One respondent's experience as a volunteer with EVS confirmed the review team's feeling that working through existing structures would be feasible, perhaps even sensible. Allowing EVS, or a prominent volunteer-sending organisation, in each country to manage recruitment, assessment and training would relieve EVHAC of many tasks (leaving it with quality assurance, communications, sub-contracting etc).
  - having an EVHAC office or representative in the country which would support the volunteers and the agencies hosting them: 'EVHAC outsourcing some responsibilities'.

**Option Three** (in essence a volunteer-scheme run by ECHO): No-one jumped at this option, most people expressing surprise that it could happen more than disapproval of the concept. Most comments about ECHO's involvement in doing more than envisaged in Option Two hoped for minimal involvement. Key reasons given included the bureaucracy of a civil service, which others could cut through (this suggestion was from a government official), the possibility that

EVHAC representatives might be seen as “Commission spies” if they were placed in partners’ offices, that too close an ECHO control over the volunteers would compromise independence.

What EVHAC shouldn’t do: this was important to some respondents. Whatever EVHAC looks like or offers its partners:

- no-one would delegate final selection of a volunteer to EVHAC;
- no volunteer (unless highly professional and trained) should go to a conflict zone;
- volunteers should not have to pay. One agency has had 500 volunteers come through, spending a week building shelters and paying €4500 per person (incl building materials). This was frowned upon by NGOs who knew of it.
- duplicate or expect to replace any in-house training/assessment course (although support and certification would be welcome).

EU visibility: this was not a concern of most respondents. Some asked how a volunteer could wear an agency T-shirt and an EVHAC one, while one experienced opinion was that when a volunteer, or group of civil protection people, arrived from an EU country then that country’s embassy would wish to be as fast to do the PR as ECHO. There was one indication that this had happened during the MIC response. A further point was made that being labeled European in Haiti is good and acceptable, whereas this is not true in other countries, where souvenirs from colonialism are still vivid.

### **Comparison to the results from the 2006 visit in Sri Lanka.**

Few of the findings in Haiti, even where they are the same, bore the same weight as those from Sri Lanka. In italics are the conclusions from the 2006 report in Sri Lanka.

1. *“ The volunteer input by Sri Lankans themselves immediately after the tsunami, played a huge role. All reports were that Sri Lankan volunteers did an exceptional job immediately after the tsunami hit; they were the first to respond. The Sri Lanka Red Cross claimed that its local volunteers responded even better than they had expected. However, this went largely unrecognized by the international community. The local voluntary sector reported that experienced INGOs and UN agencies marginalised local volunteers, or recruited them, with longerterm negative consequences.”*

Volunteering in Haiti is not a norm, with even the Haitian Red Cross needing to pay its volunteers. Pride in a community is intense however and a voluntary spirit certainly existed before the earthquake, after which the practical and understanding need to earn money seemed to take precedence. Supporting Haitian civil society is seen as essential.

2. *“An EVHAC style body could play an important preparatory role in contributing to setting principles and guidelines for volunteer management (international and local – and in doing so, supporting the local voluntary sector) in a disaster. An EVHAC style body could also help to collect and disseminate examples of good practice, assist in LRRD and relations between INGOs (see IFRC /IDRL), etc.”*

Option 2 for EVHAC’s role, prepared before the Haiti visit, incorporates all of the above.

3. *“It was hard to define a useful role for young volunteers immediately after the Tsunami; volunteers, particularly lesser-skilled ones, would not generally have been welcomed until some*

*6 months after the disaster. INGO and International Organisations' voices were generally in agreement that in the immediate aftermath of a disaster they were not prepared to receive volunteers – too much is happening too fast to welcome or prepare any but the most essential contributors. Virtually all interviewees gave the very clear message that inexperienced volunteers, by implication if not explicitly 'young', would not be useful at the time of a crisis."*

The feeling in Haiti was similar. Few stakeholders had an issue with 'young' when related to volunteers. As in Sri Lanka this was almost always weighted with the need for experience. It was noted that volunteers are becoming younger (UNVs for example) without compromising their skill levels or value: 'still professional whatever the age'. There was full agreement that inexperienced people were undesirable in the first months.

*4. Exposure to risks post disaster (in Sri Lanka's case the ongoing conflict) and exacerbated by lack of facilities (restaurants etc) and accommodation.*

An acceptance of the status quo by most offices and individuals – the status quo being some or all of power cuts, poor office and living accommodation, high costs of food, little relaxation – coloured people's views on this issue. They accepted that the situation was considerably better than the first month or so after the earthquake but this consultant felt there remain impediments (constant exposure to rubble, camps as well as harsh conditions) which should discourage the sending of volunteers with little or no life experience. It will clearly be important for EVHAC to monitor the state of a country to where volunteers may be sent and the facilities available.

*5. Perception of volunteers was low, in part due to their agendas (eg religious) or lack of professionalism (not speaking the language).*

This did not hold true in Haiti. On the whole people did not distinguish volunteers from other aid workers. The length of time an NGO or individual has spent in the country is more important than a status or distinction most beneficiaries care nothing about. The Haitian Red Cross has a good reputation. The story was told that in the immediate aftermath of the earthquake Red Cross marked vehicles were mobbed by people asking for jobs, not for food, water or shelter.

*6. A role for some international volunteers could have been envisaged in the "second wave" (two weeks or a month after the disaster), in particular with organisations that were already present in Sri Lanka before the Tsunami, who had the expertise, and who wanted to "balloon" their reconstruction efforts and respond to their needs for surge capacity. ...In a second phase, volunteers could also assist in administrative procedures (report and proposal writing, coordination, 'smart gofers') that are usually much more cumbersome and time-demanding than in the first emergency phase.*

The smart gofer idea was regularly suggested by respondents in Haiti, though not for the first months. Only experienced volunteers with specific tasks would have been encouraged in the first month.

*7. "A sheltered environment and sound management is required for any volunteer programme. Volunteers would work better in longer-term development programmes".*

There was agreement on this, but all perspectives on Haiti are that the work is long-term, whether it is called recovery or development.

8. *Legal status: in Sri Lanka volunteers entered on tourist visas and muddied the waters for employed aid workers.*

This is not an issue in Haiti. No-one reported a problem with the legal status of volunteers, although Haiti has not yet adapted its legislation following the IDRL recommendations..

**ANNEX H – LOGICAL FRAMEWORK (OPTION 1, 2, and 3)**  
**ANNEX H.1 – LOGICAL FRAMEWORK (OPTION 1)**

**Logical Framework Analysis (synoptic only, for 2011/12) – Option 1: Funding Organisation**

	<b>Intervention logic</b>	<b>Objectively verifiable indicators</b>	<b>Sources of verification</b>	<b>Assumptions / constraints</b>
<b>Overall objective</b>	To establish a framework for joint contributions from young Europeans to the humanitarian aid operations of the Union.		TEU, art 214.5 TOR, §3	EVHAC should be “soft started” and tested in 2011, at the occasion of the European Year of Volunteering and set-up in 2012
<b>Specific objectives</b>	1. To ensure optimum contribution of young Europeans, by funding relevant schemes		TOR, §5 and §13	There is no universally agreed definition of “young”.
	2. In addition to the above contribution, and for reasons of ‘added value’ and effectiveness, to consider also existing trend towards professionalism, which implies working experience and extends the age limit		TOR, §5/2	There is no universally agreed definition of “volunteer”.
	3. To consider demand-driven schemes and requests from implementing agencies for specific skills and profiles		TOR, §5/3	
	4. To consider the increasing focus on local volunteering and capacity building		TOR, §5/5	
	5. While the emphasis is put on humanitarian operations, to consider also the use of volunteers in contiguous contexts (prevention, recovery, civil protection etc).		TOR, §5/4 and §12	

<b>Expected results</b>	1. A Regulation is adopted for EVHAC in 2012			- Provisions must be coordinated e.g. with the new DG ECHO Regulation - Within ECHO, working relations must be defined between humanitarian aid and MIC, to ensure optimum use of volunteers in the field
	2. EVHAC was soft-started in 2011 and tested and is set up in 2012			To begin with, a core team/core functions only could be sufficient
	3. EVHAC successfully establishes cooperation with Youth In Action and other relevant EU sending schemes for young volunteers			- To apply a “do-no-harm” approach by responding to needs-driven requests from partners, and using flexible procedures which do not impose new administrative burden on the partners
	4. EVHAC successfully establishes cooperation with relevant schemes and rosters using more experienced volunteers.			-The cooperation is based on funding only, there are no working groups for discussions of issues
	5. Pilot projects are funded			
	6. The EU public at large and concerned actors are informed about EVHAC			Information by dedicated web site only
	7. the set-up and activities of EVHAC are evaluated			
<b>Activities</b>	1.1 To soft-start EVHAC (incl. piloting) in 2011 1.2 To draft and adopt Regulation in 2012	Budgetary and administrative provisions adopted and followed by all concerned authorities.	Relevant documents from the Commission, EU Member States, and partners.	DG ECHO does not have the human and budgetary resources to manage EVHAC internally.
	2.1. To set up a governance body			
	2.2. To set up a dedicated Unit in an Executive Agency (EAC-EA? New agency? )			-A whole new Executive agency might be too large for the purpose of EVHAC alone -If EVHAC is managed by EAC-EA, close supervision should be maintained by DG ECHO with respect to EVHAC activities -the alternative (open tendering and contracting) might take much longer time
	2.3. To start hiring staff and procuring equipment			

	3.1. Actions by relevant components of the Youth In Action programme which deal with neighbourhood and third countries are transferred to EVHAC			
	3.2. MoUs are signed with relevant EU VSOs for young volunteers			MoUs include training, induction, promotion of values, standards, codes etc
	4.1. MoUs are signed with relevant EU schemes dealing with experienced volunteers			
	5.1. Pilot projects are funded and monitored			
	6.1. A web site is set up			
	7.1. An impact assessment is carried out			
				<b>Pre-conditions</b> 1. The policy decision to create EVHAC in 2012 must be maintained. 2. The required budget must be available.



## ANNEX H.2 – LOGICAL FRAMEWORK (OPTION 2)

### Logical Framework Analysis (synoptic only, for 2011/12) - OPTION 2: Funding and Supporting Organisation

	Intervention logic	Objectively verifiable indicators	Sources of verification	Assumptions / constraints
<b>Overall objective</b>	To establish a framework for joint contributions from young Europeans to the humanitarian aid operations of the Union.		TEU, art 214.5 TOR, §3	EVHAC should be “soft started” and tested in 2011, at the occasion of the European Year of Volunteering and set-up in 2012
<b>Specific objectives</b>	1. To ensure optimum contribution of young Europeans, e.g. by finding synergies with eligible VSO and partners		TOR, §5 and §13	There is no universally agreed definition of “young”.
	2. In addition to the above contribution, and for reasons of ‘added value’ and effectiveness, to consider also existing trend towards professionalism, which implies working experience and extends the age limit		TOR, §5/2	There is no universally agreed definition of “volunteer”.
	3. To consider demand-driven schemes and requests from implementing agencies for specific skills and profiles		TOR, §5/3	
	4. To consider the increasing focus on local volunteering and capacity building		TOR, §5/5	
	5. While the emphasis is put on humanitarian operations, to consider also the use of volunteers in contiguous contexts (prevention, recovery, civil protection etc).		TOR, §5/4 and §12	
<b>Expected results</b>	1. A Regulation is adopted for EVHAC in 2012			<ul style="list-style-type: none"> <li>- Provisions must be coordinated e.g. with the new DG ECHO Regulation</li> <li>- Within ECHO, working relations must be defined between humanitarian aid and MIC, to ensure optimum use of volunteers in the field</li> </ul>

	2. EVHAC was soft-started in 2011 and tested and is set up in 2012			To begin with, a core team/core functions only could be sufficient
	3. EVHAC successfully establishes cooperation with Youth In Action and other relevant EU sending schemes for young volunteers			To apply a “do-no-harm” approach by responding to needs-driven requests from partners, and using flexible procedures which do not impose new administrative burden on the partners.
	4. EVHAC successfully establishes cooperation with relevant schemes and rosters using more experienced volunteers.			
	5. Pilot projects are funded			
	6. The EU public at large and concerned actors are informed about EVHAC			
	7. the set-up and activities of EVHAC are evaluated			
<b>Activities</b>	1.1 To soft-start EVHAC (incl. piloting) in 2011 1.2 To draft and adopt Regulation in 2012	Budgetary and administrative provisions adopted and followed by all concerned authorities.	Relevant documents from the Commission, EU Member States, and partners.	DG ECHO does not have the human and budgetary resources to manage EVHAC internally.
	2.1. To set up a governance body			
	2.2. To set up a dedicated Unit in an Executive Agency (EAC-EA? New agency? )			-A whole new Executive agency might be too large for the purpose of EVHAC alone -If EVHAC is managed by EAC-EA, close supervision should be maintained by DG ECHO with respect to EVHAC activities maintained by DG ECHO -the alternative (open tendering and contracting) might take much longer time
	2.3. To start hiring staff and procuring equipment			
	3.1. Actions by relevant components of the Youth In Action programme which deal with humanitarian-related activities in neighbourhood and third countries are transferred to EVHAC			

	3.2. MoUs are signed with relevant EU VSOs for young volunteers			MoUs include training, induction, promotion of values, standards, codes etc
	4.1. MoUs are signed with relevant EU schemes and rosters dealing with experienced volunteers			
	4.2. Working groups are established with concerned stakeholders to discuss relevant issues.			
	5.1. Security rules are defined and implemented			
	5.2. Pilot projects are funded and monitored			Adapted local focal points or representatives for field supervision must also be set up
	6.1. A web site/portal is set up			
	6.2. An information campaign is carried out	Levels of visibility, understanding and satisfaction of the EVHAC initiative in all EU and accession countries.	Relevant surveys and statistics.	Communication / visibility does not concern EVHAC only, but also (EU) volunteering as a whole
	7.1. An impact assessment is carried out			
				<b>Pre-conditions</b> 1. The policy decision to create EVHAC in 2012 must be maintained. 2. The required budget must be available.

### ANNEX H.3 – LOGICAL FRAMEWORK (OPTION 3)

#### Logical Framework Analysis (synoptic only, for 2011/12) - Option 3: Implementing Agency

	Intervention logic	Objectively verifiable indicators	Sources of verification	Assumptions / constraints
<b>Overall objective</b>	To establish a framework for joint contributions from young Europeans to the humanitarian aid operations of the Union.		TEU, art 214.5 TOR, §3	EVHAC should be “soft started” and tested in 2011, at the occasion of the European Year of Volunteering and set-up in 2012
<b>Specific objectives</b>	1. To ensure optimum contribution of young Europeans, by directly implementing relevant projects		TOR, §5 and §13	There is no universally agreed definition of “young”.
	2. In addition to the above, and for reasons of ‘added value’ and effectiveness, to consider also existing trend towards professionalism, which implies working experience and extends the age limit		TOR, §5/2	There is no universally agreed definition of “volunteer”.
	3. To consider the increasing focus on local volunteering and capacity building		TOR, §5/5	
	6. While the emphasis is put on humanitarian operations, to consider also the use of volunteers in contiguous contexts (prevention, recovery, civil protection etc).		TOR, §5/4 and §12	
<b>Expected results</b>	1. A Regulation is adopted for EVHAC in 2012			- Provisions must be coordinated e.g. with the new DG ECHO Regulation - Within ECHO, working relations must be defined between humanitarian aid and MIC, to ensure optimum use of volunteers in the field
	2. EVHAC was soft-started in 2011 and tested and is set up in 2012			To begin with, a core team/core functions only could be sufficient

	3. EVHAC successfully attracts significant numbers of young volunteers who have until now been included in schemes managed by various EU VSO			The approach is <u>not</u> “do-no-harm” but may involve competition and duplication with existing schemes
	4. EVHAC successfully attracts significant numbers of more experienced volunteers in its rosters and schemes.			
	5. Pilot projects are carried out			
	6. The EU public at large is informed about EVHAC			
	7. the set-up and activities of EVHAC are evaluated			
<b>Activities</b>	1.1 To soft-start EVHAC (incl. piloting) in 2011 1.2 To draft and adopt Regulation in 2012	Budgetary and administrative provisions adopted and followed by all concerned authorities.	Relevant documents from the Commission, EU Member States, and partners.	DGECHO does not have the human and budgetary resources to manage EVHAC internally.
	2.1. To set up a governance body			The body would not include implementing partners, but only EU Institutions, Commission services and Member States
	2.2. To set up a dedicated Unit in an Executive Agency (EAC-EA? New agency? )			-A whole new Executive agency might be too large for the purpose of EVHAC alone -If EVHAC is managed by EAC-EA, close supervision should be maintained by DG ECHO with respect to EVHAC activities -the alternative (open tendering and contracting) might take much longer time
	2.3. To start hiring staff and procuring equipment at HQ			
	2.4. To start hiring staff and procuring equipment for field offices			
	3.1. Actions by relevant components of the Youth In Action programme which deal with neighbourhood and third countries are transferred to EVHAC			

	3.2. Projects to involve directly young EU volunteers are programmed and designed			
	4.1. Projects to involve experienced EU volunteers are programmed and designed			
	4.2. Training schemes and rosters are programmed and designed			
	4.3. MoUs are signed with interested actors for possible funding of eligible volunteering projects			
	4.4. Working groups are established with interested stakeholders to discuss relevant issues.			
	5.1. Security rules are defined and implemented			
	5.2. Pilot projects are launched and monitored			
	6.1. A web site/portal is set up			
	6.2. An information campaign is carried out	Levels of visibility, understanding and satisfaction of the EVHAC initiative in all EU and accession countries.	Relevant surveys and statistics.	
	7.1. An impact assessment is carried out			
				<p><b>Pre-conditions</b></p> <p>1. The policy decision to create EVHAC in 2011 must be maintained.</p> <p>2. The required budget must be available.</p>

**ANNEX I – TENTATIVE BUDGET TABLES (OPTION 1,2, and 3)**  
**ANNEX I.1 – TENTATIVE BUDGET TABLES (OPTION 1) (for a fully established**  
**EVHAC, i.e. not yet applicable in 2011)**  
**Option 1: Funding Organisation**

<b>INDIRECT COSTS (annual)</b>		
<b>Department/ Unit</b>	<b>Approx. N° of staff</b>	<b>Approx. annual budget</b>
Head of Unit/Managing Director's office	2	€0.25 million
M&E function	1	€0.1 million
(internal) HR management	1/2	€0.2 million
(internal) Finance/ budget planning and management	1/2	€0.2 million
Operational sector: management of grants, funding schemes at 3 stages	5	€0.5 million
PR, database management	2	€0.2 million
Equipment, furniture, stationery, travels		€0.5 million
<b>Sub-total indirect costs</b>		<b>€1.95 million (3.1% of total budget)</b>

<b>DIRECT COSTS (1<sup>st</sup> year of operation)</b>		
<b>Activity</b>	<b>Calculation</b>	<b>Approx. annual budget</b>
<b>Costs directed to schemes directly involving volunteers (variable)</b>		
Funding of projects at level 1 (exchanges, induction for young unskilled volunteers in third countries)	10,000 volunteers in the EU* X monthly average of €1,000** X 1 month (between 1 week and 3 months)	€10 million***
	1,000 volunteers abroad* X monthly average of €1,000** X 12 month (between 6 – 24 months)	€12 million***
Funding of projects at level 2 (schemes for young professionals, trainees / interns etc)	750 volunteers * X average of €3,000** X 12 months	€27 million***
Funding at level 3 (surge capacity by experienced professionals)	500 volunteers X average of €5,000** X 3 months	€7.5 million***
<b>Specialised Support Services funded (variable)</b>		
Specific training schemes		€3 million
Reintegration support for returned volunteers		€1.5 million
<b>Sub-total direct costs:</b>		<b>€61 million</b>
<b>GRAND TOTAL:</b>		<b>€62.95 million</b>

\*Numbers according to table 2 in chapter B.3.1.2.. These numbers could however be lower due to the lack of discussion mechanisms (working groups) with the implementing partners.

\*\*Including stipend, transport, accommodation etc – see Annex K

\*\*\*Calculation based on 100%funding by EVHAC; partial or co-funding would also be possible

\*\*\*\*Very tentative number, which should reflect actual needs.

The actual setting up of EVHAC will cause additional costs for all options (IT system, databases, etc)



**ANNEX I.2 – TENTATIVE BUDGET TABLES (OPTION 2)**

**TENTATIVE Budget (for a fully established EVHAC, i.e. not yet applicable in 2011)**

**OPTION 2: Funding and Supporting Organisation**

INDIRECT COSTS (annual)		
Department/ Unit	Approx. N° of staff	Approx. annual budget
Head of Unit/Managing Director's office	2	€0.25 million
M&E function	1	€0.1 million
(internal) HR management	2	€0.2 million
(external) certification of diplomas for volunteers		
(internal) Finance/ budget planning and management	2	€0.2 million
(external) management of insurance framework		
Policy sector: relations with stakeholders and working groups	3	€0.3 million
Operational sector: management of grants, funding schemes at 3 stages	5	€0.5 million
IT management, database, coordination with existing rosters, web portal	2	€0.2 million
PR, Communication, visibility	1	€0,1 million
Security function	1	€0.1 million
Equipment, furniture, stationery, travels		€1 million
Focal points or representatives in third countries (DG ECHO field offices or EU Delegations)	Ad hoc	
Help Desk	1	€0.1 million
<b>Sub-total indirect costs</b>		<b>€3.05 million</b> (4.5% of the total budget)

DIRECT COSTS (1 <sup>st</sup> year of operation)		
Activity	Calculation*	Approx. budget
<b>Costs directed to schemes directly involving volunteers (variable)</b>		
Funding of projects at level 1 (exchanges, induction for young unskilled volunteers in third countries)	10,000 volunteers in the EU* X monthly average of €1,000** X 1 month (between 1 week and 3 months)	€10 million***
	1,000 volunteers abroad* X monthly average of €1,000** X 12 month (between 6 – 24 months)	€12 million***
Funding of projects at level 2 (schemes for young professionals, trainees / interns etc)	750 volunteers * X average of €3,000** X 12 months	€27 million***
Funding at level 3 (surge capacity by experienced professionals)	500 volunteers X average of €5,000** X 3 months	€7.5 million***
<b>Specialised Support Services funded (variable)</b>		
Other thematic funding (promotion of volunteering values, information campaigns etc.)		€2 million
Specific training schemes		€3 million
Specific twinning and local capacity building projects		€10 million
Insurance framework	As for EAC-EA	€1.5 million

Reintegration support for returned volunteers		€1.5 million
	<b>Sub-total direct costs:</b>	<b>€4.5 million</b>
	<b>GRAND TOTAL:</b>	<b>€7.55million</b>

\*Numbers according to table 2 in chapter B.3.1.2.

\*\*Including stipend, transport, accommodation etc – see Annex K

\*\*\*Calculation based on 100% funding by EVHAC; partial or co-funding would also be possible

\*\*\*\*Very tentative number, which should reflect actual needs.

The actual setting up of EVHAC will cause additional costs for all options (IT system, databases, etc)

### **ANNEX I.3 – TENTATIVE BUDGET TABLES (OPTION 3)**

#### **TENTATIVE Budget (for a fully established EVHAC, i.e. not yet applicable in 2011)**

##### **Option 3: Implementing Agency**

<b>INDIRECT COSTS</b>		
<b>Department/ Unit</b>	<b>Approx. N° of staff</b>	<b>Approx. annual budget</b>
Head of Unit/Managing Director's office	2	€0.25 million
M&E function	1	€0.1 million
(internal) HR management (external) certification of diplomas for volunteers	3	€0.3 million
(internal) Finance/ budget planning and management (external) management of insurance framework	3	€0.3 million
Policy sector: programming	3	€0.3 million
Operational sector at HQ: implementation of projects	10	€1.0 million
Operational sector by field offices in recipient countries for identification and management (all grades, incl. national staff)	25	€2.5 million
IT management, database, web portal	3	€0.3 million
PR, Communication, visibility	2	€0.2 million
Security function	2	€0.2 million
Equipment, furniture, stationery, travels		€2.5 million
<b>Sub-total indirect costs</b>		<b>€7.95 million</b> (9.6% of total budget)

<b>DIRECT COSTS (1<sup>st</sup> year of operation)</b>		
<b>Activity</b>	<b>Calculation</b>	<b>Approx. budget</b>
<b>Costs directed to schemes directly involving volunteers (variable)</b>		
Funding of projects at level 1 (exchanges, induction for young unskilled volunteers in third countries)	10,000 volunteers in the EU* X monthly average of €1,000** X 1 month (between 1 week and 3 months)	€10 million***
	1,000 volunteers abroad* X monthly average of €1,000** X 12 month (between 6 – 24 months)	€12 million***
Funding of projects at level 2 (schemes for young professionals, trainees / interns etc)	750 volunteers * X average of €3,000** X 12 months	€27 million***
Funding at level 3 (surge capacity by experienced professionals)	500 volunteers X average of €5,000** X 3 months	€7.5 million***

<b>Specialised Support Services funded (variable)</b>		
Other thematic projects (promotion of volunteering values, information campaigns etc.)		€2 million
Specific training schemes		€3 million
Specific twinning and local capacity building projects		€10 million
Insurance framework	As for EAC-EA	€1.5 million
Reintegration support for returned volunteers		€1.5 million
<b>Sub-total direct costs:</b>		<b>€74.5 million</b>
<b>GRAND TOTAL:</b>		<b>€82.45 million</b>

\*Numbers according to table 2 in chapter 3.1.2. – provided that EVHAC can attract comparable numbers on its own, since the implementing organisations which are already managing their own schemes are likely to keep them running in parallel, which may create competition.

\*\*Including stipend, transport, accommodation etc – see Annex K (we have tentatively left the 5-7% overhead costs normally allocated to implementing partners).

\*\*\*Very tentative number, which should reflect actual needs.

The actual setting up of EVHAC will cause additional costs for all options (IT system, databases, etc)

## ANNEX J – WORKING GROUPS / START-UP DEVELOPMENT PACKAGES

The table below details the development packages (non-exclusive) in working groups, providing the issue the content and the actors, suggested to be involved as well as the estimation of resources.

Table 15

Development Package	Content	Involvement	Estimation of Resources
<b>1 - Training</b>	<ul style="list-style-type: none"> <li>▪ Needs assessment (in-depth)</li> <li>▪ Defining training modules for volunteers (by stage)</li> <li>▪ Formulation of curricula</li> <li>▪ Defining needs for training material</li> <li>▪ Estimation of resources to comply with the training needs of EVHAC volunteers</li> </ul>	<p>Working / focus group:  (EVHAC) ECHO HR / DG EAC NOHA Relevant EU governmental / NGO training actors</p> <p>Relevant VSO / VSP</p> <p>External service provider(s)</p>	<p>Organisation of working / focus group sessions (2 – 3 sessions during development)</p> <p>Reimbursement of costs for participants</p> <p>Costs for external contractor to assist the process (up-to 60 consulting days)</p>
<b>2 - Standards and Guidelines</b>	<ul style="list-style-type: none"> <li>▪ Needs assessment</li> <li>▪ Defining standards and guidelines</li> <li>▪ Final formulation of standards and guidelines</li> <li>▪ Formulation of review process</li> <li>▪ Definition of dissemination procedures</li> </ul>	<p>Working / focus group:  (EVHAC) DG ECHO / DG EAC Relevant EU Governmental / NGO actors (humanitarian assistance / civil protection)</p> <p>Relevant VSO / VSP</p> <p>External service provider(s)</p>	<p>Organisation of working / focus group sessions (2 – 3 sessions during development)</p> <p>Reimbursement of costs for participants</p> <p>Costs for external contractor to assist the process (up-to 60 consulting days)</p>
<b>3 - Learning and Innovation</b>	<ul style="list-style-type: none"> <li>▪ Definition of the learning and innovation process</li> <li>▪ Concept of knowledge management</li> <li>▪ Definition of final approach</li> <li>▪ Definition of resources needed (e.g. IT, processes, etc.)</li> </ul>	<p>Working / focus group:  (EVHAC) DG ECHO NOHA Think tanks VSO / VSP</p> <p>Relevant EU Governmental / NGO actors (humanitarian assistance / civil protection)</p> <p>External service provider(s)</p>	<p>Organisation of working / focus group sessions (2 – 3 sessions during development)</p> <p>Reimbursement of costs for participants</p> <p>Optional: costs for external consultants days (up-to 60 days)</p>

Development Package	Content	Involvement	Estimation of Resources
<b>4 - Volunteers care services</b>	<ul style="list-style-type: none"> <li>▪ Needs assessment</li> <li>▪ Definition of the services package for volunteers (e.g. from insurance over security issues to returnee support schemes)</li> <li>▪ Volunteering continuum concept formulation</li> <li>▪ Definition of required resources for care services provided by EVHAC</li> </ul>	Working / focus group:  EVHAC DG ECHO / DG EAC NOHA VSO / VSP  Relevant EU Governmental / NGO actors (humanitarian assistance / civil protection)  External service provider(s)	Organisation of working / focus group sessions (2 – 3 sessions during development)  Reimbursement of costs for participants  Optional: costs for external consultants days (up-to 60 days)
<b>5 - Volunteering modules</b>  <b>(continuous process over lifetime of EVHAC)</b>	<ul style="list-style-type: none"> <li>▪ Decision making on priority options and formats for pilot implementation</li> <li>▪ Detailed formulation of the volunteering modules (e.g. career entry schemes support, etc.) and definition of eligibility criteria for organisations and volunteers</li> <li>▪ Definition of required resources for each of the volunteering modules to be established and managed by EVHAC</li> </ul>	Working / focus group:  (EVHAC) DG ECHO / DG EAC Relevant EU Governmental / NGO actors (humanitarian assistance / civil protection)  Relevant VSO / VSP  External service provider(s)	Organisation of working / focus group sessions (2 – 3 sessions during development) – continued activity over the lifetime of EVHAC  Reimbursement of costs for participants  Costs for external consultants days (up-to 100 days – during development process)
<b>Others, according to needs</b>	...	...	...

## **ANNEX K – GUIDING PRINCIPLES FOR THE DESIGN OF EVHAC**

Throughout the review process, the team's activities have been guided by the following set of eight basic principles:

- Any operation of EVHAC should not do any harm towards the volunteers, professional aid workers or the beneficiaries of (humanitarian) aid actions.
- The use of volunteers under EVHAC should be rational, demand-driven, value adding and adapted to the operational requirements, so as to make a real contribution to the situation of beneficiaries of humanitarian aid, as well as implementing organisations and volunteers.
- Volunteers sent under EVHAC shall not be used as 'cheap labour' but rather as added value to the hosting projects and local communities.
- EVHAC will be complementary to existing systems for volunteering, avoiding duplication or competition, and will also be working at cooperation and consistency, where relevant and possible, with the EU external action set in the Treaty.
- EVHAC will respect the humanitarian principles as these were laid out in the EU Consensus on Humanitarian Aid.
- The services of EVHAC are meant to be continuously improved through interactive innovation and learning processes.
- EVHAC will confirm and contribute to the acceptance of commonly accepted standards relating to volunteering and to humanitarian action (e.g. security, local capacity-strengthening).
- During the design of implementation options, recent developments in the field of volunteering will be acknowledged and built into the options (e.g. local volunteering and capacity building, age groups / limits, positioning in the LRRD continuum, innovative partnerships and use of new technologies etc.).

## **ANNEX L – ACRONYMS and ABBREVIATIONS**

ASB	Arbeiter Samariter Bund
AVSO	Association of Voluntary Service Organisations
CEV	The European Volunteer Center
CFSP	Common Foreign and Security Policy (EU)
CLONG	(French) Comité de Liaison des ONG de Volontariat
CP	Civil Protection
DG AIDCO	European Commission Directorate-General for Assistance in Development Cooperation (EuropeAid)
DG EAC	European Commission Directorate-General for Education And Culture
DG ECHO	European Commission Directorate-General for Humanitarian Aid
DIPECHO	Disaster Preparedness ECHO
DKKV	German Committee for Disaster Reduction
DRC	Danish Refugee Council
EAC-EA	Education And Culture Executive Agency
EEAS	European External Action Service
ELRHA	Enhanced Learning and Research for Humanitarian Aid
EPRS	Emergency Preparedness and Response Section (UNHCR)
EU	European Union
EURES	European Employment Services (European job mobility portal)
EVHAC	European Voluntary Humanitarian Aid Corps
EVS	European Voluntary Service (DG EAC)
EYV	European Year of Volunteering
FEMA	(US) Federal Emergency Management Agency
FPA	Framework Partnership Agreement
GenCap	Gender Capability Roster (OCHA)
HAC	Humanitarian Aid Committee
HR	Human Resources
ICRC	International Committee of the Red Cross and the Red Crescent
IDP	Internally Displaced Person
IDRL	International Disaster Response Laws Rules and Principles (IFRC)
IFRC	International Federation of the Red Cross and the Red Crescent
IHL	International Humanitarian Law
ILO	International Labour Organisation



(I)NGO	(International) Non-Governmental Organisation
JPO	Junior Professional Officer
LFA	Logical Framework Analysis
LRRD	Linking Relief, Rehabilitation and Development
MAEE	(French) Ministry of Foreign and European Affairs
M&E	Monitoring and Evaluation
MIC (EU)	Monitoring and Information Centre (Civil Protection)
MSB	Swedish Civil Contingencies Agency
MSF	Médecins sans Frontières (NGO)
NOHA	Network On Humanitarian Action (Joint European Master)
NRC	Norwegian Refugee Council
PR	Public Relations
ProCap	Protection Capability roster (OCHA)
RedR/IHE	Engineers for Disaster Relief / International Health Exchange
SMART	Specific Measurable Accepted Realistic Timed (indicator)
TEC	Tsunami Evaluation Coalition
TEU	Treaty on European Union
THW	Bundesanstalt Technisches Hilfswerk – German Federal Agency for Technical Relief)
TOR	Terms Of Reference
UNDAC	United Nations Disaster Assessment and Coordination
UNDP	United Nations Development Programme
UNHCR	United Nations High Commissariat for Refugees
UN-OCHA	United Nations Office for the Coordination of Humanitarian Aid
UNV	United Nations Volunteers
USAID	United States Agency for International Development
VOICE	Voluntary Organisation in Cooperation in Emergencies
VSO	Voluntary Service Overseas (UK)
WASH	Water, Sanitation and Hygiene
WFP	World Food Programme