VOSESA
VOLUNTEER AND SERVICE ENQUIRY
SOUTHERN AFRICA

FIVE-COUNTRY STUDY ON SERVICE AND VOLUNTEERING IN SOUTHERN AFRICA

ZAMBIA COUNTRY REPORT

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Contents

Acronyms

ACC   Area Coordination Committee
CBO   Community-based Organisation
CHAZ   Churches Health Association of Zambia
CHIN   Children in Need Network
COMESA   Common Market for Eastern and Southern Africa
CWAC   Community Welfare Assistance Committee
DSWO   District Social Welfare Officer
DWAC   District Welfare Assistance Committee
FBO   Faith-based Organisation
FOH   Fountain of Hope
GSI   Global Service Institute
HBC   Home-based Care
MCDSS   Ministry of Community Development and Social Services
MDG   Millennium Development Goals
NGO   Non-Governmental Organisation
NGOCC   National Non-Governmental Organisation Coordinating Committee
OVC   Orphaned and Vulnerable Children
PWAS   Public Welfare Assistance Scheme
SADC   Southern African Development Countries
SWAAZ   Society for Women and AIDS in Zambia
UNDP   United Nations Development Programme
UNZA   University of Zambia
VCT   Voluntary Counselling and Testing
VOSESA   Volunteer and Service Enquiry Southern Africa
VSO   Voluntary Service Overseas
ZAVCODA   Zambia Voluntary Community Development Association
ZNS   Zambia National Service
ZOCS   Zambian Organisation for Community Schools

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Section One: Introduction

1. VOSESA Five Country Study – Overview

In 2005, Volunteer and Service Enquiry Southern Africa (VOSESA) – a non-profit organisation in South Africa - embarked on a research study on civic service and volunteering in five Southern African Development Countries (SADC): Botswana, Malawi, South Africa, Zambia and Zimbabwe. The Global Service Institute (GSI) at the Centre for Social Development at the Washington University, St Louis, USA provided funding to support the study, which was carried out with the assistance of Professor Leila Patel of the Centre for Social Development in Africa at the University of Johannesburg.

It was intended that the VOSESA Five Country Study contribute to building civic service as a field of knowledge and practice in Southern African and assist in building networks that could advance the service agenda in the region. The information generated by this study would also help to deepen the work started by the GSI through its assessment of the nature and form of civic service around the world (Moore McBride, Sherraden, Benítez & Johnson 2003).

The five SADC countries were selected because of the wide variety of existing civic service programmes that were known to exist in these countries as well as the availability of competent researchers who had knowledge and experience of these countries.

This report presents the findings and analysis of the Zambian country study.

Section One: reviews the aims and objectives of the study; the methodology; data collection instruments used; and limitations of the Zambian study.

Section Two: presents the actual findings of the study and an analysis of their implications for civic service and volunteerism in Zambia.

Section Three: makes recommendations for strengthening civic service and volunteerism in Zambia, with specific recommendations for a future research agenda.

2. Aims and Objectives of the VOSESA Five Country Study

The overall aim of the VOSESA Five Country Study was to document and analyse civic service and volunteering in five Southern African countries with the view to examining their implications for social development policy and practice in a regional context.

The objectives of the five-country study were:
- To identify formal and informal civic service programmes in five countries in the Southern African region;
- To conduct country profile studies of civic service initiatives with reference to the nature and scope of civic service and the meaning of civic service for the servers and beneficiaries in the respective countries;
- To determine what policies and incentives exist to promote civic service; and
- To examine the implications of civic service for social development policy and practice in the region.

3. Deliverables

The deliverables for each in-country research project were:
- A research plan;
- Quarterly progress reports indicating progress at various stages of the study (data collection, data analysis, draft report, final report) as per the agreed time frame;
- A draft of initial findings; and
- On completion of the study the researchers were to deliver:
  - A list of interviewees.
  - A list of participants in the focus groups.
  - Transcripts of interviews and focus group proceedings.
  - A literature review and full bibliography of sources consulted during the literature search.
  - An analysis of the nature and scope of service and volunteering programmes.

4. Methodology

The Zambian research team adhered to the qualitative descriptive research methodology outlined in the generic five-country research proposal.

4.1 Sampling

Key informants, service providers and district and community organisations implementing service programmes were selected using a non-random, purposive sampling method, informed by the Zambian research team's academic and research experience as well as knowledge of the field.

4.2 Research Instruments

The Zambian research team used the in-depth interview schedule and focus group discussion guide developed by the VOSESA senior research team to standardise the collection of data in the field. An additional instrument was developed by the Zambian research team to guide the collection of data on five civic service programmes (see Appendix A).

4.3 Literature Review

The literature search involved gathering available data on civic service and volunteering programmes in Zambia. NGO, CBO and donor resource centres and the University of Zambia library were consulted and an extensive Internet search was also conducted.

While some information was found, the results of the literature search were disappointing and confirmed the findings of an earlier study (Patel and Wilson, 2004) of the paucity of research and documented practice lessons on civic service and volunteering in the region.

The literature that was accessed included evaluative research studies of care and support programmes for orphaned and vulnerable children, the Public Welfare Assistance Scheme (PWAS) and policy documents produced by the Zambian government. These documents are referred to in the text.

4.4 Key Informant Interviews

Five interviews were conducted with key informants involved in civic service and volunteering programmes. These key informants represented the government, donor, NGO and CBO sectors:

Table 1: Key Informants Involved in Civic Service and Volunteering Programmes

Name	Position/Organisation	Type of Organisation
1. Joseph Chenje	Chairman, Young Men with Attitude HIV/AIDS Group	Community-Based Organisation
2. Doubt Milimo	Coordinator, Children in Need Network (CHIN)	Non-Government Organisation
3. David Milandu	General Secretary, Kafue Youth with Destiny	Non-Government Organisation
4. Lawrence Mulenga	Chief Social Welfare Officer, Ministry of Community Development and Social Services	Government
5. Wilfred Mwamba	Senior Programme Officer, Department for International Development (DFID)	Donor

4.5 Focus Group Discussions

With one exception, all the focus group discussion participants were associated with NGO's and CBO's implementing volunteer service programmes.

Table 2: Focus Group Discussion Participants

Name	Position/Organisation
Focus Group One	
1. Thomas Banda	Secretary, Zambia Voluntary Community Development Association (ZAVCODA)
2. Henry Phiri	Teacher, Health Services
3. Mathias Phiri	Director, Tawanda Youth Sensitization group
4. Samson Phiri	Secretary, Chawama Interfaith Home Based Care
5. Richard Machai	Member, Tawanda Youth Sensitisation Group
6. Dinah Mataka	Member/Trainer, Youth Friendly Health services
7. Conwell Mwakoi	Chairman, Chawama Neighbourhood Health Committee
8. Cynthia Tembo	Teacher, Rainbow Home of Hope Community School
Focus Group Two	
1. Hermann Bweupe	Kafue Youth with Destiny
2. David Milandu	Kafue Youth with Destiny
3. Siya Namala	SDA Home Based Care
4. Pride Namankobo	Kafue Youth with Destiny
5. Mwangala Namushi	Department of Social Welfare

4.6 Service Programme Data Collection

Five service programmes were identified for in-depth analysis (see Annexure B). These programmes were:
- Children in Need Network (CHIN);
- Fountain of Hope Outreach Programme (FHO);
- Our Lady's Hospice;
- Public Welfare Assistance Scheme (PWAS); and
- Zambia Voluntary Community Development Association (ZAVCODA).

4.7 Data Analysis

The analysis of the data from the key informant interviews and focus group discussions was categorised and analysed thematically using the research questions as the key thematic areas.

5. Limitations of the Study

One of the main limitations of the study was the absence of research and documented practice lessons on civic service and volunteering in Zambia. It made the selection of the sample of key informants, focus group participants and service programmes difficult because the size and scope of the sector was relatively unknown.

It also meant that the findings of the in-depth interviews could not be contextualised within a broader understanding of civic service in Zambia, raising more questions than answers in the process.

While this study may not provide conclusive answers to all the research questions, it builds on the preliminary work done by Patel and Wilson (2001) and provides greater insight into the issues that face government, donors, and NGO's and CBO's in developing a civic service and volunteerism agenda in Zambia.

Dr Ndangwa Noyoo who was the principal researcher on the Zambia study resigned at the end of October 2005. Ms Theresa Wilson joined the team in February 2006 to complete the study in collaboration with Mr Arthur Kalila. Some valuable information may have been lost in this process.

Section Two: Findings and Discussion

1. Zambia: An Overview[1]

Map 1: Location of Zambia in Relation to its Neighbours

Zambia is a land-locked Southern African country sharing borders with eight other countries: Angola, Botswana, Democratic Republic of Congo, Malawi, Mozambique, Namibia, Tanzania and Zimbabwe. Zambia's population of 10.8 million is young - 67% of Zambians are under the age of 15 years and most people (66%) live in rural areas.

The country has some of the largest copper and cobalt deposits in the world (Central Statistical Office, 2004) and the Zambian economy has historically been based on the copper-mining industry. Zambia was one of the most prosperous countries in Sub-Saharan Africa after attaining independence from Great Britain in 1964.

However the country's dependence on the copper industry left the economy open to external shocks and, in the 1970's the country began to slide into poverty when copper prices declined on the world market and oil prices rose. In the same period, the country embarked on a programme of economic restructuring aimed at restoring economic growth, which continued through the 1980's and 1990's. This period also saw the government resorting to excessive and misprioritised borrowing to finance consumption and supporting import-substituting industries. In spite of such measures, or perhaps because of such measures, the economy continued to contract at a rapid pace.

In 1991, following the change of government and the political system from a single-party state to pluralism, there was an increase in the pace and coverage of economic reforms. Government introduced an array of measures aimed at liberalising the economy and promoting private enterprise. Nevertheless, growth remained sluggish with the Gross Domestic Product (GDP) registering a downward trend of 1.5% per annum.

The social costs of the country's years of economic depression have been immense. Currently, over 70% of Zambians live in poverty and the United Nations Human Development Index

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[1] Unless otherwise stated, the facts and figures in this section were taken from the Bureau of African Affairs: Background Note: Zambia, February 2006.

(UNDP, 2005), placed Zambia at 166 out of 177 countries in 2004, with per capital annual incomes of $430, a life expectancy rate of about 37 years and a maternal mortality rate of 729 deaths per 100,000 pregnancies.

Along with pervasive poverty, HIV and AIDS pose one of the greatest challenges to Zambia's social and economic development. With a 16% prevalence rate amongst the adult population, nearly one million Zambians are HIV positive or are living with AIDS. An estimated 100,000 people died from AIDS-related illnesses in 2004 and AIDS-related deaths have left over 750,000 Zambian children orphaned.

The Zambian social welfare system is chronically under-funded and under-resourced and as a result has been unable to respond to these multiple social problems (Noyoo, 2000:75).

Widespread corruption and donor-driven economic and public sector reform programmes have also undermined an effective response. It is estimated that Zambia's debt servicing obligations exceed its combined annual spending on health, education, water, sanitation and social welfare projects.

Fortunately, there are some encouraging signs of improvement. Since 2002 the performance of the Zambian economy has strengthened considerably, with real GDP growth averaging 4.7 per cent per year from an annual average of 2.2 percent in the preceding four years. Contributing factors include the election of a new government led by Mr Levy Patrick Mwanawasa, favourable global economic conditions, and the overall impact of the economic reforms that started in early 1990s (Government of Zambia, 2006).

In 2005, Zambia benefited from the debt relief under the highly indebted Poor Countries (HIPC) initiative of the World Bank and international monetary fund (IMF). Following this, Zambia's debt came down to US$4billion in 2005 from US$7.1billion in 2004. When other debt relief commitments are effected, Zambia's debt is expected to fall to US$700million. However, these gains have yet to have a positive impact on the living conditions of the poor.

2. Form, Scope and Size of Civic Service Programmes in Zambia

It is recognised that volunteerism can take many forms – from informal support networks in a village to intensive commitments of time through formal programmes (Salamon & Sokolowski in McBride, Benitez, Sherraden & Johnson, 2003).

The VOSESA proposal made a distinction between two types of civic service programmes i.e. formal and informal:

- Formal civic service programmes are defined by the Global Civic Service Institute as "an organised period of substantial engagement and contribution to the local, national or world community, recognised and valued by society, with minimal monetary compensation to the participant" (Sherraden, 2001: 2);
- Informal programmes are community-based service programmes organised by people at local level and involve consistent volunteer activity over a period of six months or more.

A further distinction was made about the form of civic service and volunteering programmes:

- International service - is more unilateral and servers move from one country to another;

- National service – service as a national country programme; and
- Local service – service in a local area and may be organised as part of a local community development initiative e.g. HIV & AIDS care and support.

Formal civic service or volunteer programmes imply a planned and structured intervention within an organisational context. Earlier exploratory research on civic service in Africa (Patel & Wilson, 2004) found that most civic service and volunteering programmes were provided by the non-government sector. These findings were confirmed in the Zambian study, with non-government organisations (NGOs) being understood by key informants as implementers of urban-based formal volunteering programmes while community-based organisations (CBOs) implemented less formal programmes in the rural areas.

Focus group participants made an interesting observation on the role of CBOs in service delivery: "NGOs have secretariats with salaried staff in the urban areas, they use CBOs as volunteers in the rural areas".

The first step in identifying formal and informal volunteering programmes was to quantify the number of NGOs and CBOs in Zambia. The next step was to determine the extent to which these organisations were implementing civic service and volunteering programmes.

The literature search found limited information on the number of NGOs and CBOs in Zambia. Although Zambian NGOs are required to register with the Registrar of Societies, this database is not conclusive because not all active organisations are registered, and not all registered organisations are active (Ministry of Sport, Youth and Child Development, 2004). The following table provides a summary of the information found on NGOs and CBOs in Zambia:

Table 3: Information found on NGOs and CBOs in Zambia

Forms of Service	Available Information and Data Source
International	19 International NGOs are listed in the Directory of Development Organisations (Wesselink, 2006)
National	1 305 NGOs are registered with the Registrar of Societies (April 2006). Of these, 1 077 are urban and 228 are rural and 418 focus on OVC (Orphans and Vulnerable Children in Zambia: 2004 Situation Analysis). 73 NGOs and CBOs are members of the Non-Government Organisation Coordinating Council. Of these, 24 are based in rural areas (NGOCC, 2005). *There was no indication whether these organisations were registered.* 131 Zambian NGOs are listed in the Directory of Development Organisations (2006) *There was no indication whether these organisations were registered.* 5 506 Community Welfare Committees (CWC) operate under the Public Welfare Assistance Scheme (PWAS), a national government initiative.
Local	1 925 community schools are run by NGOs, CBOs, churches and ad hoc committees (Orphans and Vulnerable Children in Zambia: 2004 Situation Analysis).

While the above information provides some idea of the size of the NGO and CBO sector, not all NGOs implement formal or structured volunteer programmes, and information on the number of NGOs that implement formal volunteer programmes was not readily available. It was beyond the scope of this study to quantify the extent to which this was happening.

According to the key informant discussions, there are many faith-based organisations (FBOs) that provide service programmes to care for, amongst others, orphaned and vulnerable children (OVC) and the aged. Readily available information on the number of programmes and the extent of volunteer use by FBOs was absent.

The next sections provide more detailed information on international, national and local civic service programmes in Zambia.

2.1 International Service Programmes

International NGOs are understood to play a significant role in initiating and supporting African development through donor funded civic service programs such as volunteering, community development and community service programmes (Patel and Wilson, 2005).

The Development Directory (Wesselink, 2006) listed 19 International NGOs operating in Zambia, but did not provide any details of the services they provided or the numbers of any volunteers they brought out annually. From the available information it appeared that

international service programmes in Zambia used qualified and skilled expatriate volunteers to support and build the capacity of community-based projects over a specified period of time.

Some international volunteer programmes are supported by international government agencies such as the United States Peace Corps (see box below) and the Voluntary Service Overseas (VSO) supported by the British Government.

United States Peace Corps

A country agreement inviting the Peace Corps to work in Zambia was signed by the United States and Zambia on September 14, 1993. The first group of volunteers was sworn in on April 7, 1994. More than 140 volunteers are currently promoting sustainable development through their activities in agricultural and natural resource management, health and sanitation, education, and humanitarian assistance.

Peace Corps service requires a two-year commitment from volunteers, who must be over 18 years and U.S. citizens. Volunteers are working in eight of Zambia's nine provinces building local capacity to manage family fish farms, to manage and preserve wildlife resources, to implement health reforms at the village level, to introduce interactive radio instruction for primary school children, and to extend HIV/AIDS education efforts (Bureau of African Affairs, 2006).

2.2 National Service Programmes

National service programmes refer to programmes that are formally organised and have a national coverage. Zambian examples of these types of programmes were found in both the public sector and the NGO sector.

The **Public Welfare Assistance Scheme (PWAS)** of the Ministry of Community Development and Social Services (MCDSS) appears to be the main public sector civic service programme currently in operation. The PWAS has 5 506 Community Welfare Assistance Committees (CAWC) throughout the country which were set up to provide social protection to vulnerable households in the informal sector. As the livelihood of 90% of households in Zambia depends on the informal sector, the task of the PWAS is enormous (Schubert, 2003).

With 10 volunteer committee members per CWC, there are 55 060 volunteers serving in this programme making it the largest formal volunteer programme in Zambia. Volunteers are required to serve for at least one year, but this is not a full-time service as they are only required to provide 3 full days of work a month.

Studies by Schubert (2005 and 2003) found that, mainly due to extreme under-funding, PWAS so far has no significant impact on the welfare of the households that are – due to AIDS or due to other reasons – in urgent need of social welfare interventions. However the programme was seen to have some merits, namely:

- *It is decentralised:* Community Welfare Assistance Communities (CWACs) at village level are coordinated by Area Coordination Committees (ACCs) at Ward level which in turn are coordinated by the District Welfare Assistance Committee (DWAC) and the District Social Welfare Officer (DSWO);
- *It is participatory:* Targeting is done by the CWACs using a matrix with social and economic qualifiers provided by the PWAS.
- *It integrates NGOS and CBOs:* Existing organisations providing social welfare interventions on community, ward or district level are integrated in the scheme.

- *It is self-help oriented:* Self-help activities are encouraged at community level such as forming widows' groups, organizing child-care or starting income-generating activities.

The Zambia National Service, when it existed, was another national public sector civic service programme (see box below). This programme is no longer functional and the researchers were unable to find anyone in the Zambian public sector that had knowledge of it. A 2002 report referred to plans to re-introduce a youth empowerment programme for unemployed youth and street children. However, nothing appears to have come of this (IANYS, 2002).

Zambia National Service

The Zambia National Service (ZNS) was initially created in 1963 as a militant wing of a political party, for the purpose of fighting for independence and was then known as the Land Army.

Later the organization was changed to the Zambia Youth Service. Its basic roles were to engage Zambian youth who had no opportunity for further education and teach them basic skills in carpentry, plumbing, brickwork, tailoring, domestic science, leather work, agriculture and other skills. In addition to training in these skills, the Zambian youth also had to undergo military training (Phiri, 2001).

Zambian youth were engaged as volunteers in the programme for a two-year period. On completion they were granted certificates in their various skills which they could then use on the job market.

Later, in 1971, the Government felt that the establishment of a more military oriented and better-equipped organisation would contribute towards the attainment of better security within the borders of the country. This was due to liberation struggles in the Southern African region at that time and Zambia National Service Act 35 of 1971 (and 13 of 1994) was enacted to make provision for the establishment, maintenance, government and discipline of the Zambia National Service.

Some of the major achievements of the ZNS were:
- Participation in the construction of the great Tanzania-Zambia Railway under the guidance of the Chinese experts.
- The construction and participation in the running of the Mulungushi Textiles of Zambia Limited, one of the two biggest textile companies in Zambia.
- Initiating the formation of viable Defence industries such as the Builders Brigade, Airport Farms, Chanyanya Rice Company, Mulungushi Textiles and Makeni Tailoring Factory.
- Contributing to national security by way of guarding vulnerable points which are vital to national security.
- Construction of the Sitoti Shang´ombo road and participation in the construction of the city market in Lusaka (IANYS, 2002).

Key informants understood national NGO volunteer programmes in Zambia as having the following features in common:

- They tend to be large and quite visible in the country;
- They are registered, have constitutions and formal organisational structures;
- They implement their activities through smaller community-based organisations and informal groupings; and
- They have links to considerable financial resources from Western donors, governmental or civic groups.

As mentioned, there was insufficient documented information on registered NGOs to identify those organisations that were implementing volunteer programmes and more research is needed in this area.

This study identified one national programme for more detailed analysis, namely the Children in Need Network (CHIN). The organisation was established in 1996 and had 21 affiliated organisations based throughout Zambia in urban, peri-urban and rural areas. CHIN did not have information on the number of volunteers engaged by their affiliate programmes but their understanding was that all the CHIN affiliates used volunteers to provide services that promoted the rights and welfare of children in Zambia. CHIN also used volunteers at their office in Lusaka to support their salaried project officers who worked directly with member organisations.

Another example of a national NGO volunteer programme is the Society for Women and AIDS in Zambia (SWAAZ). As with CHIN, the activities of SWAAZ were undertaken by affiliate CBOs. According to a study in 2003 (Swidler, 2003) SWAAZ was estimated to be the most widespread AIDS intervention on the ground through its formation of volunteer "clubs" of various sorts. SWAAZ claimed a membership of about 10,000 women, organized in chapters all over Zambia, which held meetings to educate people about AIDS among market women, factory workers, villagers, school youth and so forth across the country. SWAAZ volunteers were not required to work full-time and received no compensation for their engagement.

A case study of a SWAAZ-affiliated CBO is provided in the box below.

Case Study of Kwasha Mukwenu: A CINDI Programme in Urban Lusaka, Zambia

Kwasha Mukwenu is a Children in Distress (or CINDI) project located in Matero, a small suburban area of Lusaka, the capital of Zambia. It is affiliated to the Society for Women and AIDS in Zambia (SWAAZ). Kwasha Mukwenu, which means "help your friend" in the local language, was formed initially by members of the women's group at St. Mary's Catholic Church after one member returned from a trip to Uganda and shared with the group what she had learned about how orphans are being cared for in that country. Based on what the women learned, they decided to take action.

A major activity undertaken by the organisation is the care of children. On average, each woman looks after three to five families of orphans. They call these children their "caretaker families" and they become the "caretaker parent". It is each caretaker parent's responsibility to ensure that the orphans under her care attend school and that they have food, medical care, clothes, shelter, and the attention of a caring adult.

There are currently about 35 active members who come to the centre every day to participate in the group's three major income-generating activities: cooking, sewing and tie and dye. The cooking project has contracts with several local schools and provides these institutions with biscuits and bread each day. Clothes and uniforms made by the sewing group, and cloth produced by the tie and dye project is sold through local retail shops, as well as at conferences and special events. In addition to earning income through the tie and dye project, the organisation's youth wing is helping orphaned adolescents to support both themselves and their siblings and learn a trade by working as apprentices in this business.

Historically, in situations of illness or death, Africans have relied upon the mutual assistance provided by the extended family. But in the face of AIDS, the family support network alone cannot meet the growing need for care. Neighbours must also collaborate with one another to provide the necessary social support within the community. There is a particular need for alternative means to care for children whose circumstances have become precarious as a result of AIDS. Kwasha Mukwenu attempts to establish such alternative forms of support by helping--at least to the extent possible--individuals, families, and the community cope with the epidemic and support children orphaned by AIDS (Leonard and Khan, undated).

2.3 Local Service Programmes

The VOSESA proposal expressed an interest in finding out more about different forms and types of service that may be emerging in the African context, particularly in the light of the HIV & AIDS pandemic. Both NGOs and CBOs implement local forms of volunteer services in Zambia, with the demand for services being driven by the growing number of people infected and affected by HIV/AIDS, although the lack of documented information hampered a more detailed analysis.

A study by Wijk & Kalila (1998) noted the proliferation of informal voluntary organisations in rural areas that were focused primarily on income generation activities. However, the primary beneficiaries of the services were the members themselves, so these programmes did not meet one of the essential criteria of the definition of civic service i.e. contribution to the local community with minimal monetary compensation to the participant.

Key informants identified traditional birth attendants and community schools as examples of unique local community-based services in Zambia

Traditional birth attendants are women from the community who assist people giving birth at home for a number of reasons: women lack funds to pay hospital bills, and the rural health centres are far away and have inadequate facilities to cater for all the people giving birth. The traditional birth attendants do not have any professional training but draw on their own experiences to help pregnant women during delivery. They also do not appear to be organised in any way. Zambia has more than 40,000 traditional healers whereas Western doctors are only estimated at 1,000. (Nyau, 2000) Traditional healers comprise among others diviners, herbalists, spiritualists and traditional birth attendants (the exact number is unknown).

NGOs and CBOs have provided training and capacity building for traditional birth attendants to recognise their crucial role in society, formalise their duties and make their work more professional and less risky in the light of HIV/AIDS and preventable children diseases. For example, Christian Children's Fund, through the Sky Siegfried Fund, helped train 36 traditional birth attendants in safe motherhood procedures, including clean and safe child delivery. Each attendant received a bicycle for transportation and a child delivery kit with a flashlight and batteries; candles and matches; aprons, masks, and gloves; razors, cord clamps, string and a foetal scope (www.childrenschristianfund.org).

Community schools have emerged largely in response to high school drop-out rates (up to 40%) as a result of poverty and increasing numbers of children being orphaned and made vulnerable by HIV and AIDS. Government funded schools are concentrated in the cities and are difficult for many children to attend for financial and social reasons. To provide access for more children, school fees are lower at the primary level, but increase at the secondary level, making the continuation of education very difficult. Only one-fifth of Zambian children even begin secondary school (Cashen, 2001).

A community school is defined as a community based, owned and managed, learning institution that meets the basic/primary education needs of students who cannot enter government schools. These schools function in the most basic of circumstances without a formal school structure - often operating out of a church hall or even under a tree, using whatever resources are available (Ministry of Sport, Youth and Child Development, 2004).

Community schools are growing and expanding at a rapid rate, with an estimated 1,925 community schools in Zambia run by NGOs, communities, churches and ad hoc committees (Ministry of Sport, Youth and Child Development, 2004), compared with about 100 registered community schools in 1996 (Cashen et al., 2001). However, the provision of community-based education has not been matched by quality education.

Studies (Cashen et al, 2001; Ministry of Sport, Youth and Child Development, 2004) have found that children were being educated in environments that are not conducive for learning. In addition, volunteer teachers were not adequately qualified to provide such education, and the management of the schools was often in the hands of community leaders who did not possess effective management skills. A poor learning and teaching environment in community schools contributed greatly to the high drop-out rates and poor attendance, particularly for girls.

The 2004 Situation Analysis of OVCs in Zambia reported that FBOs offer some of the most consistent and far-reaching responses to orphans and vulnerable children, offering home-based care, counseling and spiritual support, institutional care and health services. While the work of FBOs is provided at a localised level through mission stations, churches and parish structures, there are national structures in place to coordinate this response such as the Churches Health Association of Zambia (CHAZ) network of hospitals and health centers; the Expanded Church Response, a joint initiative by the Catholic Church, the Christian Council of Zambia, and the Evangelical Fellowship of Zambia, intended to scale up the quality and coverage of the work of their member FBOs (Ministry of Sport, Youth and Child Development, 2004). More research is needed to quantify FBO services in Zambia as well as to establish the extent of volunteer use in the provision of these services.

3. Meaning of Civic Service and Volunteerism

The concept of service is referred to in the Zambian Social Welfare Policy (Ministry of Community Development and Social Services, 2004). It is defined as the activities to be undertaken in order to provide care and support to persons regarded as vulnerable, for example, the aged, the widowed, orphans and vulnerable children, disabled, and the chronically ill. In the policy document, service is referred to in the sense of external support provided by government agencies and supported by NGO, FBO and CBO service providers. According to the policy, government welfare assistance services provide, amongst other things, basic necessities to the most vulnerable in form of food, clothing, shelter, education and health care support, prostheses and repatriation.

In Zambia, formal service programmes have been in existence since the colonial period, although people have always rendered assistance to the less privileged through traditional systems like the extended family. This suggests that the concept of service is also rooted in Zambian culture.

Since 1991 there has been an increase in the number of formal service programmes when the country changed to a multi party democracy and a free market economy. Democracy meant people now had freedom of association and at the same time the privatisation programme led to unemployment on a massive scale so people found themselves with nothing to do and began forming all sorts of organisations. NGOs were also seen as opportunity to make money and create some form of livelihood as they have access to donor funds. As a result, services are concentrated in urban areas because resources are concentrated in town. The increase in

services can also be linked to the increase in demand for services fuelled by the HIV/AIDS pandemic and high levels of poverty and unemployment.

According to key informants, service in Zambia is viewed as assistance or support that is provided free of charge (to the beneficiary) for example Voluntary Counselling and Testing (VCT) or services to orphans and vulnerable children (OVC). This has origins in the provision of free services by government after independence, so people are conditioned to view service as free. However, the situation has started to change and services nowadays increasingly involve payment of some kind (for example secondary school education and health care).

Interestingly, focus group participants from urban and rural areas expressed different views on the meaning of service. Rural respondents linked the idea of service to something that complements the work of the extended family with the desire to help others as the underlying motivation. By contrast, respondents in urban areas tended to view service as a means or tool to achieve social welfare.

The concept of volunteerism is not referred to directly in the Social Welfare Policy, although the role of families and communities in meeting welfare needs is highlighted. Some key informants understood a volunteer as someone who provided a service to vulnerable communities without any expectation of remuneration. The main motivation for volunteering was a desire to help others/to help the underprivileged – in so doing; certain needs of volunteers were fulfilled: "although there is no material gain there is always some benefit".

However, other key informants were of the opinion that volunteerism is increasingly being viewed by some as an opportunity to make money or earn a livelihood. It was unrealistic, some said, to expect someone with no income to support themselves or their families to work with no monetary compensation.

4. Compulsory/Voluntary Nature of Service

All the international, national and local service programmes identified through this study were voluntary. Most servers were expected to work part-time because "servers also have to fend for themselves, but where the server's livelihood is catered for they are able to commit more time" (Focus Group discussion).

The analysis of the six service programmes found that the exact hours of service vary from programme to programme:

- *US Peace Corps (International)*: Full-time – 8 hrs a day;
- *Our Lady's Hospice (Local)*: Full-time – 8 hours a day;
- *Foundation of Hope Outreach Programme (Local)*: Part-time - 3 days a week;
- *ZAVCODA (Local)*: Part-time - One day a week;
- *Public Welfare Assistance Scheme (National)*: 3 days a month
- *Children in Need Network (NGO)*: "Volunteers are expected to fill in as much time as they have available…but time is flexible".

5. Service Areas and Goals

Building the capacity of local CBOs appeared to be a key service area of international service , and national NGO programmes.

For example VSO worked with the Zambian Organisation for Community Schools (ZOCS) a local NGO to build the capacity of the organisation. Three volunteers provided technical assistance in different areas namely, building skills to train the local community to construct their own school; fundraising skills; and micro-finance and income generation activities to fund school running costs. Ultimately their goal was to assist the ZOCS to achieve self-management (http://www.questconnect.org/africa_zocs.htm).

In contrast, the main public sector civic service programme – the Public Welfare Assistance Scheme (PWAS) - was primarily concerned with providing direct services to beneficiaries through the targeted transfer of social funds to vulnerable communities.

Local service programmes provide direct services to beneficiaries to meet social, health and educational needs.

Key informants identified common service areas for formal and informal service programmes as:
• Human and social services (identified as the main service area);
• Community development;
• Education;
• Health; and
• Cultural/heritage/arts.

The main goals of service programmes in Zambia were identified as:
• Promoting well-being and health;
• Promoting human rights, peace building;
• Facilitating sustainable livelihoods;
• Increasing employment opportunities;
• Creating/improving public facilities;
• Promoting educational development;
• Facilitating community development; and
• Promoting environmental protection.

The in-depth analysis of the five service programmes confirmed these findings (see Appendix B).

6. Servers and the Nature of the Service Experience

According to figures released by the Ministry of Community Development and Social Services (Zambia News Agency, 2005) there are over 20, 000 organised and thousands of unorganised volunteers engaged in the socio-economic development of the country. Apart from this information, there does not appear to be any Zambian research on who is providing volunteer services or the nature of their service experiences so the information in this section is drawn mainly from key informant discussions and the analysis of five service programmes.

6.1 Profile of Servers

Some key informants were of the opinion that servers were mostly female adults and youth. Others said that servers were mostly youth and adults, both men and women.

It was thought that the majority of volunteers in Zambia were youth because "most of them are unemployed and so have extra time and need to do something". Also, there was a perception that youth engaged in service programmes with the hope that they would get opportunities for training and employment.

Women were seen to be more concerned with community service and would therefore more likely to become volunteers while men dominated where there was a benefit like politics and food-for-work programmes: "men will fall off if they see no benefit". Another perception was that the better-off members of a community were more likely to volunteer because they did not have to concern themselves with survival issues.

People living with HIV & AIDS were also seen as another server group.

Key Informants did not mention elderly people as a server group. However, the Social Welfare Policy recognised the informal service role of older people through childcare, up-bringing and even economic survival.

The analysis of volunteers serving in five service programmes (see box below) found that contrary to the perceptions of the key informants cited above, the volunteers were adults (not youth). There were also substantial numbers of men serving and it seems there is a strong grassroots involvement, which counters the perception that mostly the 'better-off' members of a community volunteer.

Profile of Volunteers in Five Service Organisations

- *Children in Need Network (CHIN):* Volunteers are mainly students, female and mostly above 25 years.
- *Fountain of Hope Outreach Programme:* Of the 17 volunteers, 6 are male and 11 are female aged between 20 and 30 years. These volunteers were all reformed street children.
- *Zambia Voluntary Community Development Association:* Volunteers are executive members and ordinary members of the community. Of the 26 servers, 16 are men and 10 are women.
- *Our Lady's Hospice:* Of the 120 volunteer caregivers, 110 are female and 10 are male, all aged between 20 to 67 years.
- *Public Welfare Assistance Scheme (PWAS):* Servers are members of the community elected to the various committees. They are aged between 25 to 60 years and of the 55 060 servers, 30% are female.

6.2 Services Provided by the Servers

Volunteer servers provided a range of social, health and educational services such as:
- Nursing care, counselling and nutrition (Our Lady's Hospice);
- Community-based alcohol and drug rehabilitation and sensitisation work camps (ZAVCODA);
- Identification of needy individuals and households and the transfer of assistance from Government (PWAS);
- Counselling, street visitation, case follow-ups, home tracing and re-integration (Fountain of Hope Outreach Programme).

6.3 Nature of the Service Experience

Key Informants agreed that the nature of the service experience differed from individual to individual and their experiences could have both positive and negative aspects.

One of the factors that influenced the nature of the service experience was identified as the motivation of the server. Where servers were motivated by the opportunity to serve and the recognition that came with it, then the experience was perceived as positive.

However, those who were motivated by material gain, and failed to benefit from the programme in their terms, had an experience that was perceived as negative.

Some of the positive experiences that were identified by key informants included:
• Improved CV;
• Recognition in the community;
• Exposure to opportunities; and
• Possibility of benefiting financially in the future.

Negative experiences were identified as:
• Servers working under difficult circumstances with limited support and resources
• Incentives being far too little or non-existent.

On the issue of incentives, one key informant was of the opinion that "the situation of volunteers is pathetic. There are no allowances. Some of them are now independent and need to survive. So it's difficult to devote time to voluntary work. As such they only become active when there is donor money". Another said: "It is not easy to give service to the community because volunteers are also family men and women. They need to support their own families. They need some support or incentives. They need to meet their own basic needs, like food, shelter, and clothing".

Evaluation of the PWAS found that district committees were often hampered by the conditions of the officers who were members. With poor conditions of service and minimal operational funds, members became discouraged and apathetic. At community level, there was ample evidence that people would work tirelessly for an initiative that they felt brought genuine benefits. However, they quickly lost motivation if the expected benefits were not delivered. Delays, shortages and broken promises quickly destroyed a local committee. Members may even be accused of theft, being held responsible for the disappearance of expected benefits (Ministry of Sport, Youth and Child Development, 2004).

6.4 Beneficiaries Perception of Servers

Key informants were of the opinion that most servers were welcomed in their communities as they were seen to be improving the welfare of the communities they served: "they have been appreciated as people who want to help".

However, not all beneficiaries welcomed the servers. Volunteers were seen to be under pressure from recipients especially where the demand for support was huge but resources were minimal. When support was not forthcoming, beneficiaries become suspicious that maybe they – the volunteers – had diverted the resources to themselves: "Beneficiaries don't trust volunteers. The beneficiaries of the programmes are not the initiators and they want to control the resources".

Sometimes servers were received with hostility and were called names: "for example if you were carrying out sensitisation about Cholera, people begin calling you 'cholera' or for instance when doing VCT campaigns the community is suspicious about collecting blood and labelled the servers as 'Satanists'". Servers were also sometimes viewed as less educated people who had nothing valuable to do with their time.

These negative perceptions usually only occurred when programmes were started by NGOs without consulting communities, resulting in a situation in which communities were not well informed. Also some communities had seen various interventions being implemented in their areas but their lives had changed little, so they were tired of being approached by people claiming to come and "better their lives".

7. Institutional Dimensions: Access, Incentives, Information and Facilitation

7.1 Access

Selection criteria for volunteers were generally understood by key informants to be necessary to safeguard the interests of the served. It was felt that volunteers needed to be people who were honest, dedicated, having a desire to serve; and be of Zambian nationality. As one key informant said: "criteria are important to avoid picking the wrong people for example when working with children - you don't want people who will abuse the kids, or thieves who will steal. These may tarnish the image and reputation of the organisation".

Some service programmes had specific, unambiguous selection criteria for servers while others were more subjective (information was not available on how subjective attributes were assessed):

- *US Peace Corps (International)*: volunteers must be over 18 years and must be US citizens.
- *Public Welfare Assistance Scheme (National)*: Servers must be honest, have integrity, and a history of serving the poor.
- *Children in Distress Network (National)*: Needs of the organisation at any given time and the expertise of the server.
- *Our Lady's Hospice (Local)*: volunteers must be members of the Catholic Church. They must be of good moral character and be willing to work with HIV/AIDS patients.
- *Fountain of Hope Outreach Programme (Local):* We use reformed street children. Those children who have transformed and shown a willingness to serve become peer educators to their fellow kids.
- *Zambia Voluntary Community Development Association (Local)*: We assess the servers in terms of proving their seriousness in community work.

7.2 Incentives

It was generally understood by key informants that most volunteer servers did not receive monetary compensation, but that incentives were provided in the form of allowances and transport refunds given at seminars as well as certificates of attendance. But, as some said: "these seminars only come once in a while".

International service programmes were an exception - with expatriate volunteers receiving living allowances and other benefits. For example, the US Peace Corps provided its volunteers with a

living allowance that enabled them to live in a manner similar to the local people in their community. It also provided complete medical and dental care and covered the cost of transportation to and from the country of service. The Peace Corps also recognized that returning from overseas required some adjustment, so when volunteers completed their service, they were given just over $6,000 to use as they wished: for travel, a vacation, making a move, or securing housing.

With the exception of Our Lady's Hospice whose volunteers received a monthly allowance, none of the other national or local programmes provided monetary compensation for services provided.   Volunteers for the Children in Need Network received a "modest transport allowance". Zambia Voluntary Community Development Association volunteers received no incentives for the work they provided, apart from training in peer education and counselling for drug and alcohol rehabilitation

Key informants highlighted the issue of incentives as a contentious area in the Zambian context where most volunteers came from similarly impoverished social and economic circumstances as the beneficiaries they were serving. It was questioned whether volunteers could be expected to provide services with no salaries or living allowances when their own basic living needs were not being met.

7.3 Supervision and Mentoring

Different programmes were understood to have different structures for the supervision and mentoring of their volunteers. With NGOs there was usually a full-time employee who supervised the servers. Programmes that were funded by donors were required to submit progress reports and this required them to monitor their work on an ongoing basis.

For example, the Fountain of Hope Outreach Programme had an office managed by a Director and two salaried assistants. The Director was responsible for supervising the volunteer outreach workers and monitored their work on a daily basis.

The Public Welfare Assistance Scheme monitored Community Welfare Committees through its District Welfare Committees under the supervision of the District Social Welfare officer.

7.4 Opportunities for Critical Reflection

Most organisations provided their servers with opportunities for critical reflection on their experiences through quarterly or annual planning and review meetings, although this depended on the programme, the nature of their work, and availability of resources.

For example, volunteers at Our Lady's Hospice were given opportunities to go for a spiritual retreat for a period of one week. During this period they reflected on their work and experiences in dealing with terminally ill patients.

Other programmes such as the Public Welfare Assistance Scheme did not have the necessary resources for formal reviews so there were no opportunities for critical reflection.

8. Programme Administration

8.1 Administrators of Service Programmes

International civic service programmes are administered by international NGOs or governments' foreign aid programmes.

Government and national NGOs administer national civic service programmes, while local civic service programmes are administered by NGOs or CBOs.

In Zambia, there does not appear to be any private sector participation in the administration or funding of service programmes. International donors provide financial and material support to both government and NGO programmes. The Zambian government provided some financial support to the Public Welfare Assistance Scheme (PWAS) and community-based programmes such as community schools and traditional birth attendants, although this support was limited.

8.2 Collaboration between NGOs and Government

There are no formal processes or structures for collaboration between NGOs and Government service providers in Zambia. Sometimes they may enter into Memorandums of Understanding, but this is the exception rather than the norm. Collaboration between these two sectors tends to be on an ad hoc basis such as participating in the same meetings when the need arises.

8.3 Efficiency in the Administration of Programmes

There is limited evaluation research on the efficiency and effectiveness of civic service programmes in Zambia. Key informants said that the level of efficiency varied from programme to programme. It was felt that "on the whole they are well administered because services do reach the lower levels of society".

In addition, formal NGO programmes were viewed as being more efficiently managed because most used donor funds and had qualified staff. Furthermore donors demanded accountability and results whereas government-funded programmes suffered from a lack of resources, skilled manpower, and cumbersome bureaucracy, which resulted in inefficient service delivery.

9. Policy and Legislation

At the 2005 International Volunteer Day commemorations, the Zambian government said it was committed to promoting the spirit of volunteerism and supporting initiatives aimed at empowering the community for national development. Community Development and Social Services Deputy Minister Ronald Banda noted, "volunteers are critical and key towards the attainment of the Millennium Development Goals (MDGs)" (Zambia News Agency, 2005).

While the Zambian government supports volunteerism, the Social Welfare Policy (2004) is not clear on roles and responsibilities of government and NGO service providers in the delivery of volunteer services.

Policy and legislative frameworks for NGOs operating in Zambia are yet to be developed. A draft National Policy on non-governmental organisations was developed in 1997 (Ministry of Community Development and Social Services, 1997), however when the draft NGO Bill was

presented to Parliament, NGOs fiercely contested the document, alleging that it had been heavily "doctored" by government and they refused to be associated with it (National Technical Committee for the Review of the Non-Governmental organisations Bill, undated). This has led to a stalemate in the process of finalising the NGOs national policy and legislative framework.

Both Government and NGOs see the need for some form of regulation or mechanism that would promote accountability, transparency and legitimacy in the NGO sector. However, the contentious issues still remain – who drives this process and how will this be done to allay fears of NGOs based on the previous experience. Government has recently decided to revive this process, though it is not clear how they will be taking it forward. A National Technical Committee for the Review of the Non-Governmental organisations Bill, 2000 and Development of the Draft Code of Conduct for Non-Governmental Organisation has been convened to coordinate the NGO response. This Technical Committee has developed a draft NGO Code of Conduct (2005), the purpose of which is to:

- Ensure legitimacy, transparency and accountability in the operation of NGOs largely by voluntary self-regulation;
- Improve the quality of services provided by NGOs by helping them adopt high standards of conduct and to devise efficient decision-making processes;
- Improve the performance of the NGOs community by encouraging the exchange of experiences among its members and learning from proven best practices.

Key informants confirmed that there was no clear-cut policy on NGOs let alone any policy frameworks defining voluntary service or providing guidelines on delivery. The only legislation they were aware of was the requirement for NGOs to register with the Registrar of Societies. To do this organisations need a Constitution with clear objectives, office bearers and physical address. A registration fee of $440 also has to be paid, and this can sometimes be a hindrance to cash-strapped organisations

It was however felt that there was an opportunity for the institutionalisation of volunteer service in policy and legislation because currently most sectors were going through processes of reform and various pieces of legislation were being revised. However, a concern was raised that the process could disadvantage local, community-based forms of service as they may find it difficult to comply with standards or legal requirements.

10. Factors that Promote and Hinder Civic Service and Volunteerism in Zambia

The HIV/AIDS pandemic and the worsening poverty levels was understood by key informants to have created a crisis that required a response from service programmes and was therefore a key factor in promoting volunteer services. Government was failing to cope with the worsening situation and they needed to work with volunteers to help respond to the situation (Nsutebu & Walley, 2001).

The crisis had also generated renewed interest and support from international donor organisations resulting in increased funding opportunities for national and local service programmes.

At the same time donors were shifting from project to budget support[2] and this made it difficult for NGOs and CBOs to access donor funds.

Key informants said that NGOs and Government were both competing for donor funds and that programme effectiveness was hampered by a lack of funds. It was difficult to run programmes with little funding. Donors had complicated application procedures, which made it difficult for community-based service programmes to access resources directly and NGOs were used as intermediaries.

One key informant was of the view that donor's funding requirements ignored the needs of volunteers because they didn't allow administration costs (to pay for salaries or living allowances of volunteers): "They only care about the activities and not the welfare of people implementing the activities. For example some youth were locked up in police cells because they had used some of the donor funds for some other purpose". One of the most frequently mentioned problems of voluntary programmes related to the ability of the organisations to sustain the volunteers because: "They have to survive as well as do voluntary work".

The prevailing democratic political dispensation was regarded as being very favourable for the promotion of service programmes in Zambia. For instance, regulations for the formation of NGOs were lenient and created a user-friendly environment in Zambia for the creating of NGOs. However, while the registration process for NGOs posed few challenges, there were no capacity building programmes for NGOs and CBOs to strengthen their management and organisational capacity and capacity to deliver service programmes. This had implications for the quality of services provided as well as the ability of organisations to scale-up their services to meet the growing demands.

Some key informants said there was hostility by politicians towards the work of service programmes. Government tended to view NGOs as competitors rather than partners. It was felt that politicians wanted to take the credit for the work of volunteers and this caused conflict.

The 2004 OVC Situation Analysis identified negative competition and limited coordination amongst non-government service providers as a key constraint resulting in duplication of efforts and inefficient use of resources. Furthermore, lack of monitoring and inadequate training of service providers compounded the situation (Ministry of Sport, Youth and Child Development, 2004).

Another issue identified as affecting the provision of service programmes was poor infrastructure such as roads that made it difficult to access rural areas. There is a tendency for Zambian NGOs to cluster in towns and cities, and along the line of rail, leaving many remote areas unattended. The poor infrastructure and communications in Zambia, together with the sparse population in distant areas, can make working with remote communities very expensive.

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[2] Project support refers to funding provided by donors for specific programmes within a country. Government or NGOs could implement these programmes. The funding requires compliance to specific programme outputs and is usually accompanied by technical support. Direct budget support happens when donors give governments money directly to 'top-up' their budgets, with limited input on how the money is spent and less stringent accountability requirements. Unsurprisingly, governments prefer direct budget support.

11. Regional Collaboration and Research

According to the key informants, there is limited networking amongst NGOs both at national and regional level.

Some NGOs collaborate at a national level by belonging to umbrella organisations for example CHIN and SWAAZ. This enables them to share information and strategies.

Where regional collaboration does happen it is usually through regional workshops. Donors were expected to play a greater role in promoting collaboration between programmes because of their international connections and presumably access to the financial resources needed to fund such activities. Another suggested avenue for collaboration was information sharing on websites, although not all NGOs or CBOs have access to this technology.

Section Three: Conclusion and Recommendations

1. Concluding Comment

The findings of the study indicate that there are international, national and local service programmes in Zambia, with local service types dominating. Formal and informal local service types were found with most services operating under the auspices of some organisational structure, either an established or emerging NGO or CBO as this would increase their opportunities to access donor funds.

Civil society in Zambia is still relatively small with about 1 500 organisations in the registry which seems to correlate with the nature and extent of service in the country. While there is legislation requiring organisations to register, there is an absence of an over-arching policy and legislative framework to promote civil society engagement in service delivery and there is a need to build and strengthen local capacity in promoting civil society. The relationship between the state and civil society is ambivalent with tensions around access to donor funding and the role of civil society in direct service delivery.

Most established NGOs are based in urban areas and, where they have outreach programmes in rural areas they use CBOs to implement these programmes. The perception is that CBOs in rural areas function as the unpaid 'volunteers' of urban NGOs who employ salaried staff and have greater access to resources. Areas that are difficult to access by road or that have poor telecommunication infrastructure are under-serviced

This study found that local services are emerging and evolving in response to community needs. Many of these community-based services are the target of formal capacity building and technical support programmes provided by international and national NGOs. The quality of service provision appears to be cause for some concern and the absence of norms and standards for the provision of services to, for example, OVC or for community schools makes it difficult to monitor performance and ensure compliance. It appears that the capacity (finances, personnel and technical know-how) of the responsible departments to monitor and evaluate service provision is weak

One of the main concerns raised by key respondents about existing volunteer services and the potential to scale-up these responses, was in relation to the remuneration of volunteers. Most volunteers in Zambian service programmes appear to participate with few incentives; a stipend or salary is rare. Questions were asked about the morality of depending on volunteers who had no other form of income to support themselves or their families to provide welfare services to their communities.

Very limited research has been conducted in Zambia not only on volunteerism but also on all forms of civil society activities. More debate and information sharing between government and NGOs and within the NCO/CBO sector is required to strengthen the development and coordination of volunteer services.

2. Recommendations

Key informants stressed that the Zambian Government needed to provide a clear and unambiguous policy framework and guidelines for NGOs on the use of volunteers in service provision. There needs to be collaboration between Government and NGOs in the development of this policy as well as in the planning and coordination of service provision to avoid duplication of services and maximise the use of limited resources.

Another recommendation from key informants was for Government, donors and NGOs that were implementing volunteer programmes to give consideration to providing their volunteers with incentives that would enable them to meet their own economic needs while at the same time providing services to the vulnerable.

A further recommendation was for service programmes to build in monitoring and evaluation research to assess the effectiveness and efficiency of their programmes.

Further research could be of benefit to policy makers and service providers in order to strengthen the policy and programme response to formal and informal volunteering services in Zambia. If further research is undertaken it is important that this is done collaboratively with Government, donors and NGOs working together, sharing information and ideas. Some suggested areas for further enquiry are:

- A quantitative study into the number of NGOs and CBOs implementing service programmes; their geographical areas of service; the activities they undertake and a profile of their volunteer service providers.

- An evaluation of a sample of existing service programmes to determine their effectiveness and efficiency in providing services and, as far as possible, an assessment of their impact on target beneficiaries.

- An exploration of why some communities accept volunteer programmes while others resist.

- The viability of civic service and volunteering programmes – where volunteers provide services with minimal incentives - in a country where poverty is endemic and the basic survival needs of the majority of people are not being met.

- The communal nature of Zambian society and ways to strengthen this resource rather than substituting with externally designed programmes. The role of the state in this respect requires examination – some policy frameworks seem to undermine communal initiative and action. Also, exploring the extent to which the HIV & AIDS pandemic is eroding indigenous forms of support.

- The role of education in promoting a culture of service amongst the Zambian youth.

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Appendix A: Framework for the Analysis of Service Programmes

1. Name of programme:
2. Contact details:
   Tel:
   Fax:
   Email:
   Web:
   Postal address:
3. When was the programme established?
4. Is this a Transnational, International, National or Local programme?
5. Where does the programme operate? (Indicate it these are urban/rural/per-urban areas).
6. What is the goal of the programme?
7. How many servers does the programme have?
8. How much time are servers expected to serve?
9. How long are servers expected to be involved with the programme?
10. Is the participation of servers voluntary or compulsory?
11. Who are the servers?
12. Provide a gender and age breakdown of the servers
13. What types of services do they provide?
14. What are the attitudes of servers to service?
15. What is the experience of servers in providing services? Are the positive/negative? Describe.
16. Who are the recipients of the services?
17. How have the servers been received by the community?
18. How do the beneficiaries of the service perceive them?
19. What criteria are used to select the servers?
20. What incentives are provided to servers? E.g. housing; transport, health insurance, stipend or living allowance (how much?); rewards (certificates or community recognition); academic credit for participation; scholarships, training etc.
21. What training do they receive to prepare them for serving?
22. What information and facilitation support do they receive while serving?
23. What supervision and/or mentoring do the servers receive and how does it work?
24. Are there opportunities for critical reflection on their experiences? If yes, what does it involve?
25. Who administers this programme? E.g. government, NGO, private sector – or is there a collaborative arrangement? If there is a collaborative arrangement describe how it works.
26. What is the policy and legislative environment that this programme operates in?
27. What kind of research, if any, has been done on this programme? E.g. programme evaluation
28. What kind of research, if any, is needed in the future?

Appendix B: Summary Analysis of Five Service Programmes in Zambia

Programme	Form/ Type	Goals/Activities	Beneficiaries/Server profile	Access/Incentives/ Service facilitation	Programme Administration
Fountain of Hope Outreach programme	**Form:** Local **Type:** Formal **Nature:** Urban	**Area of service:** Counselling, street visitation, case follow-up, home tracing and re-integration of children into families, as well as a drop-in centre of safety in Lusaka **Goals**: To empower Orphans, street and out of school children to become responsible citizens of tomorrow by providing basic education, practical skills and networking.	**Beneficiaries**: Vulnerable children – orphans, as well as street and out-of-school children **Servers:** Outreach volunteers **Service costs**: Voluntary **Intensity:** **Duration:** For as long as they are willing to carry on and interested in the work **Numbers:** 17 servers – 6 men and 11 women between 20 and 30 years old **Server experience:** Both good and bad, as the work is very demanding but fulfilling as the children are very receptive **Community perception of servers:** Acceptance	**Access:** Reformed street children, showing a willingness to serve and become peer educators **Incentives/awards:** Nil **Professional and career benefits:** Nil **Educational benefits:** Nil **Service facilitation:** Basic course in child care prior to onset of service, as well as an administrative budget for each server	**Agency:** NGO **Public policy:** Supervised by Ministry of Community Development and Social Welfare, who require adherence to their policy directives in child welfare **Programme evaluation:** Monitored by the FOH director, as well as critical evaluation of work by servers themselves on a quarterly basis. Nil research has been done.
Zambia Voluntary Community Development Association (ZAVCODA)	**Form:** Local **Type:** Formal **Nature:** Urban, peri-urban and rural	**Area of service:** Rehabilitation workshops and community sensitisation to issues surrounding HIV and substance abuse **Goals**: To change the face of the community and create a better Zambia free of HIV,	**Beneficiaries**: Members of the community **Servers:** Executive and ordinary members of the community **Service costs**: Voluntary **Intensity:** One day a week **Duration:** Six months **Numbers:** 26 servers – 10 ladies and 16 men **Server experience:** Negative, especially in areas where education levels are low **Community perception of servers:** Appreciation, as the service helps better their lives	**Access:** Any member of the community with an enthusiasm for community work and a positive attitude **Incentives/awards:** Nil **Professional and career benefits:** Nil **Educational benefits:** Nil **Service facilitation:** Peer education and counselling, as well as	**Agency:** NGO, with some collaboration with other partners who provide logistics such as transport, communication facilities **Public policy:** Nil **Programme evaluation:** Community supervisors monitor work, as well as critical evaluation of past work and facilitation by the servers themselves.

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		Drugs and Poverty		community support and understanding	Nil research has been done
Public Welfare Assistance Scheme	**Form:** National **Type:** Formal **Nature:** Urban, peri-urban and rural	**Area of Service:** Identification of needy households, distribution of assistance from Government, counselling **Goals:** To provide support for the poor and destitute in Zambia through an efficient and effectively managed social assistance scheme	**Beneficiaries:** Incapacitated poor such as widows, disabled and aged households, chronically ill **Servers:** Volunteers are members of the community aged 25 to 60 years **Service costs:** Allowance of K10 000 per training seminar **Intensity:** 3 full days in a month **Duration:** 1 year, but some stay for up to 5 years **Numbers:** 55 060 people (5506 Community Welfare Committees with 10 members each) 30% of which are female **Server experience:** Positive, as they are happy to help the poor, but also negative when they are received with hostility **Community perception of servers:** Some see them as saviours, others accuse them of embezzlement of resources	**Access:** Subjective criteria including honesty, integrity and a history of helping the poor, selected by the community itself **Incentives/awards:** Nil **Professional and career benefits:** Nil **Educational benefits:** Training in monitoring and evaluation, targeting, and basic accounting at training seminars **Service facilitation:** One bicycle per committee	**Agency:** Government with some collaboration with NGOs **Public policy:** National Social Welfare Policy **Programme evaluation:** 1997 Evaluation Study, 2004 Training Needs Assessment, 2004 Impact of redesigned PWAS. Community committees are supervised by area co-ordination committees which is in turn monitored by the District Welfare Committee
Children in Need Network	**Form:** National **Type:** Formal **Nature:** Urban, peri-urban, rural	**Area of Service:** To help out with any task they are given on a day to day basis **Goals:** To build and enhance the capacity of local NGOs and CBOs to promote the rights and welfare of children in Zambia	**Beneficiaries:** Project officers who work with member organisations **Servers:** Voluntary members of the network and students **Service costs:** Modest transport allowance **Intensity:** Flexi-time, as much as the servers have available **Duration:** Long-term commitments encouraged **Numbers:** 21 affiliate organisations, servers are mainly female over 25 years **Server experience:** Good, as they are committed to seeing results, but negative in that there is a feeling of isolation from other	**Access:** Depends on the needs of the organisations at any given time and the expertise of the servers **Incentives/awards:** Nil **Professional and career benefits:** Nil **Educational benefits:** Nil **Service facilitation:** Servers are mainstreamed into the organisations regular	**Agency:** NGO **Public policy:** Weak and outdated as policies and legislation are torn between two ministries – the Ministry of Community Development and Social Services, and the Ministry of Youth and Child Development on the other **Programme evaluation:** A number of mini-evaluations and

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			aspects of the organisations work **Community perception of servers:** Helpful	programmes	assessments have been conducted by the organisation
Our Ladies Hospice Community Based Care Programme	**Form:** Local **Type:** Formal **Nature:** Urban	**Area of Service:** Nursing Care, Counselling, Nutrition **Goals:** To provide quality home-based clinical and spiritual care for HIV/AIDS and cancer patients and their families	**Beneficiaries:** HIV/AIDS and cancer patients **Servers:** Volunteers from the Catholic Church **Service costs:** Monthly allowance given to each of the servers **Intensity:** Eight hours a day **Duration:** Three years **Numbers:** 120 servers – 110 females (20 to 67 years old) and 10 males (20 to 55 years old) **Server experience:** Negative – there are high levels of poverty, sickness and suffering in the community with limited resources **Community perception of servers:** Acceptance and gratitude	**Access:** Selected in consultation with parishes. Must be of good moral character and be willing to work with HIV/AIDS patients **Incentives/awards:** Nil **Professional and career benefits:** Nil **Educational benefits:** Nil **Service facilitation:** Six month course in clinical care, vehicle and clinical kit provided to each care giver	**Agency:** NGO **Public policy:** Operates within the guidelines of the Ministry of Health **Programme evaluation:** Donors and Ministry of Health evaluate the programme, as well as a community outreach director who monitors the servers. Self evaluation by servers once a year when they go on a spiritual retreat for one week