

**EVALUATION OF THE 2001 INTERNATIONAL
YEAR OF VOLUNTEERS INITIATIVE**

May 28, 2003

TABLE OF CONTENTS

EXECUTIVE SUMMARY	i
1.0 Introduction.....	1
1.1 Purpose of the evaluation.....	1
1.2 Methodology.....	2
1.3 Outline of report.....	4
2.0 Background on the Voluntary Sector Initiative	5
3.0 Profile of the International Year of Volunteers	7
3.1 Objectives of the IYV	8
3.2 The IYV Coordinating Group.....	9
3.3 The Community Partnerships Program.....	9
3.4 IYV Delivery Agents	10
3.5 Resources allocated to the IYV.....	11
4.0 Evaluation findings	13
4.1 Effectiveness of initiative progress toward the achievement of the expected outcomes	13
4.2 Appropriateness of the design and delivery of the initiative	22
5.0 Conclusions and recommendations.....	32
5.1 Conclusions.....	32
5.2 Recommendations.....	33

Appendix A – Interview Guides

Appendix B – Interview List

EXECUTIVE SUMMARY

Introduction

The federal government has long been involved in working with the voluntary sector. In 2000, the federal government launched the Voluntary Sector Initiative (VSI), of which the Department of Canadian Heritage is one of the partner departments involved. In December 2000, the voluntary sector and the federal government jointly launched the International Year of Volunteers (IYV) initiative. The Department of Canadian Heritage developed a Results-Based Management Accountability Framework (RMAF) for the initiative and an evaluation of the initiative was required at its conclusion.

Purpose and scope of the evaluation

The purpose of the evaluation is to assess progress toward the achievement of the expected outcomes of the initiative and to assess the appropriateness of the design and delivery of the IYV. The evaluation focuses solely on activities of the Department of Canadian Heritage and not on those of Human Resources Development Canada, which is also involved in the initiative. The evaluation study is intentionally modest in scope given that it was completed soon after the initiative ended. The methodologies used include file and documentation review, key informant interviews with stakeholders, and the results of two polls of Canadians' views on volunteerism. While some quantitative information on outputs produced by the initiative is available (e.g., number of kits produced and subsequently distributed to voluntary organizations), there is no performance information on the extent to which organizations used materials or on their impact on organizational capacity.

Profile of the International Year of Volunteers 2001

The United Nations' Declaration of the IYV 2001 was a landmark year for 7.5 million Canadian volunteers and 175,000 not-for-profit organizations. The IYV had the following objectives:

- to celebrate volunteerism
- to promote volunteering for all
- to expand the definition of volunteerism in Canada
- to improve voluntary sector infrastructure
- to develop the voluntary sector knowledge base.

The expected outcomes of the IYV include: increasing the level of public awareness through promotion; improvements to the voluntary sector's ability to deliver programs and services through more effective volunteer management practices; and increasing knowledge of volunteerism in Canada through research.

An IYV Coordinating Group comprised of representatives from the voluntary sector, the Department of Canadian Heritage, and other departments provided overall coordination of the IYV initiative, projects, and activities.

The Community Partnerships Program (CPP) within the Department of Canadian Heritage implemented the IYV. The department updated the program's terms and conditions in February 2001 so the program could be used to deliver VSI funding. Third party delivery agents such as Volunteer Canada and the Coalition of National Voluntary Organizations carried out IYV activities. The federal government allocated \$7.7 million in funding to the IYV. The Department of Canadian Heritage and its delivery agents received \$5,060,000 of these funds.

Evaluation Findings

Progress toward the achievement of expected outcomes

- The IYV partners developed a number of tools and materials that were widely accessible to voluntary sector organizations. The promotional material developed for the IYV included a range of material sent to federal government departments and organizations in the voluntary sector. In addition, by the end of the IYV, almost 18,300 orders were taken for IYV promotional materials and resources totaling \$2 million worth of promotional products (e.g., lapel pins, t-shirts, etc).
- In terms of enhancing the organizational infrastructure and capacity of the voluntary sector, Volunteer Canada developed a number of manuals and good practice guides on volunteer management, engagement, and involvement. The Department of Canadian Heritage was the lead department on all communication products intended for Government of Canada use.
- Key informants indicated that IYV materials were attractive and deemed of exceptional quality. They noted that the greatest success of the IYV marketing strategies was the “Power of Many” video developed for the IYV, which has become a legacy product of the initiative. While key informants indicated that the materials were of high quality and believed to be useful and accessible, there is no information on to what extent the materials were used by voluntary organizations and for what purposes. The evaluation did not include a study requesting organizations’ feedback on the usefulness of the materials or the impact of the materials on their organization.
- The focus of the IYV was to increase awareness of the initiative itself and of the benefits that accrue to Canadians through volunteering. A range of strategies could have been used to increase awareness, from funding voluntary sector organizations directly, hosting national events, to the chosen strategy of developing generic materials and encouraging key voluntary organizations in the IYV in the hope that they would engage other organizations and individuals in their communities. In many cases, organizations customized materials for their own use. However, the extent to which activities translated into increased awareness among the voluntary sector and volunteers could not be determined through this evaluation due to the lack of performance data. One criticism made by the key informants interviewed was that there was great effort directed to the voluntary sector that already had a high level of awareness and recognition of the value of volunteers.

- In terms of increasing public awareness of volunteers, the VSI hired Ipsos-Reid to conduct two polls (September 2001 and February 2002). The polls indicated that the number of Canadians who were “very familiar” or “somewhat familiar” with the term voluntary sector increased from 37% to 47%. Awareness of IYV also increased from 43% to 45%. In terms of the IYV, the evaluation cannot comment on whether the activities undertaken increased the awareness of the benefits that accrue to Canadian society because of the work of the voluntary sector.

Appropriateness of the design and delivery of the IYV

- The IYV had two marketing strategies:
 - *An external strategy targeted at Canadians who volunteer* – The IYV Coordinating Group decided early on not to target the general public directly or to divide the funds among many voluntary sector organizations. This is because the modest funding provided would not have been sufficient to make an impact at those levels. The approach adopted was to use the funding to provide voluntary organizations with generic materials, resources, and tools that they could tailor and adapt to recognize and honour volunteers.
 - *An internal strategy aimed at federal public service departments* - There was no funding set aside to support Government of Canada activities to celebrate the IYV. The Department of Canadian Heritage also did not set aside separate resources to systematically convince departments and agencies that had not already opted to do so, to dedicate a portion of O&M resources toward participating in the IYV. The approach adopted was to have IYV activities and events coincide with existing opportunities such as special days to transmit messages about the government’s support for volunteerism.

The strengths of the marketing strategies included:

- the use of professional expertise and testing of messages
- the use of other voluntary organizations to leverage funds which provided resources to do further outreach and to increase the number of activities and people IYV could reach
- the fact that key events attracted senior officials and were well attended.

A weakness of the strategies was the market testing of French messaging was not completely effective.

- Marketing strategies were effectively developed to reach a wide audience and provide them with support for promoting and celebrating IYV. However, with more lead time to plan for IYV, marketing strategies would have been more effective. More consultation may have also resulted in a higher level of buy-in by the voluntary sector to the selected strategy.

- Overall, delivery of the IYV initiative was effective. The evaluation identified a few weaknesses, including:
 - under-resourcing to adequately manage projects, a short-fall that was supplemented by consultants
 - delays in the approval processes of the Department of Canadian Heritage and Human Resources Development Canada resulted in tight deadlines for producing materials
 - high staff turnover in departments and at times a lack of individuals in key positions to champion IYV
 - short time lines for the design and implementation of IYV leading to a lack of planning and to several missed opportunities.
- The partnerships model of having two lead departments head the IYV was new and there was a learning curve involved. The evaluation identified the need for clarity in defining roles and responsibilities for future similar initiatives.
- The evaluation reviewed the performance information requirements and the information provided by the delivery agents throughout the IYV. A primary tool that was available to the Department of Canadian Heritage to ensure that it was apprised of necessary performance information would have been to outline the reporting requirements in the contribution agreement with the delivery agents. When the contribution agreement was developed for the IYV, the expected launch of IYV was fast approaching and there was considerable pressure to speed up the agreement process. This resulted in a contractual agreement with only general parameters about the required reporting of results. The department tried to negotiate these requirements after the fact.

The evaluation identified several possible improvements:

- Detailed performance information should have been negotiated and agreed upon at the front end so that the requirements would have been clear, understood, and agreed to by all parties.
- Activity reports from the delivery agents should not only emphasize their achievements but also identify where improvements could have been made, challenges to be addressed, and outcomes resulting from activities.
- It should be noted that the RMAF document for the IYV, which traditionally assists in the development of performance information, was not developed until after the IYV was under way. This deprived the CPP of a valuable tool, which could have been used effectively to identify reporting requirements.

Recommendations

1. Program Design

In the development of a future national campaign of this scope, there should be sufficient lead time to staff key positions, update program terms and conditions, put in place a performance measurement strategy, and collect baseline data, in advance of the initiative's starting date.

2. Program Delivery

In partnership arrangements, the Department and its non-governmental delivery partners should, at the start of the initiative:

- ▶ establish an agreement early on about roles and responsibilities, the decision-making process, and a mechanism to resolve differences
- ▶ clearly define accountability requirements in funding agreements
- ▶ clearly define output and impact information to be collected and reported by partners, especially funding recipients, in keeping with the performance measurement strategy

3. Impact and Cost-Effectiveness

It is important to note that a reasonable period of time must pass before the impact of a public education campaign like IYV can be measured. Further study is required to determine the impact of IYV activities. The next evaluation of the Community Partnerships Program should:

- ▶ assess the impact of this initiative on voluntary sector organizations and the Canadian public and its cost-effectiveness
- ▶ assess the extent to which IYV materials (that were distributed to voluntary organization in 2000 to improve capacity) have contributed to capacity building and improved organizational infrastructure in these voluntary organizations. This assessment should be based on feedback from a broader range of stakeholders, in particular the organizations and volunteers that received the materials.

Management Response and Action Plan

Overall Conclusions

The Community Partnerships Program finds the International Year of Volunteers evaluation to be consistent with the ongoing observations of the Department and recipients. The evaluation findings have confirmed the actions that the Community

Partnerships Program anticipated were needed to address issues to improve the delivery of this important initiative and enhance the benefits to both PCH and CPP.

The evaluation highlighted the challenges and opportunities that the federal government faces in delivering a joint voluntary sector/government wide initiative within a larger Initiative, i.e. the Voluntary Sector Initiative.

The nature of the recommendations coming from the 2001 International Year of Volunteers evaluation were known in advance by CPP staff and have been taken into consideration in the design, development and implementation of the IYV legacy, the Canada Volunteerism Initiative.

Management Response to Recommendation #1

Recommendation accepted – IYV funding and implementation was part of a larger initiative, the Voluntary Sector Initiative (VSI), which included 23 federal departments. The VSI was only announced in June 2000. This presented a challenge vis-à-vis the lead time to update terms and conditions, to put in place performance measurement strategies and to collect baseline data.

The challenges faced in the development and implementation of IYV provided valuable information in designing its legacy, the Canada Volunteerism Initiative. Early indications of the recommendations shared by the consultants, as well as feedback received by CPP staff and management over the lifespan of the IYV project, helped to define Canada Volunteerism Initiative (CVI) Terms and Conditions including a performance measurement strategy, as well as related administrative processes. Some baseline information has also been collected to support future evaluations of CVI.

Implementation Schedule – Recommendation to be implemented should there be a future event.

Management Response to Recommendation #2

Recommendation accepted – CPP was not equipped with enough resources initially to assume such expectations. The CPP found IYV to be a very effective learning and sharing exercise for both the Department and its partners.

Better and more specific outputs and indicators and results based reporting parameters have been developed and incorporated into each contribution agreement to reflect the needs of voluntary sector partners and CPP's accountability requirements within the CVI reporting framework.

Implementation Schedule – Ongoing

Management Response to Recommendation #3

Recommendation accepted with modification – IYV was a one-time event and was not funded as part of an ongoing program. No funding was provided for a long-term evaluation. For these reasons, the Department does not wish to commit itself to a specific evaluation of impacts of IYV.

Nevertheless, the Program will be conducting evaluations of the CPP and the CVI which reaches the same clientele and will build in evaluation questions to measure IYV impacts where possible.

Implementation Schedule – Pertinent consideration through future formative and summative evaluations of CPP which will include CVI.

1.0 Introduction

The federal government has long been involved in encouraging citizen participation and work with the voluntary sector. The Department of Canadian Heritage (and its predecessor the Department of the Secretary of State), through its Community Partnerships Program (CPP), has been working in this area since 1971. The program's focus has been on the promotion of volunteerism and in assisting the voluntary sector to build capacity and mobilize support.

The federal government is committed to working with the voluntary sector through the Voluntary Sector Initiative and the International Year of Volunteers.

In November 1997, the United Nations General Assembly proclaimed 2001 as the International Year of Volunteers (IYV), providing a unique opportunity for organizations around the world to promote and celebrate volunteers and volunteering. The 1999 Throne Speech renewed the federal government's commitment to the voluntary sector. In the year 2000, the federal government launched the Voluntary Sector Initiative (VSI).

The voluntary sector and the federal government jointly led the initiative, and the IYV was launched in December 2000. In addition, the terms and conditions of the CPP were updated so that it could deliver funding for the Department of Canadian Heritage's components of the VSI.

A Results-based Management and Accountability Framework (RMAF) for the CPP commits the department to an evaluation at the conclusion of the IYV. The Department of Canadian Heritage will also participate in a broader evaluation of the federal VSI. A summative evaluation of the CPP is planned for the year 2006-2007.

1.1 Purpose of the evaluation

The evaluation is limited in scope to meet short deadlines. The focus is on providing the department with findings to date. Future evaluations related to the Voluntary Sector Initiative will assist in obtaining outcome-oriented data.

The purpose of the evaluation is to examine the lessons learned for the Department of Canadian Heritage in the organization of and participation in the IYV with a view to finding ways to improve the design and delivery of future events. More specifically, the evaluation focused on two issues:

- ▶ To assess the progress toward the achievement of the expected outcomes (e.g., usefulness and accessibility of promotional materials and level of public awareness of volunteerism) of the initiative.

- ▶ To assess the appropriateness of the design and delivery (e.g., planning, implementation, partnerships) of the IYV.

The evaluation focuses solely on IYV activities supported by the CPP as funded by the Department of Canadian Heritage and does not assess IYV activities supported by Human Resources Development Canada (HRDC).

The RMAF for CPP originally called for a limited summative evaluation focusing on the implementation and results of the IYV. Given that a longer time frame than the immediate completion of the initiative is needed to assess results, future evaluations of the VSI, CPP or CVI could be expanded to include an assessment of the longer-term impact of the IYV legacy and its cost-effectiveness.

1.2 Methodology

The evaluation is intentionally modest in scope with the research focusing on documents, key informant interviews, and two polls of Canadians. Refer to Table 1 for details.

Table 1: Methodology	
Methodology	Description
File and documentation review	The review of files and documentation included: <ul style="list-style-type: none"> ▶ Volunteer Canada reports on (i) Promotion, Information and Capacity Tools; and (ii) the Volunteer Canada IYV Secretariat ▶ data files related to program management and operations ▶ contribution agreements with PCH delivery partners ▶ general and Ministerial correspondence ▶ IYV products developed by both the Department of Canadian Heritage and other government and voluntary organizations ▶ the Government of Canada's communication strategy for the IYV ▶ a Canada IYV Case Study developed by the United Nations.
Key informant interviews	Personal and telephone interviews were conducted with 21 key informants, including staff members from the Department of Canadian Heritage, HRDC, and the Privy Council Office; delivery agents (i.e., Volunteer Canada, the Coalition of National Voluntary Organizations); organizations that were the intended targets of IYV communications; and project consultants who assisted in the development of communication strategies.
Review of polling results	Results from two polls of Canadians conducted by Ipsos-Reid on behalf of the Voluntary Sector Task Force were reviewed. The first was conducted in September 2001, and the second was conducted in February 2002. Both surveys asked the same questions regarding the voluntary sector in Canada and the IYV.
Media analysis	Quantitative summaries of news clippings and qualitative samplings of media articles were reviewed.

Performance information for the evaluation was limited.

There were some limitations in the information reviewed for the evaluation:

- ▶ While quantitative information is available regarding the number of kits, posters, and products produced and distributed to voluntary organizations, no information was available on to what extent organizations used the materials sent to them. This aggregate output data does not support inferences about the outcomes in terms of how recipients changed in response to the material.
- ▶ Limited information was available detailing the number of federal departments that organized IYV activities. A letter to the Deputy Ministers of each department was sent at the beginning of the IYV in January 2001 suggesting that each department champion IYV. Responses from these letters gave an indication of the IYV activities that would be undertaken in their departments. It was left up to each individual department to incorporate IYV activities into their budgets and work plans.
- ▶ This evaluation on the roles and activities focused on the response of the key delivery agents responsible for the majority of the IYV funding (i.e., Volunteer Canada, Coalition of National Voluntary Organizations) and departmental employees who were responsible for the management and implementation of the initiative (e.g., representatives of the Community Partnerships Program and the Privy Council Office). Therefore, the views expressed tended to focus on the positive achievements of the IYV.
- ▶ Two polls were conducted to assess the awareness of Canadians about the IYV. The surveys were conducted by Ipsos-Reid on behalf of the Voluntary Sector Task Force. However, both polls were conducted after the majority of IYV events had taken place. One poll was conducted in September 2001, and the IYV was launched in December 2000. The second poll was conducted in February 2002, but events had been completed by December 2001. No polling information that pre-dated the IYV was available to serve as a baseline to assess changes in public awareness.
- ▶ Information about press coverage was based on a clipping service that used the keywords. However, the media article review did not find any substantive impact information to assist in the evaluation of the initiative.

1.3 Outline of report

This report consists of five sections including this introduction. Section 2 provides background information on the VSI while Section 3 profiles the IYV initiative and the CPP. Section 4 presents the evaluation findings, and Section 5 summarizes our conclusions and recommendations.

2.0 Background on the Voluntary Sector Initiative

The IYV is one part of the broader Voluntary Sector Initiative.

The International Year of Volunteers is one component of the Voluntary Sector Initiative. VSI is a joint undertaking between the voluntary sector and the Government of Canada. The long-term objective of the VSI is to strengthen the voluntary sector's capacity to meet the challenges of the future, to enhance the relationship between the sector and the federal government, and to increase the sector's ability to serve Canadians.

Announced in June 2000, the federal government allocated \$94.6 million to the VSI over five years to several key areas:

- ▶ ***An Accord*** to develop a framework agreement that will articulate the shared vision and principles for relations between the voluntary sector and the federal government.
- ▶ ***Information Technology and Information Management*** to improve the sector's access to the benefits of technology.
- ▶ ***Public Awareness*** to increase recognition of the sector among the public and the government.
- ▶ ***Capacity*** to develop new knowledge, skills, and means for voluntary organizations to respond to Canadians' needs.
- ▶ ***Financing*** to propose a new approach to financing the voluntary sector that is long-term and sustainable.
- ▶ ***Volunteerism*** to promote the role of volunteers as a legacy of the United Nations' International Year of Volunteers 2001.
- ▶ ***Regulatory Issues*** to streamline reporting requirements and regulations that affect the voluntary sector.
- ▶ ***Enhancement of Policy Development*** in federal government departments by creating opportunities for input by voluntary sector organizations through the Sectoral Involvement in Department Policy Development (SIDPD).

The National Volunteerism Initiative is responsible for promoting citizen participation resulting from the IYV.

The governance structure of the VSI is complex, with over a dozen interrelated steering groups, joint tables, secretariats, and working groups. A Joint Coordinating Committee has overall stewardship for six Joint Tables. The National Volunteerism Initiative Joint Table is a joint government/voluntary sector table charged with developing a longer-term initiative to promote citizens' engagement through volunteering, as a legacy to the IYV 2001.

3.0 Profile of the International Year of Volunteers

The IYV arose from a United Nations initiative and the Canadian federal government's interest in the voluntary sector. In November 1997, the United Nations General Assembly proclaimed 2001 as the International Year of the Volunteers, a unique opportunity for organizations around the world to promote and celebrate volunteers and volunteering.

The IYV came about as a result of a United Nations Declaration.

The United Nations' Declaration of IYV 2001 gave cause for celebration for over 7.5 million Canadian volunteers and 175,000 not-for-profit organizations. Launched in Canada on December 5, 2000, IYV 2001 was a landmark year for Canadian volunteers and the voluntary sector. National planning for the IYV 2001 in Canada was a joint initiative of Volunteer Canada, the Department of Canadian Heritage, and Human Resources Development Canada (HRDC), and focused on the development of resources, tools, and information to support voluntary organizations. Other national voluntary organizations involved in delivering IYV were the Canadian Centre for Philanthropy, United Way of Canada, Community Foundations of Canada, and the Coalition of National Voluntary Organizations.

Canadian Heritage and HRDC are the two federal lead departments for the IYV.

In collaboration with voluntary sector stakeholders, the IYV Coordinating Group (see Section 3.2) identified four priority areas for action:

- ▶ **Promotion, events, information** (Canadian Heritage): Four major national events were planned:
 - the Canadian launch of IYV
 - a special youth summit during National Volunteer Week
 - a bi-annual Canadian Forum on Volunteerism and the CIVICUS World Assembly.¹

Generic communication tools were developed to assist voluntary organizations in recognizing IYV in their respective communities.

- ▶ **Organizational infrastructure and capacity** (Canadian Heritage): The objective of this activity was to improve the voluntary sector's ability to effectively manage

¹

Note that the Canadian Forum on Volunteerism and CIVICUS World Assembly, did not fall under the responsibility of the Department of Canadian Heritage due to the final distribution of workload between the partners; therefore, HRDC assumed responsibility of these events. Consequently, these events have been excluded from the scope of this evaluation.

volunteers through the development of manuals and good practice guides.

- ▶ ***Broadening IYV engagement*** (HRDC): To maximize the participation and understanding of foundations and funding agencies, the corporate sector, provinces and territories, and other granters in working with voluntary organizations. It is important to work collaboratively across and within the leadership of these sectors on IYV activities.
- ▶ ***Research and knowledge development*** (HRDC): To broaden the understanding of volunteerism in Canada through strategic research on key issues and trends.

The focus of the evaluation of the IYV is on the activities that fell under the responsibility of the Department of Canadian Heritage (i.e., promotion, events and information, and organizational infrastructure and capacity).²

3.1 Objectives of the IYV

The IYV aimed to celebrate and promote volunteering and active citizenship in all its forms.

The objectives of the IYV initiative were to:

- ▶ celebrate volunteerism
- ▶ promote volunteering for all
- ▶ expand the definition of volunteerism in Canada
- ▶ improve voluntary organization infrastructure
- ▶ develop the voluntary sector knowledge base.

The expected outcomes were threefold:

- ▶ increased level of public awareness through promotion
- ▶ improvements to the voluntary sector's ability to deliver programs and services through more effective volunteer management practices
- ▶ increased knowledge of volunteerism in Canada through research.

²

A detailed description of the IYV activities can be found in the *International Year of Volunteers 2001 – Final Report*, submitted to the Voluntary Sector Task Force

3.2 The IYV Coordinating Group

To implement IYV activities in Canada, in January 2000, an IYV Coordinating Group was established including the voluntary sector and other government departments. The voluntary sector was represented by officials from Volunteer Canada, the Canadian Centre for Philanthropy, the Coalition of National Voluntary Organizations, the United Way of Canada, and Community Foundations of Canada. The Government of Canada was represented by the Department of Canadian Heritage, HRDC, the Privy Council Office, and the Treasury Board Secretariat.

The IYV Coordinating Group had several roles, including to:

- ▶ provide overall coordination to IYV initiatives, projects, and activities
- ▶ share information and identify/address issues related to activities of partner organizations relating to the implementation and progress of the IYV
- ▶ develop communications strategies
- ▶ provide a forum to discuss goals, objectives, and results of the IYV
- ▶ promote collaboration between all partners
- ▶ provide liaison on the IYV with the Joint Coordinating Committee.

3.3 The Community Partnerships Program

The CPP has been involved in citizen participation since 1971.

The Department of Canadian Heritage has as its mission facilitating the move toward a more cohesive and creative Canada, with the strategic objectives of: promoting Canadian content; fostering cultural participation and engagement; fostering and strengthening connections among Canadians; and promoting active citizenship and civic participation. The IYV responded to this last strategic objective.

The CPP is responsible for the IYV implementation. This is one element of the Department of Canadian Heritage's commitment to encourage Canadians to participate in and contribute to society. The specific objectives of the Program are to:

- ▶ raise awareness of the contributions of volunteers and of the voluntary sector to Canadian society

- ▶ promote citizens' participation and engagement in Canadian society through volunteering and community involvement
- ▶ assist the voluntary sector to increase self-sufficiency and strengthen voluntary organizations' capacity to provide programs and services for the benefit of Canadians.

As the program has a solid working relationship with the voluntary sector and its role promoting volunteerism, the CPP was well positioned to play a key role in the delivery of the IYV and to support the federal VSI in a variety of ways. In response to the declaration of 2001 as the IYV, and the launch of the VSI, the terms and conditions for the CPP were updated in February 2001 so the program could be used to deliver VSI funding.

The CPP agreements are related to:

- ▶ the International Year of Volunteers
- ▶ the coordination of the participation of the voluntary sector in all VSI activities through a special secretariat
- ▶ the development of a formal Accord and a structure for ongoing collaboration between the Government of Canada and the voluntary sector.

The CPP also provides strategic advice on the National Volunteerism Initiative (NVI), served as Secretariat to the NVI Joint Table and provided support to its Co-chair, DG Citizenship Participation Branch.

3.4 IYV Delivery Agents

Third party delivery agents carried out IYV activities.

Delivery of IYV activities was carried out by two organizations³, Volunteer Canada, and the Coalition of National Voluntary Organizations, with funding by contribution agreement from the Department of Canadian Heritage.

- ▶ *Volunteer Canada* – Volunteer Canada was established in 1977 to support volunteerism and civic participation

³

The descriptions of Volunteer Canada and IYV Secretariat activities were extracted from the document “International Year of Volunteers 2001 – Final Report,” submitted to the Voluntary Sector Task Force by the CPP, September 5, 2002.

through ongoing programs and special projects. Its membership includes over 86 volunteer centres in nine provinces, including the federation of over 110 volunteer centers in Quebec. Volunteer Canada housed the IYV Secretariat, which led promotion and celebration initiatives for the Year, including the production of capacity tools for the sector, and managed the corporate relations campaign and the Canadian Forum on Volunteerism.

- ▶ ***The Coalition of National Voluntary Organizations*** – The Coalition of National Voluntary Organizations is a national, non-profit organization founded in 1974 to provide the link between the voluntary/charitable sector and government policy makers. This organization was responsible for delivering the National Youth Summit, briefly described in Table 8 (page 23).

The IYV Secretariat provided management and direction to the national IYV activities. The Secretariat worked with the above-mentioned organizations on activities identified in their contribution agreements.

3.5 Resources allocated to the IYV

The federal government allocated a total of \$7.7 million in funding to the IYV initiative. The Department of Canadian Heritage and its delivery agents received \$5,060,000 of these funds.⁴

Table 2 identifies the total funding allocated to the Department of Canadian Heritage.

Table 2: Total Funding allocated to the Department of Canadian Heritage for the IYV						
	2000-01		2001-02		Total	
	Budget	Actual	Budget	Actual	Budget	Actual
Vote 1 – Operating	\$385,500	\$ 130,800	\$ 514,500	\$ 829,200	\$ 900,000	\$ 960,000
Vote 5 – Grants and contributions	\$2,031,100		\$2,068,800		\$4,099,900	
- Coalition of National Voluntary Organizations		\$ 260,909		\$ 89,091		\$ 350,000
- Volunteer Canada:		\$1,892,475		\$1,857,525		\$3,750,000
TOTAL Grants and contributions	\$2,031,100	\$2,153,384	\$2,068,800	\$1,946,616	4,099,900	\$4,100,000
GRAND TOTAL	\$2,416,600	\$2,284,184	\$2,583,300	\$2,775,816⁽¹⁾	4,999,900	\$5,060,000

⁴ HRDC managed the balance of the funds and had a budget of \$936,207.00 for 2000-2001 and \$1,763,793.00 for 2001-2002.

Source: Departmental Financial System and Audited Financial Statements
 Note: ⁽¹⁾ In addition to its initial allocation, the Department of Canadian Heritage also received and spent \$60,000 in IYV funding from HRDC.

Table 3 provides a cost breakdown of the grants and contributions expenditures by activity.

Table 3: IYV Grants and Contributions Expenditures from 2000-01 to 2001-02		
Organization	Activity	Total expenditures
Coalition of National Voluntary Organizations	IYV Youth Summit and monitoring visit	\$350,000
	TOTAL	\$350,000
Volunteer Canada (Promotion, information, and capacity tools)	Launch	\$150,000
	Promotion	\$1,530,627
	Web site	\$169,320
	Hot line	\$461,836
	Volunteer management resources	\$726,283
	On line program development	\$211,934
	TOTAL	\$3,250,000
Volunteer Canada	IYV Secretariat	\$500,000
	TOTAL	\$500,000
	GRAND TOTAL	\$4,100,000
Source: Departmental Financial Records		

4.0 Evaluation findings

This section presents the findings of the evaluation.

4.1 Progress toward the achievement of the expected outcomes

The IYV evaluation assessed progress toward expected outcomes.

The evaluation issue examined the following questions:

- ▶ Were the materials produced in support of IYV accessible and useful?
- ▶ To what extent did the undertaken activities increase awareness of the IYV?
- ▶ To what extent did the undertaken activities increase the awareness of the benefits that accrue to Canadian society because of the work of volunteers and voluntary organizations?
- ▶ Would IYV events have taken place in the absence of CPP assistance?
- ▶ Were there any unintended outcomes from this initiative?

The remainder of this section is divided into subsections that examine each question in more detail.

4.1.1 Usefulness and accessibility of materials produced

IYV developed a range of materials for use by various stakeholders.

The promotional material developed for the IYV included a range of material sent to federal government departments and organizations in the voluntary sector. The majority of this material was distributed through mass mailings. For example, an IYV launch kit (containing information on the campaign), the Canadian Code of Volunteer Involvement, and other resource guides were developed and sent to over 60,000 organizations.

In addition to the kits and mail-outs, by the end of the IYV, almost 18,300 orders were taken for IYV promotional materials and resources, totalling over \$2 million worth of promotional products including lapel pins, T-shirts, posters, thank-you cards, notepads, pens, mouse pads, etc. See Table 3 (next page) for details.

Table 3: Examples of materials developed for the IYV	
Product / Material	Description
Promotional material	
IYV logo	The IYV logo was used by over 340 organizations throughout the year and at several festivals and events, including the Ottawa Winterlude Ice Carving Competition, which replicated the logo in various forms.
Articles and stories	Throughout the year, articles and stories were submitted to NewsCanada, a publication service that supplies copies to 10,000 community newspapers and dailies.
Posters	Posters were developed, which were customized by corporations. In addition, an older adult volunteer poster was developed and distributed to 3,200 volunteer centers, and 44,257 copies were distributed to organizations across Canada.
Video	A video entitled " <i>The Power of Many</i> " premiered at the IYV launch event and was used throughout the IYV. The video featured volunteers from all forms of volunteerism in Canada and provided a snapshot of voluntary activity in celebration of IYV.
Legacy Kit	In August 2002, with the launch of the National Survey on Giving, Volunteering and Participating results, Volunteer Canada developed a Legacy Kit for the IYV and distributed it to over 44,000 organizations. Included in this kit were booklets and reports related to volunteering, a postcard, and an evaluation form.
"I Will Volunteer 2002 Campaign" and items developed in December 2001 to close IYV	
Postcards and posters	236,000 postcards and 5,000 posters were sent to organizations.
Cheque inserts	444,000 cheque inserts were placed in federal pay and pension cheques.
Public service announcements	Four 30-second Public Service Announcements were sent to over 350 radio stations across the country.
IYV graphics	As a result of local volunteer initiatives, IYV graphics were inserted as a public service advertisement in the <i>Ottawa Citizen</i> and the <i>Calgary Herald</i> , as well as in local papers in Moncton, Camrose, and Orangeville.

In terms of enhancing the organizational infrastructure and capacity of the voluntary sector, a number of manuals and good practice guides on volunteer management, engagement, and involvement were developed by Volunteer Canada for IYV. These guides were aimed at providing templates for voluntary organizations as they carry out a variety of activities in the voluntary sector. Table 4 (next page) provides details.

Table 4: Manuals and good practice guides to help in the organizational development of the voluntary sector	
Product	Description
A Matter of Design	Job design theory and application to the voluntary sector. This is a manual and practice guide that explores the nature of work and job design concepts.
Volunteer Connections	This is a set of four separate volunteer program management manuals written for professional administrators of volunteer resources, as well as those who recruit, manage, oversee, and support volunteers in a paid capacity or as volunteers.
Volunteers at Work	This was one of three resources discussing the issue of employer-supported volunteerism. The focus was on how Canadian businesses support and encourage volunteerism.
Engaging Employees in the Community	Guide on how to establish employer-supported volunteerism in a company.
Employer Supported Volunteerism in Small Businesses	Guide on establishing support for volunteerism in small businesses.

Specific examples from the file review show that IYV material was used by a variety of organizations. For example:

- ▶ The Children’s Aid Society in Toronto incorporated IYV material into its products.
- ▶ The Alberta Amateur Softball Association developed and used IYV certificates.
- ▶ The *Centre d’Action de Bénévole de Montréal* incorporated the IYV theme into its newsletter.
- ▶ Bell Canada took out newspaper ads to thank its volunteers.

The Department of Canadian Heritage was the lead on all communication products intended for Government of Canada use. IYV material aimed at the Government of Canada’s promotion activities for IYV included: an IYV Tool Kit for Members of Parliament; an IYV Tool Kit for Directors General of Communications; and an IYV Promotional Kit for National Public Service Week.

Key informants indicated that IYV materials were attractive and deemed of exceptional quality.

The evaluation found the following from document reviews, key informant interviews, and feedback from recipients of the material:

- ▶ All of the material (such as the posters, brochures, cards, guides, and video) used the checkerboard concept, which tied the different elements together.

The colours used were vivid and appealing, and the photographs represented the diversity of Canada.

- ▶ Overall, the Department of Canadian Heritage, HRDC, the Privy Council Office, the voluntary sector delivery agents, and beneficiaries who were interviewed highly rated the quality of the material in terms of messaging (“*I Volunteer*”), graphics, and design.
- ▶ The greatest success of the IYV marketing strategy, as reported in all of the key informant interviews, was “*The Power of Many*,” the video that was developed for IYV. Respondents reported that in four minutes, this video effectively and poignantly delivers a powerful message about the contribution made by volunteers. Results from the key informant interviews and the continued demand for copies of the video support the view that the video was a success. As noted above, the video has become a legacy product for the IYV.
- ▶ A testimonial to the caliber of the IYV material is that the Australian government requested and received permission to use the design concept for its national campaign and Ireland adopted the “*I Volunteer*” slogan in its campaign.
- ▶ Feedback from key informants at Canadian Heritage, HRDC, the Privy Council Office, the voluntary sector delivery agents, the beneficiaries, and from the file review indicate that the material produced was easily accessible to the target audience. Tens of thousands of kits with IYV material were distributed to voluntary organizations, the information was made available on the IYV web site with over 11,000 hits per month, and many requests were received for IYV information and resources, including 18,300 orders for IYV promotional material and resources.

Key informants stated that the materials produced were accessible as they were provided to a range of voluntary organizations.

In summary, while key informants indicated that the materials were of high quality and believed to be useful and accessible, there is no information on to what extent the materials were used by voluntary organizations and for what purposes. The evaluation did not include a separate study or survey requesting organizations’ feedback on the usefulness of the materials and their benefits to the organization. Future evaluations might address these questions.

4.1.2 Increased awareness of IYV

The focus of the IYV was to increase awareness of the initiative itself and the benefits that accrue to Canadians by volunteering.

The IYV sought to increase awareness of volunteerism within the federal public service, by the Canadian public, and within the voluntary sector. The IYV also aimed to enhance the organizational infrastructure and capacity of the voluntary sector. A range of strategies could have been used, from providing funding directly to voluntary organizations, to hosting national events, to the chosen strategy of developing generic materials and engaging key voluntary organizations in the IYV with the hope that they would engage other organizations and individuals within their communities. This was done through a number of events and promotion activities, such as the IYV launch, and the development of IYV promotional materials such as the posters. Refer to Table 3 for details.

The launch of the IYV was held on December 5, 2000, an hour of which was broadcast by Rogers Television via satellite hook-up to 13 volunteer centres across Canada. The Minister of Canadian Heritage spoke at the launch, as did Volunteer Canada's President and Executive Director. The UN was represented in person (representative from United Nations Volunteers) and by a video excerpt from the November 28, 2000 launch of IYV from the United Nations Secretary General. The launch also was periodically shown throughout the year during regular daytime programming.

The IYV delivered a number of events, activities, and products geared to the key objective of raising awareness about the IYV in the voluntary sector, among voluntary organizations, and volunteers. This is supported by the fact that the materials produced were designed to be easily customized (if desired) and used by local organizations. The mass mailing of IYV material ensured that these organizations had easy access to the IYV products and resources. The extent to which these activities translated into increased awareness among the voluntary sector and volunteers could not be determined through this evaluation due to the lack of performance data.

One of the criticisms made during the key informant interviews with the representatives of the federal departments and the voluntary sector delivery agents was that the greatest effort was directed to the voluntary sector, when the sector already had a high awareness and recognition of the value of volunteers.

The federal public service's engagement in the IYV is evident in their participation in the key events and development of products,

such as the Government of Canada Federal Volunteer Recognition Ceremony; use of the Members of Parliament’s, Deputy Ministers’, and Directors General of Communication’s Tool Kits that were provided to all departments, the Prince of Wales Community Leader Scholarship, and the departmental IYV events where departments used their own funds to engage in IYV celebrations.

There was full participation in the signature event, the Government of Canada Federal Volunteer Recognition Ceremony. This was a two-day recognition-ceremony honouring individuals who volunteered for the federal government to help departments deliver their programs and services. Two hundred and fifty guests attended this ceremony, including senior representatives of departments that had volunteers at the ceremony, guests of the volunteers, Cabinet Ministers and federal Members of Parliament and Senators.

Table 6 provides further details of some of the Government of Canada products and events.

Table 6: Government of Canada products and activities	
Product or events	Description
IYV Tool Kits	Tool kits were developed and distributed for: - MPs that included a sample communications plan; generic news releases and order form for IYV Certificate of Recognition. MPs ordered approximately 500,000 certificates for distribution in their ridings. - DGs of Communications in federal departments and agencies. Certificates included in these kits would be for Canadians who volunteer to help the federal government deliver its programs and services – signed by the Prime Minister; and certificates for federal employees who volunteer – signed by Deputy Ministers.
IYV Promotional Kits	Promotional kits were sent to DMs and departmental managers involved in National Public Service Week.
Government of Canada Federal Volunteer Recognition Ceremony	In coordination with the Inter-departmental Committee on Volunteers (ICV), CPP organized a special recognition ceremony during National Volunteer Week 2001. This event gave each department that is a member of the ICV the opportunity to recognize two of its volunteers as a symbolic gesture of recognition of the efforts of all volunteers helping to deliver federal programs and services to fellow Canadians. The volunteers were among more than 150,000 Canadians who volunteer each year with some 25 federal departments and agencies.
Prince of Wales Community Leader Scholarship	CPP was the lead on the Scholarship, which recognized the outstanding voluntary service and contribution to their community of 13 young Canadians.

Throughout the year, several departments used materials provided to them for the IYV to tailor their own initiatives:

- ▶ The Canadian International Development Agency (CIDA) held symposia across the country related to volunteerism.
- ▶ Transport Canada produced IYV displays and newsletters.
- ▶ Health Canada had a Wall of Honour, which was a display that recognized its volunteers.
- ▶ Canadian Heritage sent e-mails throughout the year (National Volunteer Week, National Public Service Week, International Volunteer Day, December 5, CVI announcement) to all staff members addressing the importance of volunteering, etc.

As expected, the CPP reported that the departments with the greatest link to volunteers were the ones that were most engaged in the IYV. For example, the Royal Canadian Mounted Police (RCMP), which relies on 75,000 volunteers, had many departmental events, activities, and used IYV products.

The IYV targeted the Canadian public through public service announcements, media coverage, and indirectly when Canadians had a personal or professional association with someone who was part of, or honoured by, the voluntary sector for the IYV. The key informant interviews with Canadian Heritage, HRDC, the Privy Council Office, and the voluntary sector, along with the file review, all indicate a slight impact of the IYV on the Canadian public. This is supported by the poll results. The Voluntary Sector Task Force commissioned Ipsos-Reid to conduct two polls as part of an omnibus telephone survey of 1,000 adult Canadians.⁵

These polls show that from September 2001 to February 2002, awareness of the IYV edged up slightly from 43% to 45%. However, this should be considered in the context that an initial awareness level of the IYV among the Canadian public of 43% was already quite high. Although increased public awareness was an official objective, those interviewed from the IYV Coordinating Group ascertained that they considered the Canadian public as an indirect target group. They held this view in part due to the modest funding allocated to IYV and to the fact that increasing awareness in the Canadian public would have required a large-scale effort beyond the scope of this initiative.

⁵ The survey had a reported margin of error of $\pm 3.1\%$, 19 times out of 20, of what the results would have been had the entire adult Canadian population been polled.

The evaluation results show that the IYV engaged in many activities aimed at raising awareness of volunteerism in the voluntary sector and in the federal public service, and promoting volunteering and community involvement. However, the evaluation could not validate the effectiveness of the approach because it did not directly assess to what extent the activities and materials helped raise awareness. Some key informants questioned the chosen strategy of focusing on the voluntary sector because this sector already had a high level of knowledge.

4.1.3 Increased public awareness of volunteerism

As noted earlier, the Voluntary Sector Task Force commissioned Ipsos-Reid to conduct two surveys of the Canadian public on the opinion of the voluntary sector and the efforts of the federal government to support volunteerism and civic participation in Canada. The surveys were conducted in September 2001 and February 2002. The surveys asked the same questions, but the latter survey added a question on how Canadians learned of the VSI.

Canadians have a high appreciation of the volunteerism that remained unchanged from when the IYV started and ended.

The following are some of the survey findings:

- ▶ The number of Canadians who were “very familiar” or “somewhat familiar” with the term *voluntary sector* increased (up to 47% from 37%).
- ▶ Awareness of the VSI remained unchanged at 5%.
- ▶ Canadians who had heard of the VSI found out about it through newspapers, TV news, at work, or on the radio.
- ▶ Public support for the idea of the VSI increased from 84% to 87%.

Table 7 presents more detail.

Table 7: Voluntary sector surveys of Canadian public opinion		
Question area	September 2001	February 2002

Volunteers and the voluntary sector organizations contribute to a better quality of life for Canadians	Overall 98% agree: 77% strongly agree 21% somewhat agreed	Overall 96% agree: 72% strongly agree 24% somewhat agree
The Government of Canada should be encouraging people to do volunteer work	Overall 83% agree: 50% strongly agree 35% somewhat agree	Overall 80% agree: 45% strongly agree 36% somewhat agree
The Government of Canada should be doing more to help voluntary sector organizations recruit and retain volunteers	Overall 80% agree: 46% strongly agree 34% somewhat agree	Overall 80% agree: 48% strongly agree 32% somewhat agree
It is a good idea to have a federal government project designed to strengthen its relationship with the voluntary sector and to make the voluntary sector strong	Overall 84% agree: 35% believe it is a good idea 49% believe it is a somewhat good idea	Overall 87% agree: 39% believe it is a good idea 48% believe it is a somewhat good idea
Voluntary organizations Canadians are most familiar with	Red Cross (32%) Salvation Army (10%) United Way (6%)	Health care organizations (18%) Red Cross (14%) Salvation Army (11%)
Note: Totals may not add-up due to rounding.		

There was an increase in the number of Canadians who believe it is a good idea to have a federal government project designed to strengthen its relationship with the voluntary sector and make the voluntary sector stronger. In general, many Canadians believe that volunteerism and the voluntary sector contribute to a better quality of life for Canadians. The situation was the same for both surveys.

In terms of the IYV, the evaluation cannot comment on whether the activities undertaken increased the awareness of the benefits that accrue to Canadian society because of the work of volunteers and voluntary organizations. Canadians already have a high appreciation for volunteerism. However, the surveys did not ask why Canadians feel this way and what voluntary sector activities in particular influenced their views.

4.1.4 The role of the CPP

As noted earlier, the CPP was well situated to manage the IYV initiative. The CPP played a pivotal role in the IYV in terms of management, coordination, and liaison for the initiative.

In the key informant interviews, representatives at Canadian Heritage, HRDC, the Privy Council Office, along with voluntary sector delivery agents were asked about the CPP's contribution to the IYV. The unanimous response was that the funding made available was critical to the success of the IYV. Had the CPP not played a role in the IYV, key informants agreed that the IYV

would not have been able to approach the scale or calibre that it did.

4.1.5 Unintended outcomes

When asked about unintended outcomes, key informants identified two positive key outcomes:

- ▶ Many of those interviewed stated that they were surprised by the international interest generated by Canada's IYV. This included interest in general and the specific request from the Government of Australia to adapt Canada's IYV products.
- ▶ Many key informants commented on the power of the messaging and the response to the video, "*The Power of Many*," as a positive unintended outcome. Key informants did not anticipate the tremendous response to the video from those who saw it.

4.2 Appropriateness of the design and delivery of the initiative

The evaluation addressed the following questions:

- ▶ What are the strengths and weaknesses of the marketing strategies used? Are there alternate marketing strategies that might have been more effective?
- ▶ How effective were the various processes used to deliver the initiative? Was the initiative sufficiently resourced relative to expectations?
- ▶ How effective was the partnership between delivery agents and the CPP (i.e., strengths and weaknesses)?
- ▶ Was appropriate and sufficient performance information provided to the CPP (i.e., outcome information)?

4.2.1 Marketing strategies

The IYV had two marketing strategies:

- an external strategy targeted at Canadians who volunteer
- an internal strategy aimed at federal

The IYV had external and internal marketing strategies.

1) External communications strategy

The decision was made early on not to target the general public directly or to divide the funds among many voluntary organizations. This is because the modest funding provided would not have been sufficient to make an impact at those levels. Instead, the approach adopted was to use the funding to provide voluntary organizations with generic material, resources, and tools that they could tailor and adapt to recognize and honour their volunteers. The funding was also used to hold numerous IYV events.

Interviews with the IYV Coordinating Group members revealed that the focus was on using the funding to celebrate the IYV in 2001. There was no concerted strategy to pursue activities that would leave a long-term legacy.

Many activities and events supported this external marketing strategy. Table 8 provides more detail.

Activity or event	Description
The National Youth Summit	The Summit took place from April 26-29, 2001, in Summerside, Prince Edward Island, to recognize and celebrate the contribution of youth volunteerism and to foster youth volunteerism. Approximately 300 youth from across Canada who were already volunteers in their communities attended the Summit.
The 2001 Canadian Forum on Volunteerism	The forum was held in Vancouver, British Columbia, from August 16-18, 2001, and provided an opportunity for volunteers to give, receive, and develop skills in the latest trends, concerns, and issues in volunteerism. Approximately 600 participants were involved in this forum.
IYV Canada web site	IYV Canada used its web site ⁶ to solicit pledges of volunteer hours from volunteers. The site also provided access to IYV materials, as well as providing a place to find news items and stories of Canadian volunteers. Throughout the IYV, the site maintained an average of over 11,000 hits per month, and the total number of volunteer hours pledged on the site was 402,024.
IYV toll-free number	Volunteer Canada enhanced their 1-800 number to respond to requests and concerns and to allow for placing orders for IYV products. Throughout the IYV, 15,036 calls were made to the 1-800 number.
On-line education project	The on-line education project is an academic program for an on-line master's-level certificate in volunteer resource management. The final application is a course called Strategic Planning and Organizational Development in a web-based setting.
IYV medal	The IYV also saw the release of an IYV medal. The Royal Canadian Mint issued a special medal to honour individual citizens who had contributed in a significant way to the betterment of their community, which was distributed by MPs in ceremonies across the country.

2) Internal communications strategy

The internal communications strategy within the federal government recognized that no funding had been set aside specifically to support Government of Canada activities to celebrate the IYV. The Department also did not set aside separate resources to systematically convince federal departments and agencies that had not already opted to do so, to dedicate a portion of O&M resources toward participating in the IYV. Rather, the IYV sought to do this in other ways, including:

- ▶ encouraging Ministerial participation in the sector's IYV activities and events. The Government produced IYV toolkits for MPs, DMs and DGComs to facilitate their participation in celebrating the Year
- ▶ attempting to have VSI announcements coincide with IYV events to enhance the impact of messages about the government's support for volunteerism
- ▶ promoting other existing opportunities such as special weeks or days to transmit messages about the government's support for volunteerism.

Departmental activities and events included: employee recognition events; symposiums; strengthened volunteer recognition programs; distribution of IYV posters and products; IYV displays; and articles on the IYV.

While information was not systematically collected to enable a full assessment of the success of the internal communications strategy, the effectiveness of this strategy can be supported by the number of departmental events conducted, such as those by the Canadian International Development Agency, Health Canada, and Transport Canada, and from the letters of support found in the project files. These letters outlined support for the IYV and were sent to the Department of Canadian Heritage from the Deputy Ministers of many departments.⁷

Strengths and weaknesses of the marketing strategies

The following are some of the apparent strengths of the marketing strategies used for the IYV:

- ▶ The marketing strategies were developed with the use of professional expertise and followed an appropriate

⁷

These departments included the Atlantic Canada Opportunities Agency, the Canadian International Development Agency, Fisheries and Oceans, Health Canada, Natural Resources Canada, Public Works and Government Services Canada, the Privy Council Office, the Royal Canadian Mounted Police, Transport Canada, and Treasury Board Secretariat.

approach. This included testing proposed messages, taglines, and products with the target audience and ensuring that the overall messages were culturally appropriate.

- ▶ The approach of using other voluntary organizations to leverage the funding obtained, by providing them with resources to do further outreach, increased the number of activities and the number of people that the IYV could reach.
- ▶ The key events such as the IYV Launch, the National Youth Summit, the 2001 Canadian Forum on Volunteerism, and the Government of Canada Federal Volunteer Recognition Ceremony attracted the participation of senior officials and were well attended.
- ▶ Although the marketing strategy was not aimed at creating a legacy for the IYV, some of the products, such as the video “*The Power of Many*” and the volunteer management resource guides, will continue to support and promote volunteerism into the future.

Some weaknesses identified by the evaluation include:

The market testing of the French messaging was not completely effective.

- ▶ The tagline used for the French campaign “*Je suis là*” did not resonate with the French-speaking population to the same extent that “*I Volunteer*” did with the English-speaking population. Many key informants reported that the major voluntary sector organizations in Quebec did not use the Volunteer Canada produced (through the contribution agreement with PCH) material but chose to run their own campaign and design their own material. This situation with the French adaptation could have been identified had more targeted focus testing been conducted. In addition, more lead time would have been beneficial in the design stage to fully pursue the testing for both languages.
- ▶ While the approach described above—to use voluntary organizations to leverage the funding—was a good one, not everyone in the voluntary sector viewed it positively. Some representatives at Canadian Heritage, HRDC, the Privy Council Office, and the voluntary sector received feedback from voluntary organizations that chose not to participate or reluctantly participated.

These organizations indicated that they felt unfairly treated in having been provided with generic tools (e.g., posters, certificates, media lines) and no support through financial or staff resources. Volunteer Canada also expended much effort explaining that funding would not be made available to individual organizations because the actual dollar amounts would be insignificant once divided among many voluntary organizations.

- ▶ Encouraged by the success of the IYV video “*The Power of Many*,” the IYV Sub-Committee on Communications chose to adapt the video to a shorter length that could be sent across the country and used for public service announcements. Unfortunately, the shorter adaptation was unsuccessful for several reasons:
 - There was no identified source of funding to market and distribute the shorter adaptation of the video in the desired venues.
 - Research to determine the ideal length of a public service announcement was not conducted, resulting in a 90-second version of the video that was not marketable.

While on the one hand, this experience demonstrates a commendable flexibility and versatility on the part of the development team to build on the success of the video, it also illustrates the negative consequences of pursuing a strategy that did not receive adequate front-end planning and consideration.

More consultation and planning may have led to more focused marketing approaches.

In summary, the internal and external marketing strategies were effectively developed to reach a wide audience and provide them with support for promoting and celebrating the IYV. However, had there been more lead time to plan for the IYV, the marketing strategies may have been more effective with wider consultation, which could have involved other voluntary organizations, departmental representatives, and representatives at the provincial level. In terms of the voluntary sector, increased consultation may have resulted in a higher level of buy-in to the selected strategy. Other options may have emerged as being more effective, such as using a more focused approach in terms of the target audience for IYV messages.

4.2.2 Effectiveness of delivery

The CPP managed the IYV process for the Department of Canadian Heritage, and the overall IYV initiative was managed by an IYV Coordinating Group and subsequent IYV Sub-committee on Communications that met regularly until March of 2002.

The CPP resourcing of the IYV included a small team of internal staff to manage the administration and coordination of the IYV, with the assistance of delivery agents from the voluntary sector (Volunteer Canada and the Coalition of National Voluntary Organizations).

The evaluation identified the following strengths:

- ▶ Key informants had a consistent view of the IYV objectives. This is important given that the event was managed through a partnership of different organizations.
- ▶ Key informants found the Coordinating Group to be useful and effective. Some remarked that the meetings eventually dwindled in number and there may have been some benefit to having continued regular meetings until the end of the IYV.

The evaluation identified the following weaknesses:

- ▶ Although the initial intent was to keep the CPP staff team relatively small, it became evident that the team was under-resourced to adequately manage the project. This shortfall was supplemented by consultants who were hired on contract to provide strategic communications support.
- ▶ Key informants identified frequent situations where delays were encountered when IYV items had been working their way through the approval process in the Department of Canadian Heritage and HRDC, resulting in tight deadlines for producing materials.
- ▶ Key informants noted a high rate of staff turnover in departments. They indicated that at times the lack of individuals in key positions who could champion the IYV may have resulted in fewer events and opportunities for the IYV. The IYV may have benefited had more stable leadership at the senior levels been maintained.

- ▶ The design and the implementation of the IYV were rolled out under short time lines. The resulting lack of lead time and planning, was reported to have resulted in several missed opportunities. For example, the IYV Coordinating Group was unsuccessful in having their web site link identified on the page of the Canadian Mint, which had produced a medal for the IYV. The interviews also revealed that there were some events where the IYV material was not available at the optimal time (e.g., in advance of key events or before National Volunteer Week).

Overall, the IYV was effective in creating a common understanding of the objectives of the initiative and in creating management structures to effectively support the IYV activities. Benefits could have come from improvements such as a longer planning cycle and a more defined approval process. More specifically, increased lead time would have had numerous benefits, including more efficient and effective processes for the design, development and approval of IYV material; and better linkages with existing and new opportunities and the possibility of more partnerships with other organizations and other levels of governments.

4.2.3 Effectiveness of partnerships

The IYV was co-led by the Department of Canadian Heritage, HRDC, Volunteer Canada, the Canadian Centre for Philanthropy, the Coalition of National Voluntary Organizations, the United Way of Canada, and Community Foundations of Canada. Many have identified this initiative as the first time the federal public service had designated two departments to co-lead an international year (the government usually assigns one department to be the lead). As this was the first time this co-lead approach was used for the celebration of an international year, the Department of Canadian Heritage did not have the benefit of precedent or a model on which to base the partnership. Table 9 discusses the advantages and disadvantages of the partnership model.

Table 9: Advantages and disadvantages	
Advantages	Disadvantages

<p>When asked about the division of responsibilities between the organizations, in particular between the two federal departments, Canadian Heritage and HRDC, the key informants with the federal departments and the voluntary sector delivery agents indicated that the division of duties was logical and worked well in terms of delegating activities to the most appropriate organization.</p>	<p>While in hindsight, the IYV unfolded relatively smoothly, and things were eventually “worked out” between the partners, key informants report that the IYV would have benefited greatly had roles, responsibilities, and processes been worked out between the partners and within individual organizations. For example, when there was a disagreement about product design, with so many organizations as equal partners, there were no official processes or procedures to follow to facilitate the resolution of the dispute. This resulted in delays while the parties attempted to find ways to work out their differences on a case-by-case basis. An example of this was when some promotional material was unavailable in time for distribution.</p>
<p>Many of those interviewed pointed to the increased synergy that was brought to the initiative by having two departments who were engaged in the IYV. This included the benefits of being able to draw on the resources of two departments, being able to tap into the opportunities by both departments, and having the support of two sets of senior cadre and departmental Ministers.</p>	<p>Regarding the partnerships with the delivery agents, Volunteer Canada, and Coalition of National Voluntary Organizations, the feedback received was that although the intent was to have an equal partnership between the government and non-governmental parties, in practice, the fact that one party (Canadian Heritage) was funding the other (the voluntary organizations) translated into a perceived imbalance in the “partnership.” Had the governance and accountability structure been clarified in more detail at the start of this relationship, it may have eased the tensions that were reported to have arisen when not all parties were in agreement over decisions, products, processes, etc.</p>

It should be noted that despite some of these complexities, overall, all of those consulted in interviews spoke positively of the partnership between the Department of Canadian Heritage and the voluntary organizations. While there were advantages, such as increased synergy and resources to devote to the initiative, the lack of clarity in terms of roles and responsibilities, and the resulting confusion and delays, were the main disadvantages identified.

4.2.4 Performance information

The evaluation reviewed the performance information requirements and the performance information provided by the delivery agents throughout the IYV. A primary tool that was available to the Department of Canadian Heritage to ensure that it was apprised of the necessary performance information would have been to outline the reporting requirements in the contribution agreement with the delivery agents. When the contribution agreement was developed for the IYV, the expected launch of IYV was fast approaching and there was considerable pressure to speed up the agreement process. This resulted in a contractual agreement with only general parameters about the required reporting of

results. For example, in the contribution agreement, actual reporting requirements asked for audited financial statements and *“a brief written description of the Recipient's activities for the appropriate period. The activity report will include, among other things, a progress report on the work that the Recipient has done.”* This resulted in the Department of Canadian Heritage pursuing ongoing negotiations with limited success about what performance information would be reported after the contribution agreements had been signed.

Some observations in terms of performance measurement include:

- ▶ The Department of Canadian Heritage identified appropriate delivery agents, in that the organizations with whom they partnered had established links with the voluntary sector and were credible organizations with proven track records. Given the relatively high level of funding, and the fast pace in which the IYV unfolded, the careful selection of these delivery agents proved to be an effective strategy.
- ▶ While the Department of Canadian Heritage did not require detailed performance data in the contribution agreements, the CPP persevered once the agreements had been signed, to ensure that written reports and financial statements, detailing the progress to date and the next steps were provided by the delivery agents on a regular basis. This resulted in the CPP receiving descriptive written reports detailing the delivery agent's accomplishments and planned activities.

The evaluation identified several possible improvements:

- ▶ Detailed performance information should have been negotiated and agreed upon at the front end so that the requirements would have been clear, understood, and agreed to by all parties. In an agreement, adequate provision on reporting requirements of overall results is essential for effective accountability.
- ▶ The activity reports from the delivery agents emphasized their achievements but often did not identify where improvements could have been made, challenges that needed to be addressed, or outcomes resulting from activities. Understandably, it is in the best interests of the voluntary organizations to portray their accomplishments in a positive light; however, this

obvious bias supports the observation that front-end negotiation of the required performance indicators may have assured balanced performance reporting.

It should be noted that the RMAF document for the IYV, which traditionally assists in the development of performance information, was not developed until after the IYV was under way. This deprived the CPP of a valuable tool, which could have been used effectively to identify reporting requirements.

5.0 Conclusions and recommendations

This section summarizes the major evaluation findings and presents a few recommendations to consider.

5.1 Conclusions

Key informants reported that IYV materials were accessible and marketing strategies effective. However, given the limited scope of the evaluation, the study did not assess the extent to which information was actually used by the voluntary sector and how it affected behaviour.

The following evaluation conclusions stand out:

- ▶ The evaluation findings indicate that the IYV implemented appropriate activities to support its objectives.
- ▶ The IYV partners developed a number of tools and materials that were widely accessible to voluntary sector organizations.
- ▶ Marketing strategies, especially those geared toward English-speaking Canadians, were reported to be effective.
- ▶ Assessing the extent to which marketing efforts, promotional products, and events increased awareness will require more time. However, polls and key informant interviews suggest that appreciation of the IYV and the voluntary sector is high among the voluntary sector, federal government employees, and the public.
- ▶ The CPP was well situated to manage the IYV initiative for the Department of Canadian Heritage and played a pivotal role in terms of coordination and liaison. Had the CPP not played a role in delivering the IYV, the initiative may not have approached the scale or calibre that it did.
- ▶ Key informants mentioned that CPP was under-resourced and there was a need for more lead time in planning and coordinating events. The short lead time for the IYV resulted in missed opportunities in terms of linking effectively into other initiatives, and promotional material was not always available in time for key events.

- ▶ Key informants indicated that partnerships were relatively effective but that there were occasions when the division of duties and activities was not clear, and suggestions for improvement were identified.
- ▶ Finally, performance information was lacking because it was not included in the contribution agreement and had to be negotiated after the fact. Additionally, the RMAF was developed after the initiative was launched and did not fully assist the partners to identify indicators that should have been collected.

5.2 Recommendations

Recommendations focus on planning, establishing clear expectations with partners, and improving the collection of performance information.

PROGRAM DESIGN

Recommendation #1:

It is important to allow sufficient lead time for planning.

In the development of a future national campaign of this scope, there should be sufficient lead time to staff key positions, update program terms and conditions, put in place a performance measurement strategy, and collect baseline data, in advance of the initiative's starting date.

Management Response:

Recommendation accepted – IYV funding and implementation was part of a larger initiative, the Voluntary Sector Initiative (VSI), which included 23 federal departments. The VSI was only announced in June 2000. This presented a challenge vis-à-vis the lead time to update terms and conditions, to put in place performance measurement strategies and to collect baseline data.

The challenges faced in the development and implementation of IYV provided valuable information in designing its legacy, the Canada Volunteerism Initiative. Early indications of the recommendations shared by the consultants, as well as feedback received by CPP staff and management over the lifespan of the IYV project, helped to define Canada Volunteerism Initiative (CVI) Terms and Conditions including a performance measurement strategy, as well as related administrative processes.

Some baseline information has also been collected to support future evaluations of CVI.

Implementation Schedule – Recommendation to be implemented should there be a future event.

PROGRAM DELIVERY

Recommendation #2:

In partnership arrangements, the Department and its non-governmental delivery partners should, at the start of the initiative:

- establish an agreement early on about roles and responsibilities, the decision-making process, and a mechanism to resolve differences
- clearly define accountability requirements in funding agreements
- clearly define output and impact information to be collected and reported by partners, especially funding recipients, in keeping with the performance measurement strategy

Management Response:

Recommendation accepted – CPP was not equipped with enough resources initially to assume such expectations. The CPP found IYV to be a very effective learning and sharing exercise for both the Department and its partners.

Better and more specific outputs and indicators and results based reporting parameters have been developed and incorporated into each contribution agreement to reflect the needs of voluntary sector partners and CPP's accountability requirements within the CVI reporting framework.

Implementation Schedule – Ongoing

IMPACT AND COST-EFFECTIVENESS

Recommendation #3:

It is important to note that a reasonable period of time must pass before the impact of a public education campaign like IYV can be measured. Further study is required to determine the impact of IYV activities. The next evaluation of the Community Partnerships Program should:

- assess the impact of this initiative on voluntary sector organizations and the Canadian public and its cost-effectiveness
- assess the extent to which IYV materials (that were distributed to voluntary organization in 2000 to improve capacity) have contributed to capacity building and improved organizational infrastructure in these voluntary organizations. This assessment should be based on feedback from a broader range of stakeholders, in particular the organizations and volunteers that received the materials.

Management Response:

Recommendation accepted with modification – IYV was a one-time event and was not funded as part of an ongoing program. No funding was provided for a long-term evaluation. For these reasons, the Department does not wish to commit itself to a specific evaluation of impacts of IYV.

Nevertheless, the Program will be conducting evaluations of the CPP and the CVI which reaches the same clientele and will build in evaluation questions to measure IYV impacts where possible.

Implementation Schedule – Pertinent consideration through future formative and summative evaluations of CPP which will include CVI.

APPENDIX A
INTERVIEW GUIDES

Department of Canadian Heritage
Corporate Review Branch, Evaluation Services Directorate
International Year of Volunteers Evaluation
(Department of Canadian Heritage's Component)

Interview Guide: MANAGEMENT/STAFF and IYV COORDINATING GROUP

General

1. What was your involvement with the International Year of Volunteers (IYV)?
 - What was your organization's role?
 - What was your role?
 - For how long/at what point?
2. What were your objectives for International Year of Volunteers (IYV)?
3. Do you have any general comments or observations you would like to make about IYV?

Marketing

4. As you know, the marketing strategy focused on promotion, events and dissemination of information. How involved were you in the marketing strategy?
 - In your opinion what were the strengths and weaknesses of this strategy?
 - What alternative marketing strategies could have been more effective?
5. In what ways were the materials produced in support of IYV useful?
 - Which materials are you aware of?
 - Were they easily accessible?
 - What materials were provided to you/your organization?
 - What materials were offered by you/your organization?
 - Was the content useful/not useful?
 - What are your views about the design, layout, and graphics?

Increased Awareness

6. How did the activities undertaken increase awareness of IYV?
 - Which activities were most successful? Which activities were less successful?
 - What would you do differently the next time?
 - Are you aware of/do you have any reports or written information about the success of IYV?
7. In your opinion, how did IYV activities increase awareness about the benefits of volunteers and voluntary organizations to Canadian society?

- Do you have any examples to support this view?
8. How did IYV events increase the recognition of volunteers? ?
- Do you have any examples to support this view?

Cost-Effectiveness

9. Were resources adequate to achieve the objectives of your organization? If not, what was the impact of inadequate resources?
10. What were the various ways used to deliver the initiative? Are there other more effective ways of achieving results? If there were weaknesses, how could they have been improved?
- How effective/efficient were they?

Community Partnerships Program (Department of Canadian Heritage)

11. How would you describe the partnership between CPP and the delivery agents?
- How has it been effective/ineffective?
 - What were the strengths and weaknesses? Please elaborate
 - How could it have been improved?
12. How different do you think IYV would have been, in terms of the events that took place, had there been no assistance from the Community Partnerships Program (CPP) of the Department of Canadian Heritage?
- What role did CPP play in its success?
13. Was appropriate performance information provided to CPP for this initiative (i.e. outcome information)?
- Was reporting requirement as per funding agreement fulfilled?
 - Was the ongoing performance measurement strategy implemented (i.e., RMAF)?
 - Did you receive sufficient information?
 - Was the information useful to manage the initiative?

Closing

14. Were there any unexpected or unintended impact or results from this initiative?
15. Overall, if you had to do it again, what would you do differently next time?
16. Do you have any other comments or observations?

Thank you for your participation.
Department of Canadian Heritage

Corporate Review Branch, Evaluation Services Directorate

**International Year of Volunteers Evaluation
(Department of Canadian Heritage's Component)**

Interview Guide : DELIVERY AGENTS

General

1. What was your involvement with the International Year of Volunteers (IYV)?
 - What was your organization's role?
 - What was your role?
 - For how long/at what point?
2. What were your objectives for International Year of Volunteers (IYV)?
3. Do you have any general comments or observations you would like to make about IYV?

Marketing

4. As you know, the marketing strategy focused on promotion, events and dissemination of information. How involved were you in the marketing strategy?
 - In your opinion what were the strengths and weaknesses of this strategy?
 - What alternative marketing strategies could have been more effective?
5. In what way were the materials produced in support of IYV useful? Were they easily accessible?
 - Which materials are you aware of?
 - What materials were provided to you/your organization?
 - What materials were offered by you/your organization?
 - Was the content useful/not useful?
 - What are your views about the design, layout, and graphics?

Increased Awareness

6. How did the activities undertaken increase awareness of the IYV?
 - Which activities were most successful? Which activities were less successful?
 - What would you do differently the next time?
 - Are you aware of/do you have any reports or written information about the success of IYV?
7. In your opinion, how did IYV activities increase awareness about the benefits of volunteers and voluntary organizations to Canadian society?
 - Do you have any examples to support this view?

8. How did IYV events increase the recognition of volunteers?
 - Do you have any examples to support this view?

Cost-Effectiveness

9. Were resources adequate to achieve the objectives of your organization? If not, what was the impact of inadequate resources?
10. What were the various ways used to deliver the initiative? Are there other more effective ways of achieving results? If there were weaknesses, how could they have been improved?
 - How effective/efficient were they?

Community Partnerships Program (CPP)

11. How would you describe your partnership with CPP? How would you describe your relationship with the beneficiaries?
 - How has it been effective/ineffective?
 - What were the strengths and weaknesses? Please elaborate
 - How could it have been improved?
12. What are your views on the reporting requirements as per funding agreement?
 - Availability of information from beneficiaries?
 - Effectiveness and usefulness of communication/feedback from PCH officials?

Closing

13. Were there any unexpected or unintended impact or results from this initiative?
14. Overall, if you had to do it again, what would you do differently next time?
15. Do you have any other comments or observations?

Thank you for your participation.

**Department of Canadian Heritage
Corporate Review Branch, Evaluation Services Directorate**

**International Year of Volunteers Evaluation
(Department of Canadian Heritage's Component)**

Interview Guide : BENEFICIARIES

General

1. What was your involvement with the International Year of Volunteers (IYV)?
 - For how long?
 - On which specific activities?
 - On behalf of which organizations?
 - As a staff member or as a volunteer?
2. What were your objectives for International Year of Volunteers (IYV)?
3. What was your understanding of IYV?
 - What were the objectives?
 - What were the activities?
 - Who was supposed to benefit from IYV?
4. Do you have any general comments or observations you would like to make about IYV?

Marketing

5. As you know, the marketing strategy focused on promotion, events and dissemination of information.
 - In your opinion, what were the strengths and weaknesses of this strategy?
 - What alternative marketing strategies could have been more effective?
6. In what ways were the materials produced in support of IYV useful? Were they easily accessible?
 - Which materials are you aware of?
 - Were they easily accessible?
 - What materials were provided to you/your organization?
 - What materials were offered by you/your organization?
 - Was the content useful/not useful?
 - What are your views about the design, layout, and graphics?

Increased Awareness

7. How did the activities undertaken increase awareness of IYV?
 - Which activities were most successful? Which activities were less successful?

- What would you do differently the next time?
 - Are you aware of/do you have any reports or written information about the success of IYV?
8. In your opinion, how did IYV activities increase awareness about the benefits of volunteers and voluntary organizations to Canadian society?
- Do you have any examples to support this view?
9. How did IYV events increase the recognition of volunteers?
- Do you have any examples to support this view?

Partnerships

10. How would you describe your relationship with the delivery agents (i.e. Volunteer Canada)?
- How has it been effective/ineffective?
 - What were the strengths and weaknesses? Please elaborate
 - How could it have been improved?
11. What are your views on the reporting requirements as per funding agreement?
- Effectiveness and usefulness of communication/feedback?

Closing

12. Were there any unexpected or unintended impact or results from this initiative?
13. Overall, if you had to do it again, what would you do differently next time?
14. Do you have any other comments or observations?

Thank you for your participation.

APPENDIX B
INTERVIEW LIST

**Department of Canadian Heritage
Corporate Review Branch, Evaluation Services Directorate**

**International Year of Volunteers Evaluation
(Department of Canadian Heritage's Component)**

Interview List

Voluntary Sector

Paddy Bowen
Volunteer Canada

Simone Dolan
Volunteer Canada

Al Hatton
Coalition of National Voluntary Organizations

Betsy Martin
Community Foundations of Canada

Sylvia Huckerby
Community Foundations of Canada

Department of Canadian Heritage

Tom Ring
Director General
Citizens Participation and Promotion

Margaret Belanger
Senior Program Officer
Community Partnerships Program

Mark Feldbauer
Senior Communications Advisor
Canadian Identity Sector

Joan Katz
Director
Community Partnerships Program

Lisa Woodley
Program Officer
Community Partnerships Program

Project Consultants

Fay Taylor
Taylor Made Communications

Susan Wright
SE Wright & Associates

Human Resources Development Canada

Erin McCaffrey
Community Engagement Directorate

Nancy Amos
Community Engagement Directorate

Shelley Dooher
Community Engagement Directorate

Greg Banford
Community Engagement Directorate

Privy Council Office

Raymond Rivet
Voluntary Sector Task Force

Nancy Wildgoose
Voluntary Sector Task Force

Susan Fletcher
Voluntary Sector Task Force

Beneficiaries

Syrelle Bernstein
Baycrest Geriatric Centre

Sharon Cobban
Manulife Financial Insurance